



# Oregon

Theodore R. Kulongoski, Governor

## Department of Land Conservation and Development

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Salem, Oregon 97301-2524

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Second Floor/Director's Office: (503) 378-5518

Web Address: <http://www.oregon.gov/LCD>

### NOTICE OF ADOPTED AMENDMENT



March 1, 2006

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: Marion County Plan Amendment  
DLCD File Number 004-06

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Copies of the adopted plan amendment are available for review at DLCD offices in Salem, the applicable field office, and at the local government office.

Appeal Procedures\*

#### **DLCD ACKNOWLEDGMENT OR DEADLINE TO APPEAL: March 14, 2006**

This amendment was not submitted to DLCD for review prior to adoption. Pursuant to OAR 660-18-060, the Director or any person is eligible to appeal this action to LUBA under ORS 197.830 to 197.845.

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE DATE SPECIFIED ABOVE.**

Cc: Les Sasaki, Marion County

<paa>

**FORM 2**

**DLCD NOTICE OF ADOPTION DEPT OF**

This form must be mailed to DLCD within 5 working days after the final decision FEB 22 2006  
per ORS 197.610, OAR Chapter 660 - Division 18

(See second page for submittal requirements)

LAND CONSERVATION  
AND DEVELOPMENT

Jurisdiction: Marion County  
number, use none)

Local File No.: LA 05-3  
(If no

Date of Adoption: 2/15/06  
(Must be filled in)

Date Mailed: 2/17/06  
(Date mailed or sent to DLCD)

Date the Notice of Proposed Amendment was mailed to DLCD: 12/01/05

- Comprehensive Plan Text Amendment
- Comprehensive Plan Map Amendment
- Land Use Regulation Amendment
- Zoning Map Amendment
- New Land Use Regulation
- Other:

(Please Specify Type of Action)

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached."  
Amending Marion County Comprehensive Plan by concurring in and adopting City of Gervais  
General Plan amendments including goal/policy/text amendments applying to urbanizable area of  
UGB; new coordinated 2025 population projection of 3,725; a 20.24 acre UGB expansion; Plan map  
redesignation and rezoning of properties included in UGB amendment; and updated city/county IGA.

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write  
"Same". If you did not give notice for the proposed amendment, write "N/A". "Same"

Plan Map Changed from: Primary Agriculture (County) to: Residential  
(City)

Zone Map Changed from: Exclusive Farm Use (EFU) to: Urban  
Transition/Farm (UTF)

Location: n/o and w/o Gervais UGB Acres Involved: 20.24 ac.

Specify Density: Previous: EFU to City R-1 zone New:

Applicable Statewide Planning Goals: 1, 2, 9, 10 and 14

Was an Exception Adopted? Yes:  No:

Does Adopted Amendment affect the areas in unincorporated Marion County where the

Zoning Code applies? Yes  No

DLCD File No.: 004-06 (NOA)

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Did the Department of Land Conservation and Development receive a notice of Proposed

Amendment **FORTY FIVE (45) days prior to the first evidentiary hearing.** Yes:  No:

If no, do the Statewide Planning Goals apply. Yes:  No:

If no, did The Emergency Circumstances Require immediate adoption. Yes:  No:

Affected State or Federal Agencies, Local Governments or Special Districts: City of Gervais

Local Contact: Les Sasaki

Area Code + Phone Number: 503-588-5038

Address: PO Box 14500

City: Salem, OR

Zip Code+4: 97309-5036

Email Address: lsasaki@co.marion.or.us

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### **ADOPTION SUBMITTAL REQUIREMENTS**

This form **must be mailed** to DLCD **within 5 working days after the final decision**  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO (2) Copies of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

2. Submit **TWO (2) copies** the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the  Notice of Adoption  is sent to DLCD.
6. In addition to sending the  Notice of Adoption  to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only ; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or Email your request to Larry.French@state.or.us - ATTENTION: PLAN AMENDMENT SPECIALIST.

**MARION COUNTY  
NOTICE OF ADOPTION**

On February 15, 2006 the Marion County Board of Commissioners adopted and signed Ordinance No. 1223 which amended the Marion County Comprehensive Plan by concurring in and adopting City of Gervais General Plan amendments. The amendments include: goal, policy and text revisions to the Gervais General Plan applying to the portion of the urban growth boundary (UGB) area outside the city limits; a new coordinated 20-year population projection of 3,725 by the year 2025 to be used by the City for planning purposes; an urban growth boundary expansion of 20.24 acres to meet residential land needs; redesignation of lands included within the UGB from a Marion County Comprehensive Plan designation of "Primary Agriculture" to a City of Gervais General Plan designation of "Residential"; and rezoning of lands included within the UGB from a Marion County Rural Zone Code designation of "Exclusive Farm Use" (EFU) to a Marion County Urban Zone Code designation of "Urban Transition/Farm" (UTF). The City and County also approved an updated Urban Growth Boundary Coordination Agreement which sets forth the procedures for coordinating planning issues between the City and the County.

A copy of the adopted ordinance is being provided to interested persons, persons who participated in the public hearing process by either providing oral or written testimony, and to the cities and public agencies under intergovernmental coordination agreements. The exhibits to the ordinance which provide the findings and background information upon which the plan amendments were based can be obtained from the Marion County Public Works/Planning Division, 555 Court Street NE, Room 2130, Salem, Oregon.

If you have any questions regarding this notice of adoption or the items adopted under the Ordinance, please contact Les Sasaki, Principal Planner at 503-588-5038 or by e-mail at: [lsasaki@co.marion.or.us](mailto:lsasaki@co.marion.or.us)

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MWVCOG  
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Ronald and Arleatha Suing  
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Gervais OR 97026

Buddy and Teri Smith  
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Gervais OR 97026

John Gervais  
Woodburn Independent  
PO Box 96  
Woodburn OR 97071

**CITY OF GERVAIS/MARION COUNTY  
URBAN GROWTH BOUNDARY COORDINATION AGREEMENT**

This Agreement made and entered into this 25<sup>th</sup> day of January, 2004, by and between the City of Gervais, a municipal corporation, hereinafter called "City", and Marion County, a political subdivision of the State of Oregon, hereinafter called "County."

**WITNESSETH:**

**WHEREAS, IT APPEARING** to the City and County that ORS Chapter 197 and the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 14 on Urbanization required that an urban growth boundary (UGB) be established around each incorporated city in the State of Oregon, and that the "establishment and change of the boundary shall be a cooperative process between a City and the County or counties that surround it"; and

**WHEREAS**, pursuant to the above noted statutory duty and Statewide Goal 14, and the authority granted by ORS Chapter 190 concerning intergovernmental agreements, City and County have adopted an urban growth boundary, coordination policies and procedures for amending the UGB and for revising the City and County comprehensive plans within the UGB and outside the city limits, and a coordination process for county land division and land use decisions within the urban growth area (UGA) surrounding the City of Gervais; and

**WHEREAS**, the intent of the urban growth program for the City is as follows:

1. Promote the orderly and efficient conversion of land from Rural/Resource uses to urban uses within the UGA.
2. Reduce potential conflicts with resource lands.
3. Promote the retention of lands in resource production in the urban growth boundary until provided with urban services and developed.
4. Coordinate growth in accordance with the Gervais General Plan and the Marion County Comprehensive Plan.

**NOW, THEREFORE**, the premises being general as stated above, City and County adopt the following coordination and revision procedures and policies that, along with the policies of the Gervais General Plan, shall serve as the basis for land use decisions within the UGA (i.e. the area between the city limits of Gervais and the urban growth boundary (UGB)). It is the intent of the parties that the boundary and coordination policies and procedures expressed in this agreement shall be consistent with Oregon State Laws, the Marion County Comprehensive Plan and the Gervais General Plan.

**I. COORDINATION POLICIES AND PROCEDURES**

1. The County shall retain responsibility for regulating land use on lands within the UGA until such lands are annexed by the City. The urban growth area has been

identified by the City and County as urbanizable and is considered to be available over time for urban development.

2. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the UGA. The County shall forward land use activities being considered within the UGA by the County to the City for comments and recommendations. The City shall respond within twenty (20) days, unless the City requests and the County grants an extension.
3. Upon receipt of an annexation request or the initiation of annexation proceedings by the City, the City shall forward information regarding the request (including any proposed zone change) to the County for comments and recommendations. The County shall have twenty (20) days to respond unless they request and the City allows additional time to submit comments before the City makes a decision on the annexation proposal.
4. All land use actions within the urban growth area and outside the City limits shall be consistent with the Gervais General Plan and the County's land use regulations.
5. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the Gervais General Plan that apply to the UGA.
6. The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with Statewide Planning Goals.
7. The City and County shall promote logical and orderly development within the UGA in a cost effective manner. The County shall not allow uses requiring a public facility provided by the City within the UGA prior to annexation to the City unless agreed to in writing by the City.
8. City sewer and water facilities shall not be extended beyond the city limits and UGB, except as may be agreed to in writing by the City and County consistent with Oregon Administrative Rules, the Gervais General Plan, and the Marion County Comprehensive Plan.
9. Conversion of land within the UGA to urban uses shall occur upon annexation and be based upon a consideration of applicable annexation policies in the Gervais General Plan.
10. The City shall discourage the extension of public facilities into the UGA without annexation. However, if the extension of public facilities into the UGA is necessary because of an emergency, health hazard or the City determines it is otherwise desirable, the facilities may be extended subject to terms and conditions contained in a service contract between the City and property owner.

11. Pursuant to OAR 660-011-0045, the City is the designated provider of public water, sanitary sewer, and stormwater facilities within the UGB and is responsible for preparing the public facilities plan within the UGB. This designation does not obligate the City to provide services to any properties that are not annexed.

## **II. AMENDMENTS TO THE URBAN GROWTH BOUNDARY (UGB) AND THE URBAN GROWTH AREA (UGA)**

The UGB and plan designations applicable to land within the UGA shall be reviewed by the City and County as required by the Land Conservation and Development Commission (LCDC) under their periodic review rules or as the City updates its General Plan where County concurrence is necessary. These, and any other amendments to the Plan, UGB or zoning in the UGA shall be reviewed and approved in the manner provided below.

1. City initiated General Plan amendments for lands in the UGA and proposed UGB amendments.
  - A. Upon receipt of notice of periodic review, the City shall review the Plan to determine if it needs updating. The City may also propose comprehensive plan amendments, including UGB amendments, at times other than specified by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

The City will develop proposed amendments and forward them together with all exhibits, findings of fact and conclusions of law regarding the amendments to the County for review and comments at least 20 days before the City's initial evidentiary public hearing. The City shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

The City shall hold one or more City Council hearings. Upon conclusion of its deliberations, if the City Council concludes it will approve the proposed amendment(s), it shall adopt an ordinance with findings of fact and conclusions of law supporting the Council's decision.
  - B. After adopting the ordinance to amend its comprehensive plan, the City shall forward the proposed amendment to the County for hearing along with any comments from DLCD or other interested parties received by the City. Within 90 days after the date the City provides its ordinance along with all supporting studies, exhibits, comments and findings of fact and conclusions of law to the County, the County shall hold a public hearing on the City's proposal. If the County decides to reject the proposal or wishes to propose modifications, either party may request a joint meeting to resolve differences.
  - C. Upon concurrence by the County, the County shall adopt the amendments by ordinance and both City and County shall formally amend their respective Comprehensive Plans to reflect the agreed upon change.



2. County initiated Comprehensive Plan amendments for lands in the UGA and proposed UGB amendments.

A. Upon receipt of notice of periodic review, the County shall review its Comprehensive Plan to determine if it needs updating. The County may also propose amendments at times other than specified in the Plan or by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

The County shall develop proposed amendments and forward them together with all exhibits, findings of fact and conclusions of law regarding the amendments to the City for review and comments at least 20 days before the County's initial evidentiary public hearing. Within 90 days after the County provides the proposed amendments to the City, the City shall schedule at least one public hearing by the City Council. The County shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

B. The City Council shall hold one or more public hearings. The City Council and the County Board of Commissioners shall each hold a public hearing or may jointly conduct one or more public hearings. The two governing bodies may deliberate together on the proposed amendment(s). At the conclusion of those deliberations, if the conclusion is to approve the proposed amendment(s), the City Council and the Board of Commissioners shall each adopt an ordinance to amend their respective comprehensive plans accompanied by agreed upon findings of fact and conclusions of law.

3. County Zoning Amendments in UGA. Whenever the County proposes an amendment to its zoning map or regulations for lands within the UGA, the County shall provide notice and request for comments on the proposed amendment to the City at least 20 days before the County's initial evidentiary public hearing.

4. In amending the UGB, the city limits or their respective land use plans, the City and County shall follow all procedures as required by Oregon State Law. In the case of an amendment to the UGB, the governing bodies shall base the amendment on consideration of Goal 14 (Urbanization), applicable planning statutes and Administrative Rules.

### III. ADMINISTRATION OF ZONING AND SUBDIVISION REGULATIONS

In making land use decisions within the UGA, the City and County agree to the following:

1. The County shall provide notice and request for comments on conditional uses, variances, adjustments, land divisions, property line adjustments and administrative reviews within the UGA to the City at least 20 days before the

County's initial evidentiary hearing or land use decision when no hearing is held. The County shall provide the City a notice of decision for all such applications in the UGA when requested by the City.

2. Applications for uses permitted outright in the applicable county zone including ministerial actions will not involve any notice or request for comments to the City.
3. The County shall, to the extent feasible, require City development standards for development within the UGA, including dedication of additional right-of-way or application of special street setbacks when requested by the City. The County shall, to the extent feasible, require compliance with City development standards, in lieu of County standards if the development is other than a single-family dwelling.
4. For development approved under (1) or (2), if public sewer and water facilities or city limits are located within 300 feet of the subject property, the County shall require that the development connect to the facilities unless use of wells and septic systems or other means are allowed in writing by the City. The City will require any property connecting to City sanitary sewer or water facilities to annex to the City. The City shall provide the County information about the location of public sewer and water. The County may approve development of permitted uses on properties more than 300 feet from the city limits, or from a public sewer or water facility using wells and DEQ approved waste water disposal systems.
5. If a proposed use is not specifically identified in the Marion County Urban Zoning Ordinance (MCUZO) and the County is proposing an interpretation classifying the use as permitted in the applicable zone under the interpretation provisions of the MCUZO, the County shall give the City an opportunity to comment before the County makes a final land use decision.

#### **IV. MARION COUNTY URBAN GROWTH MANAGEMENT FRAMEWORK**

The Coordination Agreement between a city and the County is required to be consistent with the Urban Growth Management Framework of the Marion County Comprehensive Plan. The Framework provides guidelines a city may choose to follow when coordinating urban growth boundary needs with the County. The decision on how to use any applicable coordination guidelines of the Framework is up to a city and there can be several approaches taken by cities to coordinate planning efforts with the County consistent with the Framework.

To facilitate coordination between the City and County, the Gervais General Plan has been amended to incorporate applicable policies and guidelines found in the Marion County Urban Growth Management Plan. The City shall consider applicable Gervais General Plan policies and guidelines when making land use decisions within the UGA.

**V. APPEALS**

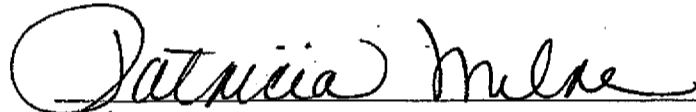
In the event that no mutual agreement can be achieved in the course of reviewing amendments or land use applications as noted in Sections II and III, each party retains its right to appeal as provided in State Law.


**IT IS HEREBY UNDERSTOOD AND AGREED** that this agreement shall remain in effect unless terminated by one of the parties through the formal action of its governing body by giving the other party a thirty (30) day termination notice, in writing. It is further understood that this agreement may be reviewed by the City and County every year.

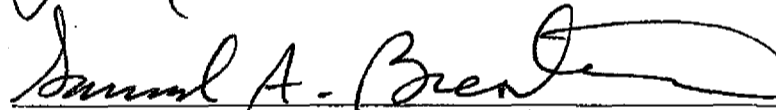
The City shall pass a resolution authorizing the Mayor and City Recorder to enter into this agreement on behalf of the City. The resolution shall be made a part of this agreement and attached hereto.

**IN WITNESS THEREOF**, the respective parties hereto have caused this Agreement to be signed in their behalf the day and year first above written.


**MARION COUNTY BOARD OF COMMISSIONERS**

  
Chair

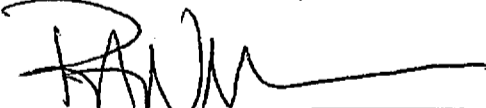
  
Commissioner


  
Commissioner

**APPROVED AS TO FORM:**

  
Marion County Legal Counsel

**CITY OF GERVAIS, OREGON**

  
Mayor

  
Recorder

**RESOLUTION No. 06-001**


A resolution allowing the Mayor and City Manager to sign the City of Gervais/Marion County Urban Growth Boundary Coordination Agreement.

WHEREAS, the City of Gervais and Marion County have entered into an intergovernmental agreement regarding coordination concerning the Gervais Urban Growth Boundary;

WHEREAS, said agreement may be amended when agreed upon by both jurisdictions;

NOW, THEREFORE, BE IT RESOLVED that the Mayor and City Manager are authorized to sign the City of Gervais/Marion County Urban Growth Boundary Coordination agreement on behalf of the City of Gervais.

PASSED this 12<sup>th</sup> day of February 2006.

  
\_\_\_\_\_  
Mayor Roger West

ATTEST

  
\_\_\_\_\_  
M.J. Davis, City Manager/Recorder

/

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

In the matter of an Ordinance amending )  
the Marion County Comprehensive Plan ) Legislative Amendment  
by adopting text and plan amendments to ) LA 05-3  
the City of Gervais General Plan applying )  
to the portion of the UGB area outside the )  
city limits, an Urban Growth Boundary )  
expansion of 20.24 acres, a new coordinated )  
2025 population projection for the City of )  
Gervais, the redesignation and rezoning of )  
properties included in the UGB amendment, )  
and declaring an emergency. )

**ORDINANCE NO. 1223**

**THE MARION COUNTY BOARD OF COMMISSIONERS HEREBY ORDAINS AS  
FOLLOWS:**

**SECTION 1. PURPOSE**

This ordinance is enacted pursuant to the authority granted general law counties in the State of Oregon by Oregon Revised Statutes (ORS) Chapter 203, and the comprehensive land use planning and coordination with local government provisions under Chapters 195 and 197, by amending the Marion County Comprehensive Plan by adopting amendments to the City of Gervais General Plan including an Urban Growth Boundary amendment, a new coordinated 2025 population projection for the City of Gervais, and redesignation and rezoning of properties included within the amended Gervais urban growth boundary.

**SECTION 2. AUTHORIZATION**

The Marion County Board of Commissioners initiated a legislative amendment to the Marion County Comprehensive Plan by Resolution No. 05-44R dated December 28, 2005. The legislative amendments came before the Board at the request of the City of Gervais for concurrence in and adoption of, text and plan map amendments being considered by the City, pursuant to the planning coordination and concurrence provisions under ORS Chapters 195 and 197, and the provisions of the executed March 11, 1986 Urban Growth Boundary and Policy Agreement between Marion County and the City of Gervais that establishes procedures for addressing land use matters of mutual concern, including amendments to the comprehensive plan and urban growth boundary. The Board held a public hearing on January 25, 2006 for which proper public notice and advertisement was given. All persons present during the public hearing and those provided notice of the hearing, were given the opportunity to speak or present written statements on the proposed amendments.

**SECTION 3. EVIDENCE AND FINDINGS**

The Board has reviewed the evidence and findings in the record and given due consideration to the testimony provided in the hearing record. The amendments to the Marion County Comprehensive Plan by adopting the text and plan amendments to the City of Gervais General Plan as they apply to

the portion of the urban growth area outside the city limits, along with a 20.24 acre urban growth boundary amendment and a new coordinated 2025 population projection for the City of Gervais of 3,725 are based on consideration and analysis of information regarding the text and plan amendments adopted by the City of Gervais as part of the 2005 update of its General Plan. The County's adoption of the provisions of the City of Gervais General Plan is necessary for application of the Plan within the urban growth area. The evidence and findings to support the amendments (Exhibit A) and the City of Gervais General Plan 2005 updates (Exhibit B) are by reference a part of the record and this Ordinance.

The City of Gervais General Plan amendments address revisions of goals, policies, text and background information to the Plan's Marion County Coordination Element, Population and Housing Element, buildable lands inventory in the Land Use Element, an Economic Opportunities Analysis (EOA) to the Economics Element, and the Appendix to the General Plan to contain Urban Growth Boundary Expansion goal exception findings. Land needs in the updated General Plan are based on the provision of residential, commercial and industrial lands necessary to accommodate a new coordinated 2025 population forecast of 3,725 for the 20-year planning period of the Plan and the City's strategy and housing analysis for addressing residential growth and development issues within the Plan. The Gervais General Plan update involves a 20.24 acre urban growth boundary amendment to meet residential land needs. The redesignation of lands included in the boundary expansion from a Marion County designation to a City of Gervais General Plan designation of "Residential" and the rezoning of these lands from a Marion County rural zoning designation of "Exclusive Farm Use" (EFU) to a County urban zoning designation of "Urban Transition/Farm" (UTF) is a part of the growth boundary amendment process. The update to the General Plan included an update and revisions to the City/County Urban Growth Boundary and Policy Agreement as required by the Marion County Urban Growth Management Framework policy. The revised agreement is now titled the City/County Urban Growth Boundary Coordination Agreement.

The updated City of Gervais General Plan conforms with the requirements under ORS Chapter 197 and the Statewide Land Use Planning Goals and Administrative Rules for the development and revision of comprehensive plans, with ORS Chapter 195 for county coordination with local comprehensive plan activities, and the Marion County Comprehensive Plan Urbanization Element on coordination with cities on growth management policies and guidelines. The City of Gervais General Plan and Urban Growth Boundary were initially adopted by Marion County on February 28, 1979 (Ordinance No. 530) and acknowledged by the Land Conservation and Development Commission (LCDC) on May 8, 1980. Amendments to the Gervais General Plan since acknowledgment have been coordinated with the County and State to maintain consistency and compliance with land use planning requirements.

The Board finds that the adoption of the amendments to the Marion County Comprehensive Plan by the adoption of the City of Gervais General Plan updates including an urban growth boundary amendment and a new coordinated 2025 population projection, provides for a coordinated review, concurrence in, and uniform application of urbanization policies regarding land use matters affecting properties within the urban growth area. The amendments are consistent with the provisions of the intergovernmental coordination agreement between Marion County and the City of Gervais. The Board further finds that the amendments are in compliance with Statewide Land Use Planning Goals and Administrative Rules, ORS Chapters 195 and 197, and applicable provisions of the Urbanization Element of the Marion County Comprehensive Plan.

**SECTION 4. AMENDMENTS TO THE MARION COUNTY COMPREHENSIVE PLAN**

The Marion County Comprehensive Plan is amended to include the adoption of an updated City of Gervais General Plan for application in the area within the urban growth boundary that lies outside the city limits. The Marion County Comprehensive Plan is amended to include the adoption of a new coordinated 2025 population projection of 3,725 for the City of Gervais General Plan. The Marion County Comprehensive Plan Map is amended to include a 20.24 acre urban growth boundary expansion and changes in the Plan designation of those properties added to the boundary and within the urban growth area as depicted on the maps set forth in Exhibit A. The Marion County Comprehensive Plan and its implementing ordinances (zoning maps) is further amended to include the rezoning of the properties included within the amended urban growth boundary as depicted on the maps set forth in Exhibit A.

**SECTION 5. REPEAL OF PORTIONS OF EXISTING ORDINANCES**

Those portions of Marion County Ordinance No. 530 adopting a City of Gervais Urban Growth Boundary and a Comprehensive Plan for the area outside the city but within the growth boundary or amendments to pertaining to the City of Gervais, are hereby repealed or amended as set forth in this ordinance through the adoption of the City of Gervais General Plan updates and amendments, which by reference are incorporated into this Ordinance.

**SECTION 6. SEVERABILITY**

Should any section, subsection, paragraph, sentence, clause, or phrase of this ordinance or any policy, provision, finding, statement, conclusion, or designation of a particular land use or area of land, or any other portion, segment, or element of this ordinance or of any amendment thereto and adopted hereunder, be declared invalid for any reason, such declaration shall not affect the validity or continued application of any other portion or element of this ordinance or amendment to Marion County Ordinance No. 530 as amended or as amended hereunder; and if this ordinance or any portion thereof should be invalid on one ground, but valid on another, it shall be construed that the valid ground is the one upon which this ordinance or any portion thereof, was enacted.

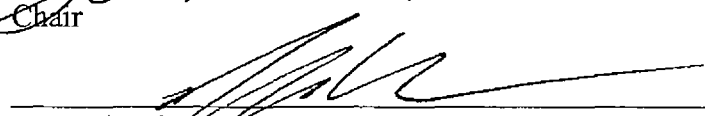
**SECTION 7. EFFECTIVE DATE**

This ordinance amending the Marion County Comprehensive Plan by adopting amendments to the City of Gervais General Plan, an urban growth boundary amendment, new 2025 coordinated population projection, and redesignation and rezoning of properties added to the urban growth boundary, being necessary to protect the public health, safety, and welfare, an emergency is declared to exist and this Ordinance shall become effective upon its passage.

SIGNED and FINALIZED at Salem, Oregon this 15 day of February 2006.

MARION COUNTY BOARD OF COMMISSIONERS

  
Chair

  
Recording Secretary

**JUDICIAL NOTICE**

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



# EXHIBIT A

## EVIDENCE AND FINDINGS

Marion County Comprehensive Plan

Amendment (LA 05-3):

Gervais General Plan Amendments -

Growth Boundary Amendment,

New Coordinated 2025 Population Projection,

Redesignation and Rezoning of

Properties Added to the UGB

## EXHIBIT A

### **EVIDENCE AND FINDINGS MARION COUNTY COMPREHENSIVE PLAN AMENDMENT (LA 05-3): CITY OF GERVAIS GENERAL PLAN AMENDMENTS**

#### **BACKGROUND**

This matter comes before the Marion County Board of Commissioners at the request of the City of Gervais for concurrence in and adoption of amendments to the Gervais General Plan. The City has held public hearings on the amendments to their Plan and will adopt an ordinance approving the amendments upon the concurrence by the County.

The City of Gervais adopted their General Plan in December 1978. The Marion County Board of Commissioners adopted the Gervais urban growth boundary and General Plan for the area outside the city limits but within the boundary on February 28, 1979 (Ordinance No. 530). The Land Conservation and Development Commission (LCDC) acknowledged the City of Gervais General Plan on May 8, 1980.

Marion County and the City of Gervais signed and executed the current Urban Growth Boundary and Policy Agreement (UGBPA) on March 11, 1986. The UGBPA establishes procedures for dealing with and coordinating land use matters of mutual concern. The UGBPA provides for the County to concur in the City's General Plan and to adopt those provisions for application within the urban growth area (the area within the urban growth boundary that lies outside the city limits). Such provisions include: urbanization, growth and plan coordination policy changes; plan map amendments affecting properties in the urban growth area; and growth boundary changes.

The City of Gervais updated its comprehensive plan as part of the State mandated periodic review process during the mid 1980's and completed the initial review order that was approved by DLCD in January 1988. The City's next periodic review started in January 1995, involved several work program items (urbanization, public facilities, transportation and natural resources tasks) and modifications, was completed upon City compliance with the Transportation Planning Rule requirements, and approved by DLCD in April 2004.

In 2004, the City of Gervais received a planning assistance grant from DLCD to update portions of its comprehensive plan. The City's population had more than doubled within the past ten years from a PSU estimate of 995 in 1995 to 2,130 in 2004. Work funded by the grant included: a buildable lands inventory; housing needs analysis; economic opportunities analysis; a 2025 population projection coordinated with Marion County since the City was approaching its current 2020 forecast of 2,168; consideration of an UGB expansion if warranted by the analysis of housing needs and buildable lands; and updating the existing City/County intergovernmental agreement (UGBPA).

During the City's process to update their General Plan and the public hearing process on the proposed amendments, County and DLCD staff worked with MWVCOG staff who were providing planning assistance to the City to complete the work tasks under the DLCD grant. County staff provided technical support, reviewed and commented on amendment proposals, coordinated on a new population forecast for planning purposes, and revisions to the current intergovernmental UGB agreement. The City has addressed concerns and items raised by County and DLCD staff and has modified the amendment proposal through its hearing process to the changes now being requested for concurrence.

In August 2004, the Board of Commissioners approved a 17.09 acre City of Gervais urban growth boundary expansion through a quasi-judicial plan amendment process (Ordinance No. 1196). The amendment request resulted from an application by the City of Gervais and Gervais School District #1 to include the single parcel within the UGB to accommodate potential improvements to and expansion of, existing School District facilities located within the boundary and adjacent to the 17 acre parcel.

### **GERVAIS GENERAL PLAN AMENDMENTS**

The City of Gervais General Plan amendments involve updates and revisions to several Plan sections pertaining to Population and Housing, Economics, Land Use, Marion County Coordination, and findings to support a 20.24 acre urban growth boundary expansion proposal to meet residential land needs for housing based on a new 2025 population forecast for growth in the community over the next twenty years. Also included with the amendments for County approval is a revised urban growth boundary coordination agreement consistent with the County's Urban Growth Management Framework.

The City conducted a buildable lands inventory to assess the current supply of residential, commercial and industrial lands within the urban growth boundary. Community growth within the past ten years which saw the City's population more than double and approach its coordinated 2020 forecast by the year 2004, necessitated a new coordinated 20-year projection to utilize in the City's comprehensive planning efforts. The City's land analyses based on an updated growth forecast indicated that sufficient lands exist to meet commercial and industrial land needs, but there is a shortage of residential lands to accommodate the various types of housing needed over the 20-year planning period.

The updated General Plan includes text and policy amendments to the specific sections mentioned above. The amendments do not include any map amendments to change any of the existing plan designations of properties within the current UGB. The proposed UGB amendments to include approximately 7.64 acres to the north between Ivy Street and 8<sup>th</sup> Street (including 8<sup>th</sup> Street right-of-way) and 12.6 acres to the west of Grove Street would involve the redesignation of these properties from the current County resource land designation (Primary Agriculture) to a City residential designation and changing the zoning of the properties from a County rural zone (EFU –Exclusive Farm Use) to a County urban zone that is applied to properties within an UGB but outside the city limits.

#### **A. Specific Plan Text/Policy Amendments**

The following amended policies and text are identified that would affect development and lands outside the city limits and within the urban growth boundary. Each amendment proposal is followed by a staff review.

##### **1. New Gervais General Plan Section: Marion County Coordination Element**

The Marion County Urban Growth Management Framework of the Comprehensive Plan was adopted by the County in 2002. The Urban Growth Management Framework is a coordination planning strategy that provides a guide which cities may follow in coordinating planning efforts with the County when considering boundary expansion needs and decisions in response to local growth issues.

The Gervais General Plan amendments include a new section on Marion County Coordination which incorporates the stated purpose of the County's Urban Growth Management Framework along with

corresponding text describing how the Framework is to be utilized in coordinating planning issues between the City and the County.

The following new coordination goal and policies are part of the Gervais General Plan amendments:

*Goal: To coordinate with Marion County regarding planning issues that extend beyond the boundaries of the City of Gervais, 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), 12 (Transportation) and 14 (Urbanization).*

*Policy 1: Marion County Framework Plan goals, policies and guidelines will be considered when the City considers General Plan amendments that require Marion County concurrence.*

*Policy 2: The City of Gervais 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 Gervais UGB.*

The Gervais Plan amendments recognize the statutory coordination role Marion County has with cities in monitoring, assisting and planning for growth that balances the needs of urban and rural areas within the county. Planning for growth and changes to established urban growth boundaries are a cooperative process between cities and the county as provided for in Statewide Planning Goal 14 – Urbanization and Oregon Revised Statutes Chapter 195 – Local Government Planning Coordination. The proposed goal and policy amendments address and are consistent with statutory and the County’s Growth Management coordination guidelines, and provide for implementation of these coordination provisions.

## **2. Population and Housing Element Amendments**

The City of Gervais conducted a review of its population growth and current 2020 projection to be utilized in determining future housing needs within the community. The proposed amendments update the population and housing data in the General Plan based on the review and availability of new information such as 2000 Census data, the 2004 State Office of Economic Analysis (OEA) long-range population forecast report for the state and counties, the Portland State University Population Research Center annual estimates, building permit and residential development data, and city inventories of buildable lands and housing data. During the review process and development of a new 2025 population projection and housing demand proposal for the City, COG staff worked with County and DLCDC staff incorporating review comments into the amendment proposal.

### **a. New 2025 Coordinated Population Projection**

There is a need to periodically review and update population projections based on recent growth rates and trends, the availability of new information, and new forecasts involving the county and cities. Marion County developed and coordinated a 2020 population projection for all the cities within the County in 1997 utilizing the PSU estimate for each of the cities as the base year to which an annual average growth rate was applied to arrive at the 2020 forecast number. The forecast numbers were adjusted based on data provided by the cities, new circumstances such as a sewer system, unusual growth patterns, coordination with adjacent counties (primarily Polk County) and to be consistent with state forecasts for Marion County. In instances where cities had conducted a population study or

updated their population projections through an update of their comprehensive plan or transportation plan, those projections were utilized since they were already a part of their plans.

The 2020 coordinated projection for the City of Gervais adopted as part of the 1998 Marion County Population Forecast Coordination process involving the cities (Ordinance No. 1091) is 2,168. Based on a 1997 PSU estimate of 1,220 for the City, an average annual growth rate of 2.53% was applied to arrive at the projection number. During the population coordination process, the City raised concerns about the projected number due to recent residential developments at the time which would increase the base population to which the growth rate would be applied and therefore result in a higher forecast number. The concern was not with the growth rate itself, but the base number to which the rate would be applied.

During the past seven years, the population for the City of Gervais has increased from its 1997 PSU estimate of 1,220 to a 2004 PSU estimate of 2,130. The 2005 preliminary PSU estimate for the City of Gervais is 2,242. As the population data indicates, the City of Gervais has more than doubled its population in the past ten years from its 1995 PSU estimate of 995, will exceed its projected 2020 population in 2005, and is in need of a new projection for planning purposes. The growth experienced by the City along with a dwindling supply of developable residential parcels was a catalyst in seeking a DLCD technical assistance grant to look at population, buildable lands, growth and future land needs.

The City conducted an analysis and review of the coordinated 2020 population projection, growth rate and methodology used by the County; historical population growth and growth rates in Gervais; the County and the state over the past 30 years, the state OEA long-range forecasts for the County; 2000 Census data; annual PSU population estimates for the City; and residential building permit data.

The average annual growth rate for the City of Gervais over the last 30 years (1970 – 2000) has been higher than the growth rates experienced in the state, the Willamette Valley area and Marion County during the same period. The City growth rate over the past 30 years has been 3.35%. In looking at the population data and forecasts, the long range trend is for an increasing population with a declining growth rate. The population numbers increase steadily, but a lower rate is needed to achieve the same numerical increase due to applying the rate to a larger base population number.

The coordinated 2025 population projection the City of Gervais is proposing is 3,725. The City proposes utilizing the 2000 Census population of 2,009 as the base year and applying a 2.5% average annual growth rate to the base year extended out to 2025. The proposed growth rate is slightly lower than the 2.53% growth rate for the City used during the 1998 coordinated population projections for the City, but consistent with historical and recent trends for the City and the County over the past 30 years. The 2005 projection of 2,217 using the proposed 2.5% growth rate compares closely with the 2005 preliminary 2005 PSU estimate for the City of 2,242 indicating that over the past five years, the actual City growth rate has been close to the projected rate.

b. Marion County Population Forecast Coordination (New 2025 or 2030 Forecasts)

The County initiated consideration of amendments to the Comprehensive Plan to update the coordinated population projections in the Plan for incorporated and unincorporated areas of the county in 2004. A revised 2020 population projection was coordinated between the County and the City of Woodburn in 2004 to address the need for the City of Woodburn to update the projection as part of the City's Periodic Review work to update its comprehensive plan.

The coordination process to address the population projection needs for all the cities in the county and the unincorporated area through a coordinated participation, review and adoption of new 2025 or 2030 population projections for use in maintaining and updating the comprehensive plans of the cities has been on-going and complies with the County's statutory coordination requirements (ORS 195.036).

In order to begin developing a coordinated 2025 or 2030 projection for the cities, each of the cities has been provided with preliminary population data and asked to provide the County with specific needs, development data, and indication of the possible need to update their comprehensive plans or seek an urban growth boundary amendment in the near future. County staff has been reviewing existing forecast data, annual population numbers for each of the jurisdictions, building permit data for incorporated and unincorporated areas of the county, and coordinating with various cities on planning activities and potential updates to their comprehensive plans. The County has been able to coordinate with several of the larger jurisdictions (Salem/Keizer, Woodburn and Stayton) on future plan and population needs which is important to the process as the larger cities comprise the major portion of the county forecast numbers that are available for allocation to the 20 cities within the county. The larger cities within the County (Salem/Keizer, Woodburn, Stayton, Silverton) generally have adequate lands within their respective urban growth boundaries and are not anticipating boundary changes in the near future (Woodburn is currently going through a boundary amendment process resulting from completion of its Periodic Review work program). Current adopted and coordinated forecasts for the larger cities are not likely to change as these cities UGBs and comprehensive plans are not anticipated to be updated requiring a significant shift in their population projections for planning purposes.

There are several small cities in addition to the City of Gervais that are looking at updating their comprehensive plans and will involve considering new projections based on recent growth patterns along with possible amendments to their growth boundaries to meet future land needs. The City of Hubbard has received a DLCDC grant to update its buildable lands inventory and consider a possible UGB amendment due to recent developments which have used up its supply of available land. The City of Aumsville has also received a DLCDC grant to conduct an Economic Opportunities Analysis in an effort to increase employment opportunities in the city and whether additional lands are needed to meet local demands for jobs. The City of Turner is beginning a planning process to look at its current supply of buildable residential lands due to an increase in development in recent years since their sewer system came on line in 1999-2000. The City of Aurora has also experienced increased growth since their sewer system was constructed in 2000-2001 which is a significant change in circumstances that will require a review of their population projections and buildable land inventory. The City of Donald has inquired on several occasions about possible UGB amendments for industrial lands and residential land needs. The City of Silverton is experiencing increased residential development over the past five years and has annexed numerous properties within that time period to accommodate these developments. The City of Keizer is scheduled to begin a visioning and possible update of its comprehensive plan this year which may consider a possible UGB amendment proposal which would have to be coordinated with the City of Salem since the cities share a common, regional growth boundary.

There is a difficulty in coordinating population projections for all 20 cities within the County at the same time since the planning needs and planning horizons for their comprehensive plans are not the same. Plan updates, land needs, and growth patterns that may require analyses of population projections occur at different times which makes it easier to coordinate with cities on an individual basis as these updates or needs arise. With small cities where the population projection changes are significantly less than for the larger cities (typically around 1,000 or less), the County is able to accommodate these changes easier within the County's long range forecast allocations. It becomes more difficult to accommodate and coordinate population projection needs when larger cities consider significant increases (5,000 to 10,000

or more) which reduces the available allocation for other cities within the County when developing new forecasts. Currently, the need for new population projections for cities within the County is focused toward the smaller cities being that the larger cities have adequate supplies of land to accommodate their current population projections. As indicated above, there are several small cities that will be studying their land needs and considering new population projections and possible UGB amendments. The County should be able to address and accommodate these requests within its long range forecasts if justified through the population analyses conducted by the various cities.

c. Amendments to the Housing Element of the General Plan

The City of Gervais conducted an analysis of its existing housing using 2000 Census data and a housing needs analysis utilizing the proposed new 2025 population projection. The analysis considers recent (2001-2005) building permit data as a basis for projecting need over the 20-year plan period and makes various assumptions regarding vacancy rates, persons per household, group quarters population, ratio of owner-occupied units to rental units, and housing type splits that are reflective of the housing situation existing within the community and the need to provide housing units to meet the needs of future residents. No major changes to local economic conditions are anticipated or assumed in the analysis.

The vacancy rate assumption of 2% for owner-occupied units and 7% for rental units (approximately a 5% overall rate) is a fairly standard rate utilized in housing market analysis. The City of Gervais had a 4.39 persons per household size according to 2000 Census data which is a larger household size than most communities within the County which is reflective of the demographics within the community. Though the tendency in housing analysis is to assume a decrease in household size over time, the City assumes that household size will decrease slightly to 4.3 persons per household over the next 20 years, which has the effect of reducing the number of housing units needed to accommodate future growth. The group quarter population is assumed to remain a constant percentage within community over the plan period and not result in an increased need to meet this segment of the community's population. The City currently has a high disparate ratio or split of owner-occupied units to rental units (82% to 18% respectively) and the analysis assumes this ratio or split will decrease to around 69% to 31% which is comparable to the ratio or splits existing or planned for within communities the size of Gervais. The housing needs analysis provided by the City uses reasonable assumptions in determining the overall number of housing units that will be needed to accommodate the projected 2025 population, and that an additional 356 housing units will be needed over the 20-year plan period.

The Population and Housing Element amendments to the General Plan include goal and policy amendments. The goal amendments address development of a range of housing types and cost levels to meet needs within the community, encouraging the upgrading of existing housing stock, and ensuring that new housing developments are provided with adequate services. The policy amendments provide the implementation tools for the community by indicating strategies that the City will utilize to accomplish the stated goal amendments.

The Housing goals and policies amendments and the housing analysis conducted by the City are consistent with Statewide Planning Goal 10 – Housing requirements for communities to provide for the housing needs of citizens and the planning guidelines of Goal 10 pertaining to housing needs analysis. The goals and policies amendments are also consistent with the housing coordination policies and guidelines within the Urban Growth Management Framework of the Marion County Comprehensive Plan for addressing housing needs and growth issues related to housing.

### 3. Land Use Element Amendments

The City of Gervais conducted a buildable lands inventory to determine the amount of developed land (acreage) by zoning designation within the city. The City's land use plan contains five land use categories: two residential zones (R-1 and R-2) that allow single-family dwellings and varied multi-unit developments; two commercial zones (CR – Commercial Retail and CG – Commercial General); an industrial zone (IL – Light Industrial); and also identifies a commercial-industrial development alternative area (where the CR and IL zones apply) located between Fifth Street and the railroad tracks which encompasses about 3 acres in size.

The buildable lands inventory looked at the buildable land within the city limits by zoning district and the amount of buildable land available within the urbanizable area between the city limits and the growth boundary. The inventory analysis used various conventional parameters in determining how much land was vacant, partially vacant and redevelopable. A standard percentage (25%) of gross buildable residential land was subtracted out for public facilities (rights-of-way, parks and other public uses) in determining the net buildable acres within the UGB. Physical constraints such as steep slopes, riparian buffers, floodways and wetlands were considered though no such constraints were identified within the community. A map indicating the location of the various types of buildable lands within the community is part of the amendment package.

The buildable lands inventory is based on 2005 conditions and provides within the Land Use Element of the Gervais General Plan, the amount of available residential, commercial and industrial lands within the UGB available to meet projected needs over the 20-year plan period. In determining future land needs for each of the land use categories, land efficiency (density) standards contained in the Gervais Development Code were applied to residential lands and employment ratios applied to commercial and industrial lands based on economics analysis data for the community derived from the City's study to update the Economics Element of the General Plan.

The analysis of residential land needs utilized the following density provisions of the City's Development Code: single-family residential at 6.6 units/acre; multifamily residential at 17.4 units per acre; and manufactured home parks at 10 units per acre (currently there are no manufactured home parks within Gervais). The land use analysis conducted by the City indicates that an additional 19.28 acres of buildable residential land (currently approximately 29 acres of vacant or partially vacant residential land is available within the UGB) is needed to accommodate the proposed 2025 population projection of 3,725 people within the community over the 20-year plan period.

The buildable lands analysis indicates that the existing supply of vacant and redevelopable commercial and industrial lands within the Gervais UGB are sufficient to meet the projected demand for such lands over the 20-year plan period. A surplus of both commercial and industrial lands exists within the current UGB that should allow flexibility and options for the community in addressing its economic needs as detailed in the economics study/analysis to update the Economics Element of the Gervais Plan.

The Land Use Element amendments to the Gervais General Plan include various goal and policy amendments that address land use and growth management. The Land Use goal amendment is directed toward providing adequate lands to meet the projected 2025 needs of the community based on a new 2025 population projection and the orderly conversion of lands to urban uses during the plan period. The land use policy amendments address land use in general, residential land, commercial land, industrial land, and public and semi-public land. The amended land use policies for the various types of



lands indicated above apply to the future development on these lands, once lands are converted to urban use and development within the city limits.

The Land Use Element amendments pertaining to growth management include a goal and 16 policies. The growth management goal of the city is to: *"manage growth in a balanced, orderly and efficient manner, consistent with the City's coordinated population projection."* To meet the stated goal, 16 policies are included. The policies address items such as: assuring that expansion areas are served by public facilities with adequate capacity; an interconnected street system to improve efficiency of movement; development being accountable for abutting street improvements and streets within a development; consideration of the City's Capital Improvement Program for public improvement projects; industrial and commercial growth consistent with the 2005 Gervais Economic Opportunities Analysis; and use of system development charges from growth to pay for public facilities.

Ten of the sixteen growth management policies address city/county coordination on managing growth in the Gervais area and provisions for consideration of urban growth boundary amendments or changes. In summary, these ten policies cover the following issues: the County retaining responsibility for regulating land use on lands within the urban growth area until annexed by the City; the City and County maintaining a coordinated process for reviewing land use proposals on lands within the urban growth area (the process is detailed in the city/county intergovernmental coordination agreement); land use actions within the urban growth area being consistent with City and County regulations; coordinated review process for amendments to the City plan applying to the urban growth area (the process is detailed in the city/county intergovernmental coordination agreement); maintaining the area outside the UGB in rural resource use; the allowance of urban uses only upon annexation to the City; the conversion of land within the UGB to urban uses based on consideration of specified criteria that include statewide planning goals and applicable provisions of both the Gervais and Marion County comprehensive plans; the City working with the County to minimize the conversion of rural farm land through a compact urban growth form for the City; the location of and UGB amendments determined by locational analysis that considers factors and priorities for inclusion of lands specified in state statutes and Statewide Planning Goal 14; and factors the City will consider for any urban growth boundary expansion.

Several of the growth management policy provisions are procedural coordination processes between the City and County and are detailed in the updated intergovernmental coordination agreement between the two jurisdictions which is also a part of this amendment package. The policies addressing UGB amendments or expansions cite and are consistent with statutory and statewide planning goal requirements for factors that shall be considered in determining lands for inclusion within an urban growth boundary and for justifying the need to amend/expand an UGB. The growth management policies are also consistent with the purposes set forth in the Urban Growth Management Framework of the Marion County Comprehensive Plan and the coordination policies and guidelines of the Framework regarding items that cities should consider in addressing growth issues and growth boundary amendment proposals. The residential density provisions of the Gervais Development Code meet the land efficiency guidelines (6 units per gross acre) of the County Growth Management Framework for communities the size of Gervais.

#### **4. Economics Element Amendments**

As part of the DLCD technical assistance grant, the City of Gervais conducted an Economics Opportunity Analysis (OEA) consistent with the provisions of Statewide Planning Goal 9 – Economic Development in order to develop a plan and strategy to improve its local economy. The City currently has a very limited economy, with a small downtown and several small industrial businesses. The major

employment areas serving the Gervais area are the cities of Salem and Woodburn. The City's economic study included: an analysis of existing employment data for the Gervais and north County area; a review of national economic trends; and recent population, income and employment growth for Oregon, the Willamette Valley, Marion County including the economic outlook for the state. Factors affecting growth and their application to the Gervais area were also part of the City's analysis. These factors included: how business location decisions are made; quality of life considerations; transportation and access; labor force characteristics; employee training opportunities; land costs for available commercial and industrial lands; and availability and capacity of utilities. In addition, the City reviewed its current Economic Development policies for compatibility with the factors affecting economic growth and whether the policies provided sufficient support and direction toward improving the Gervais economy.

The City's EOA resulted in a growth forecast and economic development plan and strategy directed toward making improvements to the city water system, attracting small manufacturing firms to its industrial area, revitalizing the downtown area with new businesses, and attracting some commercial development to the Highway 99E intersection area. As indicated in the Land Use Element section above, the EOA in conjunction with the buildable land inventory looked at the availability of commercial and industrial lands to accommodate projected employment growth. Determining long range employment growth is difficult since forecasts do not extend beyond a five-to-ten year period due to constant changes in the market. Since the Gervais economy is limited in scale, employment growth for the City by the various land use types (commercial, industrial, public) is projected to be small (110 jobs by the year 2015). Assumptions used in determining land needs by the City are standard ones and included: assuming 5% of employment growth would be employees who work at home; 10% of future employment growth would occur on land that is already developed; using 25 employees per acre for all types of commercial development, and 12 employees per acre for industrial development; and 85% of employment growth occurring on land that is vacant or redevelopable (rather than a separate percentage for vacant land and redevelopable land). The conclusion of the EOA for the City was that adequate sized sites and land is available within Gervais to meet the types of uses planned for and expected to locate within the City.

The Gervais General Plan amendments also include a section on Marion County Economic Coordination Goals and Policies that is consistent with the County's Urban Growth Management Framework guidelines pertaining to Economic Development. The section includes the following goal and policies:

*Goal: Encourage diversity and balance of job types (e.g., service and industry jobs); promote economic opportunity for all segments of society; encourage a sustainable local and regional economy; and tailor economic development to the unique assets and needs of the county and the City of Gervais.*

*Policy 1: Consistent with Marion County Framework Plan policies, the City of Gervais has conducted an Economic Opportunities Analysis (EOA) consistent with the Goal 9 Rule (OAR Chapter 660, Division 9) that:*

- (a) Describes state and regional economic trends;*
- (b) Inventories lands suitable for employment use by parcel size;*
- (c) Assesses community economic development potential;*
- (d) Forecasts future employment; and*
- (e) Estimates the amount of land needed in Commercial and Industrial plan designations to accommodate future employment.*

*Policy 2: The City of Gervais will work with Marion County, economic development agencies, area economic development groups, and major institutions to provide information to support development of a region-wide strategy promoting a sustainable economy.*

The proposed amendments to the Economic Element of the Gervais General Plan are consistent with the requirements under Statewide Planning Goal 9 and the Administrative Rule provisions for EOAs. The Plan amendments are also consistent with the applicable coordination policies and guidelines set forth in the Urban Growth Management Framework of the County Comprehensive Plan and incorporate these guidelines into the General Plan.

#### **5. Urban Growth Boundary Expansion Goal Exception Findings – Appendix to the General Plan**

The City of Gervais is proposing an urban growth boundary amendment to expand the boundary by 20.24 acres to accommodate projected residential land needs. Statewide Planning Goal 14 – Urbanization provides the factors that need to be considered when a change to the boundary is proposed. The findings to support the growth boundary expansion are contained in this appendix to the City's General Plan, providing the required analysis for inclusion of the proposed parcels within the boundary. County and DLCD staff reviewed and provided comments on draft findings prepared for the local hearing process and these comments have been incorporated into the findings by the City. The findings address the following Goal 14 factors:

- a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
- b. Need for housing, employment opportunities, and livability;
- c. Orderly and economic provision for public facilities and services;
- d. Maximum efficiency of land uses within and on the fringe of the existing urban area;
- e. Environmental, energy, economic and social consequences;
- f. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
- g. Compatibility of the proposed urban uses with nearby agricultural activities which include rural lands that have not been built upon shall be reviewed by the governing body, utilizing the same factors applicable to the establishment or change of urban growth boundaries.

The City's findings to support the boundary expansion address the Goal 14 factors and in so doing, also address similar factors under Goal 2 – Land Use Planning pertaining to Goal Exceptions for the inclusion of Agricultural Lands within the boundary (Goal 3 exception), and the statutory provisions under ORS Chapter 197 for: amendment of urban growth boundary or comprehensive plan to include sufficient buildable lands within the boundary; analysis and determination of residential housing patterns (ORS 197.296); and priority of land to be included within urban growth boundary (ORS 197.298). Additionally the findings address locational factors for the inclusion of the specific parcels within the boundary which include the logical extension of or connection to the existing street system and other public facilities within residential areas inside the UGB and remaining portions of parcels currently within the UGB, in analyzing alternative areas considered for inclusion within the boundary.

#### **B. New Coordinated 2025 Population Projection for the City of Gervais**

The coordination of a new 2025 population projection for the City of Gervais to use for land use planning purposes in the updated Gervais General Plan is covered in Section A (2)(a and b) above of this

report on Population and Housing Element Amendments. The City conducted an analysis of population and development data and is proposing a new 2025 projection of 3,725 for the City. The projection applies a 2.5% average annual growth rate to the 2000 Census base population for the City of 2,009 and extended to 2025 which is the 20-year planning period (2005-2025) covered by the updated Gervais General Plan.

### **C. Proposed Urban Growth Boundary Amendment**

The City of Gervais is proposing a 20.24 acre urban growth boundary amendment or expansion to meet future residential land needs based on a new coordinated 2025 population projection of 3,725. The findings to support or justify the boundary expansion are set forth in the proposed appendix amendment to the General Plan that is discussed above under section A (5) of this report. A map indicating the areas proposed to be added to the UGB is included with the Gervais Plan Amendment package of materials. The 20.24 acres consist of: approximately 0.64 acres of Eighth Street right-of-way; approximately 7.0 acres of a 38.5 acre parcel north of the current UGB located between Eighth Street and Butteville Road; approximately 1.9 acre portion of a parcel that is partly within the current UGB located at the westerly terminus of Grove Avenue; and a 10.7 acre parcel that is contiguous to the current UGB along the northerly and easterly property lines and west of the 1.9 acre portion of the parcel mentioned above.

The Land Use Element Amendments covered under Section A (3) of this report discuss the City's analysis of its buildable residential land inventory and the amount of residential land needed to accommodate the projected population growth in the community over the 20-year plan period. The analysis determined that an additional 19.28 acres of land is needed to supplement the existing 29 acres of buildable residential land available within the current UGB to accommodate 356 additional housing units. The analysis also determined that sufficient commercial and industrial lands were available within the current UGB to meet the land use and employment demands within the community.

### **D. Redesignation and Rezoning of Properties Added to the Urban Growth Boundary**

The 20.24 acres of property proposed to be added to the Gervais urban growth boundary is currently designated "Primary Agriculture" in the Marion County Comprehensive Plan and zoned EFU (Exclusive Farm Use). Should the 20.24 acres be included within the UGB for future residential land development purposes, the "Primary Agriculture" rural land use designation in the County which applies to lands outside of urban growth boundaries needs to be replaced with a City of Gervais General Plan urban land use designation of "Residential" to distinguish between the projected urban use of the property and rural lands outside of the amended growth boundary.

The 20.24 acres of property to be included within the UGB also needs to be rezoned from the current County rural zone code designation of EFU (Exclusive Farm Use) that applies to lands outside of urban growth boundaries to a County urban zone code designation applying to lands within the urban growth boundary but outside the city limits where the County still maintains land use control over such properties until annexed into the city. The appropriate rezoning for the property would be to a County urban zone code designation of UTF (Urban Transition/Farm). As stated in Chapter 14 of the Marion County Urban Zone Code:

*"The purpose of the UTF (Urban Transition/Farm) 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 discouraged, to facilitate efficient conversion to urban use.”*

Applying the County UTF zone designation to properties that are presently in a rural resource zone allows for the continued use of these properties for agricultural purposes until the properties are annexed to the City and developed for urban residential use.

#### **E. Revised Urban Growth Boundary Coordination Agreement**

Marion County maintains an Urban Growth Boundary and Policy Agreement (intergovernmental agreement) with all the cities within the County. The current agreements are procedural documents that specify requirements for the establishment of UGBs, UGB amendment procedures, urbanization policies for lands outside the city and within the UGB, review and notice procedures for development proposals and plan amendments, and the establishment of areas of mutual concern outside of existing UGBs. These agreements were executed between the County and cities as implementation tools for the comprehensive plans that were adopted by each jurisdiction. The current agreement between the County and City of Gervais has been in place since March 1986.

The Growth Management Framework Element of the County Comprehensive Plan adopted in 2002 requires an updated agreement between the County and a city consistent with the Framework, when a city goes through Periodic Review or updates its comprehensive plan where County concurrence is necessary. The City of Gervais is updating or amending its General Plan which also includes a proposed UGB amendment. The Gervais General Plan amendments require County concurrence. One of the work tasks under the DLCD technical assistance grant was to update the existing agreement between the County and the City.

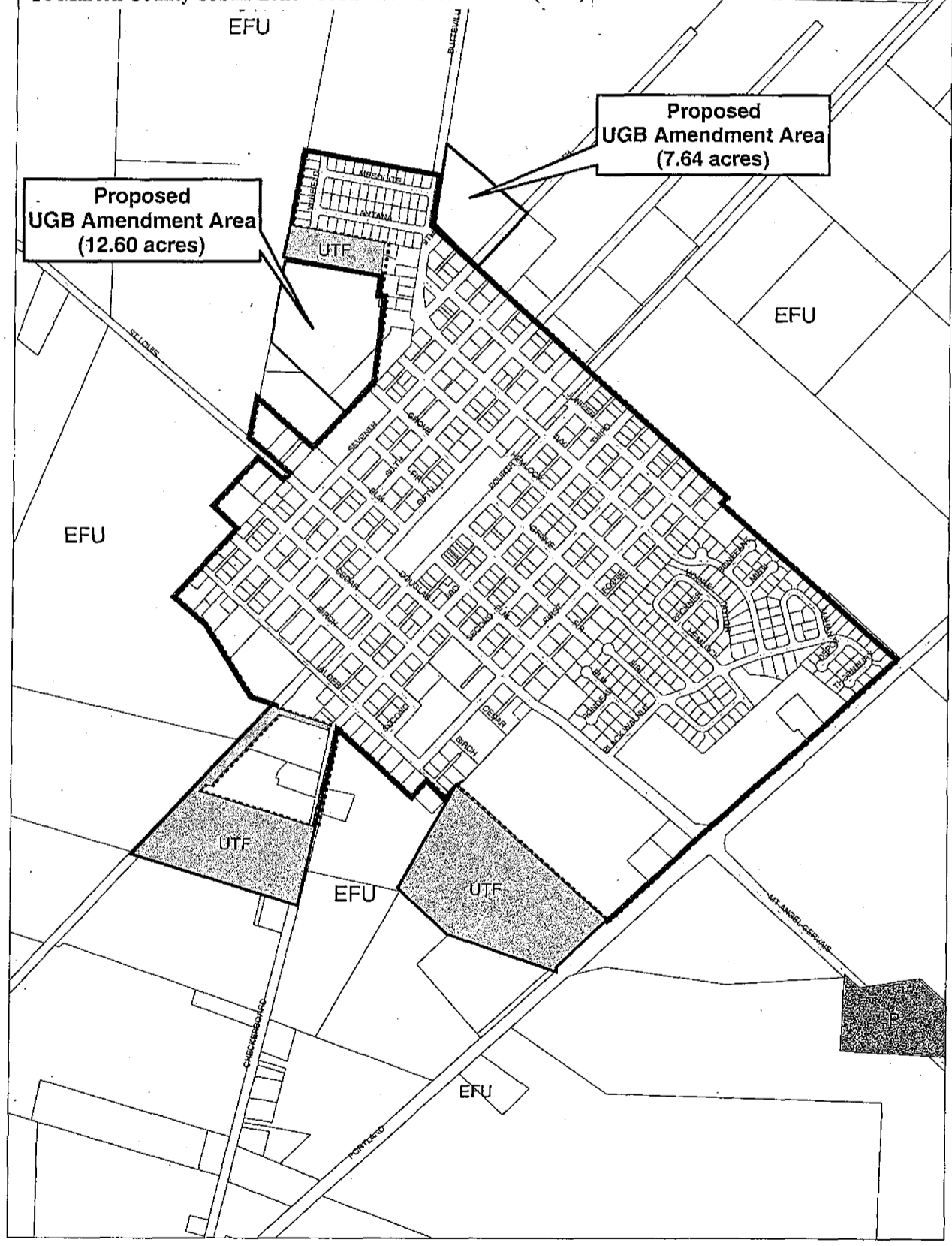
The City of Gervais and Marion County staff have worked together on the review and update of the existing agreement. The language of the agreement has been revised or updated to recognize and focus on the coordination roles the County and City have when it comes to Plan and UGB amendments or other growth and development issues of mutual interest. The updated Coordination Agreement executed between the County and the City of Woodburn in October 2005 was used as a template for revising the existing agreement between the County and the City of Gervais. The City of Gervais City Council has approved the updated Urban Growth Boundary Coordination Agreement and has submitted the agreement to the County for approval along with the Plan amendment package.

# Proposed UGB Expansion - City of Gervais

Marion County  
Public Works

**Comprehensive Plan Change:**  
Marion County Comprehensive Plan "Primary Agriculture"  
To City of Gervais General Plan "Residential"

**Zone Change:**  
Marion County Rural Zone "Exclusive Farm Use" (EFU)  
To Marion County Urban Zone "Urban Transition/Farm" (UTF)



**EXHIBIT B**

**CITY OF GERVAIS**

**GENERAL PLAN AMENDMENTS:**

**BACKGROUND MATERIALS**

**AND PLAN UPDATES**

RECEIVED

NOV 29 2005

MARION COUNTY PLANNING

# Memorandum

MID-WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS  
105 HIGH STREET S. E. SALEM, OREGON 97301-3667  
TELEPHONE: (503)588-6177 FAX: (503)588-6094

TO: Les Sasaki, Marion County Senior Planner  
FROM: Mark Fancey, Gervais City Planner  
RE: Legislative Amendment 05-01 – General Plan Amendments and revised UGB Agreement  
DATE: November 28, 2005

On September 8, 2005, the Gervais City Council conducted a first reading of Ordinance 33-2005 (attached). The Ordinance would adopt Legislative Amendment 05-01. The amendment includes the following updated portions of the Gervais General Plan:

- Population and Housing;
- Land Use, and
- Economics.

The amendments also include a new General Plan Section that includes Marion County coordination goals and policies consistent with the County's Urban Growth Management Framework.

In addition, the amendments include findings in support of a proposed 20.24-acre urban growth boundary expansion that, if adopted, would be included as an appendix to the General Plan. Additional maps showing the City's recent buildable lands inventory and the proposed UGB expansion are also included.

The City has also prepared a revised UGB Agreement with Marion County consistent with the County's Urban Growth Management Framework. The revised UGB agreement is also attached.

On behalf of the City of Gervais, I am forwarding the proposed amendments for consideration by the Marion County Board of Commissioners. I'm available to attend any work sessions and public hearings before the Board.

Also included in the attachments is the list of property owners whose properties would be included within the expanded UGB. No other citizens testified at the public hearing before the Gervais City Council.

attachments



ORDINANCE 33-2005

AN ORDINANCE AMENDING THE GERVAIS GENERAL PLAN

WHEREAS, the City of Gervais deemed it necessary to update the Population and Housing, Economics, and Land Use elements of the Gervais General Plan; and

WHEREAS, the City has prepared findings in support of an 20.24-acre expansion of the existing urban growth boundary to be included as an appendix to the General Plan; and

WHEREAS, on September 8, 2005 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 the City Council voted to adopt the proposed amendments; now therefore,

THE CITY OF GERVAIS ORDAINS AS FOLLOWS:

Section 1. The City Council of the City of Gervais does hereby adopt those certain amendments to the General Plan pertaining to Population and Housing, Economics, Land Use, 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 Gervais deems and desires it necessary for the preservation of the health, peace, and safety of the City of Gervais 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 Gervais on this \_\_\_\_\_ day of \_\_\_\_\_  
\_\_\_\_\_ 2005, by the following votes:

AYES: \_\_\_\_\_ NAYS: \_\_\_\_\_

Approved by the Mayor on this \_\_\_\_\_ day of \_\_\_\_\_ 2005.

\_\_\_\_\_  
Roger West, Mayor

Attest:

\_\_\_\_\_  
Molly Davis, City Manager /Recorder

Gervais UGB Expansion Property Owner List

Map/Tax Lot	Owner/Address
052W23 2400	Hockett Farms, Inc. 7776 St. Paul Hwy NE St. Paul, OR 97137
052W26BA 200	Ronald & Arleatha Suing 935 Ivy Avenue Gervais, OR 97026
052W26BA 500	Buddy & Teri Smith 865 8 <sup>th</sup> Street Gervais, OR 97026

**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 Gervais, 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 General Plan amendments that require Marion County concurrence.
2. The City of Gervais 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 Gervais UGB.

**Marion County Economic Coordination Goals and Policies**

Consistent with Marion County's Urban Growth Management Framework, the City of Gervais adopts the following economic coordination goal and associated policies.

**GOAL** Encourage diversity and balance of job types (e.g., service and industry jobs); promote economic opportunity for all segments of society; encourage a sustainable local and regional economy; and tailor economic development to the unique assets and needs of the county and the City of Gervais.

**POLICIES:**

1. Consistent with Marion County Framework Plan policies, the City of Gervais has conducted an Economic Opportunities Analysis (EOA) consistent with the Goal 9 Rule (OAR Chapter 660, Division 9) that:
  - (a) Describes state and regional economic trends;
  - (b) Inventories lands suitable for employment use by parcel size;
  - (c) Assesses community economic development potential;
  - (d) Forecasts future employment; and
  - (e) Estimates the amount of land needed in Commercial and Industrial plan designations to accommodate future employment;
2. The City of Gervais will work with Marion County, economic development agencies, area economic development groups, and major institutions to provide information to support development of a region-wide strategy promoting a sustainable economy.

**Section XXX**  
**Population and Housing Element**

**Population Trends**

During the period from 1970 through 2000, the population of Gervais grew from 746 to 2009 persons. Much of this growth occurred in the period from 1990 through 2000 when the city's population more than doubled. During this period, Gervais was the fastest growing city in Marion County. For the 30-year period from 1970 through 2000, the Gervais population grew at a rate of 3.35 percent annually.

**Table 1 – Population and Housing Element  
Gervais Population  
1970 - 2000**

Year	Population	AAGR <sup>1</sup>
1970	746	---
1980	799	0.80%
1990	992	2.12%
2000	2009	7.31%
<b>AAGR 1970-2000</b>		<b>3.35%</b>

<sup>1</sup>Average Annual Growth Rate  
Source: US Census and MWVCOG, 2005

Marion County's population also increased significantly during the period from 1970 through 2000 as shown in **Table 2**. The County's population increased at an average rate of 2.15 percent annually, with most of the growth occurring in the periods from 1970 through 1980 and 1990 through 2000.

**Table 2 - Population and Housing Element  
Marion County Population  
1970 - 2000**

Year	Population	AAGR <sup>1</sup>
1970	151,309	---
1980	204,692	2.77%
1990	228,483	1.10%
2000	284,838	2.22%
<b>AAGR 1970-2000</b>		<b>2.13%</b>

<sup>1</sup>Average Annual Growth Rate  
Source: US Census and MWVCOG, 2005

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 2025. By 2025, the County's forecast population is 388,898 persons. The average annual growth rate for this period is 1.25 percent annually.

**Table 3 - Population and Housing Element  
Marion County Population Projection  
2000 - 2025**

Year	Population	AAGR
2000	284,834	---
2005	302,913	1.13% <sup>2</sup>
2010	323,128	1.29%
2015	344,443	1.28%
2020	367,018	1.27%
2025	388,588	1.16%
<b>AAGR 2000-2025</b>		<b>1.25%</b>

<sup>1</sup> Average Annual Growth Rate

<sup>2</sup> AAGR for 2000-2005

Source: US Census and Oregon Office of Economic Analysis

Table 4 shows the projected population for Gervais for the period through 2025. During this period, the city's population is projected to increase to 3,725 persons. The population projection is derived using an average annual growth rate of 2.50 percent for the period from 2000 through 2025. This growth rate is higher than the 1.25 percent average annual growth rate forecast for Marion County by the Oregon Office of Economic Analysis. This higher rate is consistent with the 30-year trend for the period from 1970 through 2000, where the average annual rate of population growth for Gervais was 3.35 percent, compared to Marion County's average annual growth rate of 2.15 percent during that same period.

**Table 4 - Population and Housing Element  
Gervais Population Projection  
2000 - 2025**

Year	Population
2000	2,009
2005	2,217
2010	2,571
2015	2,909
2020	3,291
2025	3,725
<b>AAGR<sup>1</sup> 2004-2025</b>	<b>2.50%</b>

<sup>1</sup> Average Annual Growth Rate

Source: US Census and MWVCOG

**Housing Existing Conditions**

The 2000 Census found that Gervais had a total of 477 dwelling units. Of these, 371 were owner-occupied units and 81 were rental units. Marion County Assessor data shows that about 96 percent of all dwelling units within Gervais are single-family dwellings. The remaining four (4) percent are multi-family residences.

Table 5 shows that 59 new dwelling units have been constructed in Gervais from the period since the 2000 Census through May 2005. This new construction brings the total number of dwelling units within the city to 536. Of the new units added between 2001 and May 2005, 55 were single-family dwellings and four (4) were multi-family dwellings.

**Table 5 - Population and Housing Element  
Housing Development, Gervais  
2001-2005**

Year	Housing Starts
2001	3
2002	13
2003	13
2004	24
2005 (through May)	6
Total	59

Source: City of Gervais building permit data, 2005

#### Housing Needs Analysis

This section presents estimates of housing need based on Census data and the 2025 projected population for Gervais. 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 analysis assumes a 2.0 percent vacancy rate for owner-occupied units and a 7.0 percent vacancy rate for rental units for 2025.
- (2) Persons per household. The analysis uses the 2000 Census household size of 4.39 persons and assumes that this household size will decrease slightly to 4.3 persons per household by 2025.
- (3) Group Quarters. The percentage of persons living in 'group quarters' will remain constant in 2025. The U.S. Census Bureau classifies all persons not living in households as 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.
- (4) The ratio of owner-occupied units to rental units will decrease from the ratio of 82.1 percent to 17.9 percent in 2000 to 69.4 percent to 30.6 percent in 2025.
- (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 2025 are similar to those in 2005.

#### Current Housing Needs

Table 6 shows various elements of the local housing market in 2000. The total number of dwelling units identified from the 2000 Census was 477. Household size in 2000 was 4.39 persons per dwelling unit. Vacancy rates from the 2000 Census were 2.0 percent for owner-occupied dwelling units and 7.0 percent for rental units.



**Table 6 - Population and Housing Element  
Housing Status  
Gervais, 2000**

Population (estimated)	Persons in Group Quarters	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
2,009	26	4.39	477	452	25	371	81	82.1	17.9

Source: 2000 U.S. Census

<sup>1</sup> 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.

<sup>2</sup> Total dwelling units does not include group quarters dwelling units.

<sup>3</sup> Occupied dwelling units does not include group quarters dwelling units.

<sup>4</sup> Based on a vacancy rate of 5.2 percent.

**Projected Housing Needs**

The 2025 population projection for Gervais is 3,725 persons. This projection has been adopted by Marion County for the City of Gervais through a coordinated process required under state law (ORS195.036). As shown in Table 7, a total of 882 dwelling units will be needed to accommodate this population. This represents 356 additional housing units that will be needed for the period through 2025 (346 additional units will be needed, however an estimated 10 units will also be removed from the available housing stock and will need to be replaced).

**Table 7 - Population and Housing Element  
Projected Housing Status  
Gervais, 2025**

Population (projected)	Persons in Group Quarters	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
3,725	46	4.3	882	855	27	570	251	69.4	30.6

Source: Oregon Housing and Community Services, 2005

<sup>1</sup> The 2025 population projection has been coordinated with the projections for Marion County as required by Oregon Revised Statutes 195.036.

<sup>2</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc.

<sup>3</sup> Total dwelling units do not include group quarters dwelling units.

<sup>4</sup> Occupied dwelling units do not include group quarters dwelling units.

<sup>5</sup> Based on an assumed vacancy rate of 2.0 percent for owner-occupied units and 7.0 percent for rental units.

Table 8 shows the total number of additional dwelling units that will be needed by the 2025 population. With the estimated removal of 10 units from the housing supply, an estimated 356 additional dwelling units will be needed during this 20-year period.

**Table 8 - Population and Housing Element  
Additional Dwelling Units Needed in Gervais by 2025**

Total Dwelling Units 2025	Total Dwelling Units 2005	Dwelling Units Removed	Additional Dwelling Units Needed	Additional Group Quarters Needed
882	536	10	356	20

Source: U.S. Census, 2000, City of Gervais, 2005, Oregon Housing and Community Services, 2005

### Housing Goals and Policies

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

**GOAL:** The City of Gervais shall encourage upgrading of the existing housing stock.

**POLICIES:**

1. The City of Gervais 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 Gervais 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 Gervais 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.

## Section XXX Land Use Element

### Introduction

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

1. Residential: Areas designated for this land use have a minimum lot size of 6,600 square feet for single-family dwellings. Many of the older lots that are part of the original town plat are 5,000 square feet in size. Single-family dwellings are permitted outright in both the Residential Districts - R-1 and R-2. Duplexes and triplexes are permitted as conditional uses in the R-1 and R-2 districts. Multi-family developments greater than four (4) units are permitted as a conditional use in the R-2 District.
2. Commercial. Commercial uses include all activities of a commercial nature. The Commercial Retail (CR) District and Commercial General (CG) District allow for a wide range of commercial activities.
3. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities. The Light Industrial (IL) District is the implementing zone for industrial areas.
4. Development Alternative. A commercial-industrial development alternative area is shown on the Plan for property located between Fifth Street and the railroad tracks and extending from Hemlock Avenue south to Cedar Avenue. The land is undeveloped at the present time, except for an old warehouse-type building on the south side of Douglas Avenue. This property has a depth of 110 feet from fifth street to the railroad right-of-way and includes approximately three (3) acres. Both the CR and IL Zones are applied to this area.

The land use designations in the General 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.

In 2005, the city conducted a buildable lands inventory. **Table 1** shows the amount of developed acreage by zoning designation within the city.

**Land Use Element - Table 1  
Developed Land Uses within the Gervais UGB  
By Zone, 2005**

Zoning Designation	Acres	Percent of Developed Area
Residential District (R1)	52.60	40.6%
Residential District (R2) <sup>2</sup>	69.20	53.4%
Light Industrial District (IL)	4.50	3.5%
Commercial General District (CG)	2.14	1.6%
Commercial Retail District (CR)	0.45	0.5%
Commercial/Light Industrial District (CR/IL)	0.50	0.4%
<b>Total</b>	<b>129.39</b>	<b>100.0%</b>

Source: MWVCOG, 2001.

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

<sup>2</sup> Both Gervais High School and Sacred Heart Elementary School are located in the R-2 District.

### **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 General 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, partially vacant, and redevelopable. 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 partially vacant and/or redevelopable.

- Vacant land includes all parcels with improvement values of less than \$5,000.
- Partially vacant land consists of residential 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. This amount is added to the amount of gross buildable land.
- Redevelopable land includes parcels in all zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is high. For the purpose of this analysis, redevelopable land is defined as parcels in all zones with improvement values of less than \$5,000, where the ratio of land value to improvement value is 1:1 or greater. For larger residential parcels, this land may instead be classified as partially vacant. The area of redevelopable parcels is added to the amount of gross buildable land.

The analysis included an assessment of physical constraints such as steep slopes, riparian buffers, floodways, and wetlands that could limit development on vacant land. No significant constraints were identified.

For vacant or partially vacant parcels larger than one acre, this analysis also assumes that 25 percent of the gross buildable residential land will be dedicated for use as public facilities (rights-of-way, parks, etc). This percentage has been subtracted from the gross amount of buildable residential land.

Based on these refinements, the total amount of buildable land shown in each category (residential, commercial, industrial) represents the net amount of buildable land.

Figure 1 shows vacant, partially vacant, and redevelopable land within the Gervais urban area by zoning designation.

*Note: Figure 1 is the attached Buildable Lands Map*

### Residential Land

Table 2 shows the amount of buildable land for each residential zoning district within the Gervais urban area (both city limits and UGB). Approximately 28.89 net buildable acres are available for residential development within the urban area. Of that amount, approximately 14.47 acres are vacant and 14.42 acres are partially vacant. Within the urban area, approximately 9.58 acres designated for residential use can be considered redevelopable. Approximately 121.8 acres in residential zones within the Gervais UGB are developed (including school properties).

**Land Use Element - Table 2  
Buildable Residential Land  
Gervais, 2005**

Zone/Plan Designation	Vacant (acres)	Partially Vacant	Total
Residential District (R1)	1.97	1.63	3.60
Residential District (R2)	12.50	12.79	25.29
<b>Net Buildable Acres Within the Urban Area</b>	<b>14.47</b>	<b>14.42</b>	<b>28.89</b>

Source: Marion County Assessor data, MWVCOG, 2005.

### Commercial Land

Table 3 shows that approximately 6.47 vacant or redevelopable acres are available for commercial development within the Gervais city limits. No vacant land designated for commercial land is located between the city limits and urban growth boundary. Approximately 3.2 acres of designated commercial land within the Gervais UGB are developed.

**Land Use Element - Table 3  
Buildable Commercial Land<sup>1</sup>  
Gervais, 2005**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Commercial General District (CG)	0.22	0.00	0.22
Commercial Retail District (CR)	3.73	0.12	3.85
Commercial Retail/Light Industrial District (CR/IL)	2.40	0.00	2.40
<b>Net Buildable Acres within the Urban Area</b>	<b>6.35</b>	<b>0.12</b>	<b>6.47</b>

Source: Marion County Assessor data, MWVCOG, 2005.

<sup>1</sup> The CR/IL area allows for both commercial and industrial uses. The vacant and redevelopable land is shown in this table, but can also be considered as buildable industrial land.

## Industrial Land

Table 4 shows that approximately 12.98 vacant acres are available for industrial development within the Gervais city limits. An additional 9.50 acres designated for industrial use is available between the city limits and UGB. Approximately 4.5 acres designated for industrial uses within the Gervais UGB are developed.

**Land Use Element - Table 4  
Buildable Industrial Land  
Gervais, 2005**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
<b>Within City Limits</b>			
Light Industrial District (IL)	12.53	0.45	12.98
<b>Between the City Limits and UGB</b>			
Industrial	9.50	0.00	9.50
<b>Net Buildable Acres Within the Urban Area</b>	<b>22.03</b>	<b>0.45</b>	<b>22.48</b>

Source: Marion County Assessor data, MWVCOG, 2005.

## Land Needs Analysis

The buildable lands inventory is used in conjunction with the 2020 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

### Future Residential Land Needs

#### Residential Densities

To determine the amount of land needed for future residential development, it is necessary to calculate the average net density for the various types of housing developments including single-family, multi-family, and manufactured homes within manufactured home parks.

The Gervais Development Code provides the following densities for residential development. The densities used to conduct the analysis of future residential land needs are:

- Single-family residential units -- 6.6 units/acre;
- Multi-family residential units -- 17.4 units/acre; and
- Manufactured home parks -- 10.0 units per acre with a minimum size of three (3) acres.

Table 5 shows the projected housing mix and residential land needs for Gervais through 2025. The housing needs analysis (see Population and Housing Element - Table 8) identified 356 new residential units that will be needed to accommodate the projected 2025 population of 3,577 persons. Of the 356 new residential units, 181 units or about 53 percent are needed to meet projected need for rental units. Based on 2000 Census figures, about 75 percent of the local rental market is comprised of single-family residences. Therefore, of the additional of the 170 rental units needed, it is assumed that 25 percent will be multi-family housing units. Based on this assumption, then, approximately 45 new multi-family residences will be needed to meet the projected need in 2025.

Single-family residential units will continue to comprise the majority of housing developed in Gervais, with a projected 281 units needed through 2025.

Currently, no manufactured parks exist within the Gervais urban area. Based on the requirements of Oregon Revised Statutes 197.303(c) that “needed housing” include manufactured dwelling parks, this analysis assumes that one such park will be developed at the minimum size and maximum allowable density.

**Land Use Element - Table 5  
Projected Housing Mix and Residential Land Needs  
Gervais, 2025**

Housing Type	Existing Units 2005	Units Needed 2025	Percent of New Units	Density (units/acre)	Acres Needed 2025
Single Family	531	280	78.9%	6.6	42.58
Multi-Family	25	45	12.6%	17.4	2.59
Manufactured Home Parks	0	30	8.4%	10.0	3.00
<b>Total</b>	<b>536</b>	<b>355</b>	<b>100%</b>		<b>48.17</b>

Source: MWVCOG, 2005.

Looking back at **Table 2**, approximately 28.89 acres of vacant or partially vacant land designated for residential use is available to accommodate future housing needs within the existing urban growth boundary. The analysis indicates that an additional 19.28 acres of buildable residential land is needed to accommodate the 2025 population. The findings regarding expansion of the urban growth boundary to include this additional residential land is included as an appendix to the General Plan.

#### **Future Commercial and Industrial Land Needs**

The Economics Element of the Comprehensive Plan includes a 2015 forecast of local employment (see the Economics Element - Table 6). One purpose for forecasting local employment is to determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development. Table 7 of the Economics Element shows the projected amount of land need for commercial and industrial uses through 2015. That information is also included in **Table 6** below.

**Table 6** shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Gervais urban area to meet the forecast demand. Public facilities are available for all of the vacant or redevelopable commercial properties within the city limits. Public facilities must be extended from their current location at the intersection of Alder Avenue and Checkerboard Road to serve vacant industrial properties located along Checkerboard Road. No site constraints, such as steep slopes, wetland, or floodways, were identified in the buildable lands analysis that would reduce the amount of land available for development.



**Land Use Element - Table 6**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Gervais, 2015**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	6.35
Industrial	22.48
<b>Total Supply</b>	<b>28.83</b>
<b>Demand</b>	
Commercial	0.81
Industrial	2.31
<b>Total Demand</b>	<b>3.22</b>
<b>Surplus (Deficit)</b>	
Commercial	5.54
Industrial	20.17
<b>Total</b>	<b>25.71</b>

Source: MWVCOG, 2005.

### Land Use Goals and Policies

**GOAL:** To provide adequate lands to service the needs of the projected population to the year 2025, 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 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.

Residential Land:

1. Residential development should be diversified to provide for a variety of housing opportunities.
2. The planned unit approach to residential development will be encouraged.
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.

4. Houses and structures of historical value should be preserved and protected from encroachment by other non-compatible uses.
5. Open spaces and parks will be encouraged in larger subdivisions and multi-family developments.

Commercial Land:

1. Commercial development should be located so as to provide adequate and convenient services to the resident as well as the visitor.
2. Efforts should be made to improve the appearance of existing commercial areas.
3. New commercial development should not be extended as a strip along major streets.
4. Efforts should be made to preserve and enhance the "1900 Block" in the central district.
5. The City of Gervais supports maintaining existing businesses and encouraging a variety of new business activities to locate in the city.

Industrial Land:

1. The City of Gervais shall provide an adequate amount of acreage to accommodate future industrial growth.
2. The City of Gervais shall encourage the consolidation of smaller parcels into larger holdings suitable and desirable for industrial uses.
3. The City of Gervais shall discourage industrial activities that produce excess amounts of dust, smoke, odors, or other harmful or obnoxious discharges.
4. The City of Gervais shall encourage light manufacturing processes that are energy saving and do not pollute air, water, and land resources.

Public and Semi-Public Land:

1. The City of Gervais shall encourage a high level of cooperation and coordination with the Gervais School District.
2. Open spaces and recreational sites and facilities should be encouraged to provide for the leisure time needs of the resident and visitor.

### 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. Gervais 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 2005 Gervais 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 General 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 General 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.

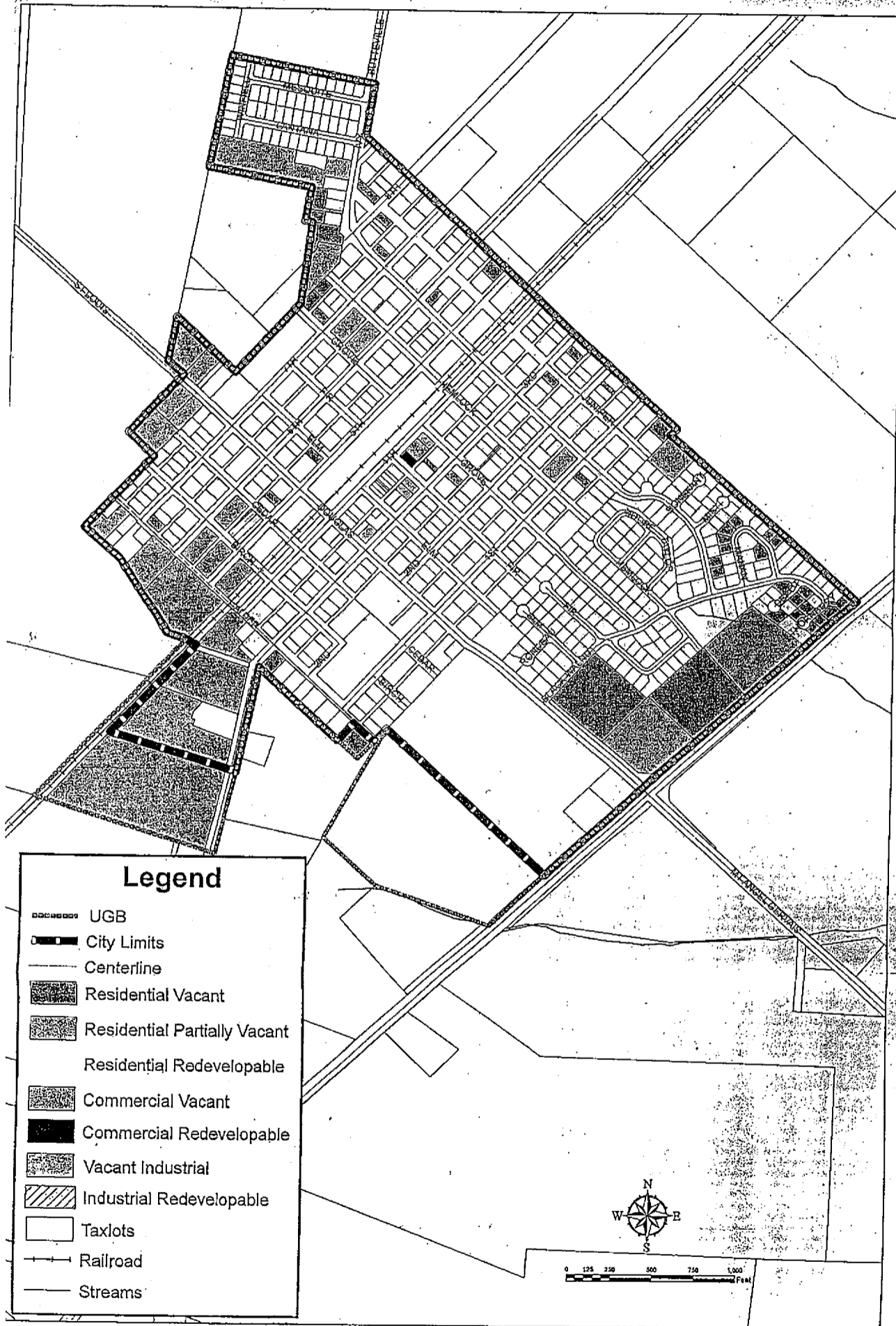
11. The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals.
12. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The County shall 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. Conversion of land within the boundary to urban uses shall be based on a consideration of:
  - (a) Orderly, economic provision for public facilities and services;
  - (b) Availability of sufficient land for the various uses to ensure choices in the market place;
  - (c) LCDC Goals;
  - (d) Further development of vacant and under utilized residential land within the City's buildable land inventory before annexing additional territory for conversion to residential use at urban densities; and
  - (e) Applicable provisions of the Marion County Comprehensive Plan and Gervais General Plan.
14. Gervais is committed to working with Marion County to minimize conversion of rural farm and forest lands, by achieving a compact urban growth form. The City shall zone buildable land such that the private sector can achieve 6.6 units per gross acre in the Residential District R-1 and 17 units per gross acre in the Residential District R-2, consistent with the City's housing needs analysis. 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, Gervais provides the opportunity for the private sector to achieve at least eight (8) 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.
15. 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 following factors:
  - (a) Highest priority shall be given to land adjacent to the urban growth boundary that is identified as an exception area or non-resource land. Second priority may include agricultural land that is completely

surrounded by exception areas unless such land is high-value farmland as described in Oregon Revised Statutes 215.710.

- (b) If exception areas or areas of agricultural land, which are not high-value farmland, are inadequate to accommodate the amount of land needed for a proposed expansion, next priority is given to land designated in the Marion County Comprehensive Plan as agricultural land.
  - (c) For agricultural land, higher priority shall be given to land of lower capability as measured by the soil capability classification system. Land of higher soil capability may be included in the urban growth boundary if land of lower soil capability is found to be inadequate to accommodate the amount of land needed for the proposed expansion for to one or more of the following reasons:
    - (1) Specific types of identified land needs cannot be reasonably accommodated on land with lower soil capability;
    - (2) Future urban services could not reasonably be provided to land with lower soil capability due to topographical or other physical constraints; or
    - (3) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of higher soil capability in order to include or to provide services to land with lower soil capability.
16. The City of Gervais will consider urban growth boundary expansions based upon consideration of the following factors:
- (a) Efficient accommodation of identified land needs;
  - (b) Orderly and economic provision of public facilities and services;
  - (c) Comparative environmental, energy, economic and social consequences; and
  - (d) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

# Buildable Land Inventory

Figure 1



**Section XXX  
Economics Element**

**Overview of the Gervais Economy**

Gervais has a very limited economy, with a small downtown area and several small industrial businesses. Gervais serves primarily as a bedroom community to larger cities such as Woodburn and Salem. The community has several areas available for industrial and commercial development. These include approximately 3.25 acres of commercial land located at the intersection of Highway 99E and Douglas Avenue and approximately 20 acres of industrial land located along Checkerboard Road.

Table 1 shows employment data for the Gervais area based on employer records with a 97026 zip code. Much of the employment for Gervais residents is in the agricultural production industry and non-manufacturing sector.

**Economics -Table 1  
Gervais Employment  
2003**

Industry	Number	Percent
Agriculture and Forestry, Total	288	37.4%
Agricultural Production Crops	250	
Support Activities for Agriculture & Forestry	38	
Manufacturing, Total	145	18.8%
Food Manufacturing	63	
Nonmetallic mineral products	49	
Plastic & Rubber Products	27	
Furniture & Related Products	4	
Fabricated metals	2	
Non-manufacturing total	173	22.5%
Specialty trade contractors	94	
Services	39	
Trans., Comm., & Public Utilities	23	
Construction	9	
Wholesale Trade	4	
Retail Trade	4	
Government (includes school district)	164	21.3%
<b>Total</b>	<b>770</b>	<b>100.0%</b>

Source: State of Oregon Employment Department data, sorted and summarized by MWVCOG, 2005.

Table 2 shows covered employment data for the North Marion County region. Combined employment in the communities of Woodburn, Gervais, Hubbard, Aurora, Donald, St. Paul, Scotts Mills, Mt. Angel, and Silverton reached 19,451 in 2003. The Employment Division reports that manufacturing employment in the area is varied, with wood products and food and beverage manufacturing accounting for almost

in the area is varied, with wood products and food and beverage manufacturing accounting for almost two-thirds of manufacturing employment. Food and beverage employment in the region comprises the same employment percentage as in the county, despite several cannery closures in recent years.

**Economics -Table 2**  
**North Marion County Covered Employment by Industry**  
**2003**

Industry	Percent
Trade/Transportation/Utilities	21%
Natural Resources/Mining	19%
Government	13%
Manufacturing	12%
Education/Health Services	9%
Construction	7%
Leisure/Hospitality	7%
Professional/Business Services	4%
Other Services	4%
Financial Activities	3%
Information	1%
<b>Total</b>	<b>100.0%</b>

Source: State of Oregon Employment Department, Employment Snapshot of North Marion County, 2005.

#### **Long-Term National Economic Trends**

A similar economic opportunities analysis for the city of Woodburn<sup>1</sup> identified five important long-term national trends that will influence economic development in this region over the next 20 years. These trends include:

- Continued westward migration of the U.S. population and the increasing role of amenities and other non-wage factors as determinants of the location decisions of households and firms.
- Growth in Pacific Rim trade.
- The growing importance of education as a determinant of wages and household income.
- The decline of employment in resource-intensive industries and the increase in employment in service-oriented and high-tech manufacturing sectors of the economy.
- The increasing integration of non-metropolitan and metropolitan areas.

Economic development in Gervais will also be affected by economic trends in Oregon and the Willamette Valley. The following sections describe recent trends in population, income, and employment growth in Oregon, the Willamette Valley, and Marion County, and the economic outlook for Oregon.

<sup>1</sup> ECONorthwest, *Woodburn Economic Opportunities Analysis, June 2001*



### Population Growth

The state of the national economy influences local population growth. As shown in Table 2, growth was slowed due to the recession in the early 1980s. However, growth rates for Gervais and Marion County exceeded the growth rate for Oregon during the expansionary economic periods in the 1990s. During this period, the population of Gervais more than doubled. Forecast growth has slowed again for the period from 2000 through 2004.

**Economics -Table 2  
Population  
Oregon, Marion County, and Gervais 1980-2004**

Location	1980	1990	2000	2004	Average Annual Growth Rate		
					1980-90	1990-00	2000-04
Oregon	2,633,156	2,842,321	3,421,399	3,582,600	2.3%	1.7%	1.2%
Marion County	204,692	228,483	284,834	298,450	1.1%	2.2%	1.2%
Gervais	799	992	2009	2130	2.2%	7.3%	1.5%

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

### Personal Income

Table 4 shows median household income and the percentage of households below the poverty level in Gervais, Marion County, and Oregon for 2000. Median household income for Marion County was slightly less than for Oregon. In Gervais, median income actually exceeded that of Marion County and Oregon, however the percentage of families living below the poverty level was greater than in the county and state.

**Economics -Table 4  
Median Household Income and Percent of Households Living Below Poverty Level  
Gervais, Marion County, and Oregon, 2000 (in 2000 dollars)**

Location	Median Household Income	Families Below Poverty Level
Gervais	\$43,882	13.3%
Marion County	\$40,314	8.8%
Oregon	\$40,916	7.9%

Source: US Census Data.

### Regional Employment

The Oregon Employment Department's 2000 *Regional Economic Profile for Region 3*<sup>2</sup> (Marion, Polk, and Yamhill counties) states that both the local and statewide economies are shifting from a reliance on resource extractive industries and manufacturing towards information, and services and high-tech manufacturing. As a result, jobs are being lost in some sectors as they are being added in others. Marion, Polk, and Yamhill counties have traditionally been dependent upon state government, agricultural, and wood products as the predominant sources of local employment.

<sup>2</sup> State of Oregon, Employment Department. *Regional Profile Industry Employment in Region 3, 2002.*

Table 5 shows projected employment within Marion, Polk, and Yamhill counties for the period from 2002 through 2012. Industry employment in the region is expected to grow from 164,700 in 2002 to 186,900 in 2012. This represents a growth rate of 13.5 percent. In comparison, Oregon's statewide industry employment is projected to increase by 13.7 percent over that time.<sup>3</sup>

**Economics -Table 5**  
**Employment Projections by Selected Industry**  
**Marion, Polk, and Yamhill Counties, 2002 and 2012**

Industry	2002	2012	Percent Change 1979-1998
Total Non-Farm Payroll Employment	164,700	186,900	13.5%
Manufacturing, Total	21,600	22,100	2.3%
Durable Goods	12,300	12,700	3.3%
Non-durable Goods	9,300	9,400	1.1%
Non-Manufacturing, Total	143,100	164,800	15.2%
Construction	7,800	8,800	12.8%
Finance, Insurance, Real Estate	8,000	9,300	16.3%
Wholesale and Retail Trade	35,200	40,800	15.9%
Services	42,600	52,800	23.9%
Government	43,300	46,300	6.9%

Source: State of Oregon, Employment Department. *Regional Profile Industry Employment in Region 3, 2002.*

The Oregon Employment Department indicates that trade and service industries will experience the most significant job growth within the region through 2012. The region's agricultural and food processors will continue to struggle as they face national and international competition. Government employment is forecast to grow more slowly than the average of all industries over the period through 2012.<sup>4</sup>

The next section examines supply-side factors that may affect business location and development in Gervais.

#### **Factors Affecting Forecasted Growth**

The existing pattern of development in Marion County reflects the influence of locational factors and comparative advantages in the region and this pattern is unlikely to change substantially in the future. Gervais developed, in part, based its proximity to agricultural land within the Willamette Valley. Over time, the community has developed as essentially a bedroom community to larger communities such as Woodburn and Salem.

The following sections discuss supply-side factors that may affect business location and economic development in Gervais.

#### **How Firms Make Business Location Decisions**

The main goal for business firms is to locate where they can maximize revenue and profits. By merely listing all relevant location considerations, a decision maker can add all the costs and benefits accruing to a facility at each potential location. The location with the lowest net costs (after subtracting benefits) is in

<sup>3</sup> Oregon Employment Department, *Regional Profile Industry Employment in Region 3, 2002.*

<sup>4</sup> Oregon Employment Department, *Regional Profile Industry Employment in Region 3, 2002.*

most situations the best location. Alternative locations should be compared for the cost of material and energy inputs, including the charges for transporting them, the cost of employees (wages, salaries, benefits, payroll taxes, unemployment insurance, training costs), construction or purchase and remodeling costs, taxes on corporate property, income, and inventory, and public incentives for new investment. Personal income taxes and housing costs are relevant to the extent that they represent a cost differential for current employees whom the company wants to relocate to a new location. These considerations are measurable, and can be added (or subtracted) for each potential location. Other considerations are less quantifiable, such as the availability of workers with particular skills, the appropriateness of an existing building, the quality of life, or the likelihood of competitive reaction to the company's investment.

### **Quality of Life**

Quality of life is a subjective standard that is hard to quantify. It includes economic factors, such as income, employment, and housing costs, as well as non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Economic factors are discussed elsewhere in this report.

Quality of life plays a role in economic development because it affects the relative attractiveness of the city to migrants. Net migration is expected to comprise about 70 percent of Oregon's population growth over the next 20 years.<sup>5</sup> A more attractive quality of life may help Gervais attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, such as construction, services, and retail trade, but some may also start new businesses in the community. Gervais has begun work on a downtown improvement project. An active downtown is a feature that contributes to quality of life.

### **Transportation**

Available transportation access is one of the most important factors affecting economic development. Transportation affects the cost of doing business at a location. Firms depend on ready transportation access to ship and receive goods. Ready access allows for reduced production costs and more convenient automobile access for customers and employees.

State Highway 99E is located at the eastern edge of Gervais and connects Salem and Portland markets with a number of communities in north Marion County. Access to Highway 99E is also available from Checkerboard Road, which is a County-maintained collector road, which provides direct access to several large industrial properties in the city. Interstate 5 serves as the primary transportation artery in the Willamette Valley and is located approximately two (2) miles west of Gervais. However, the nearest access is located at the Brooks or Woodburn on-ramps located more than five (5) miles from the city. Lack of direct access to I-5 will limit the ability of Gervais to attract firms that require such access to that facility.

Railroads can be an important form of transportation for businesses that need to transport bulky inputs and finished products. Gervais is served by the Southern Pacific Railroad that runs north/south, passing directly adjacent to much of the community's industrial land.

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<sup>5</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon, 1997*.

### Labor Force

The cost, availability, and skill-level of the local labor force can affect the comparative advantage of a community. The Oregon Employment Department notes that in recent years employers in the mid-Willamette Valley have expressed concerns regarding recruiting and retaining skilled workers.<sup>6</sup>

The unemployment rate for Marion County has been slightly higher than Oregon's unemployment rate since 1990. During that period, unemployment in Marion County peaked at 7.8 percent in 2003.<sup>7</sup> This rate declined slightly to 7.6 percent in 2004.

During the peak growth period in the mid-1990s, annual net migration was more than triple the gains due to natural increase. As the state's economy slowed down in the late 1990s, migration flows slowed, and natural increase contributed a greater portion of annual population growth.<sup>8</sup> During the period from 1990, to 2000, Marion County ranked fourth among Oregon's counties with a net migration of 56,351 new residents, however the county ranked 14<sup>th</sup> overall with a rate of migration of 14.6 percent.

The Oregon Employment Department notes that in-migration will be a critical factor in the determining long-term growth in Region 3.<sup>9</sup> Not only do new residents create demand for goods and services, but they also supply additional workers. For the period from 2005 through 2025, Marion County's population is projected to grow by about 36 percent. Net-migration is projected to account for approximately 40 percent of that population growth. During this same period, Oregon's population is projected to grow by about 35 percent, with net migration projected to account for approximately 64 percent of this figure.<sup>10</sup> Within the region, during this period Yamhill County's population is projected to grow by about 52 percent with approximately 62 percent of that projected growth due to net migration. Polk County is projected to grow by about 71 percent with approximately 78 percent of that growth attributable to net migration.

### Training Opportunities

The Woodburn Campus of Chemeketa Community College (CCC) offers workforce training and career development services. In concert with the Oregon Employment Department, CCC has developed the Woodburn Job and Career Center to assist job seekers find available jobs and receive training to enhance their job skills. The Job and Career Center can also provide specialized training workshops for employers.

The Woodburn Campus also offers services to support small business owners through training programs, mentorships, and information on other available resources such as Small Business Administration Loans.

### Land Cost

The OregonProspector.com is the state's official public-private website for site consultants and businesses interested in relocating or expanding a business in Oregon. This site provides an on-line database of available commercial and industrial properties in Oregon. The most recent database listing shows three (3) vacant properties in Marion County with advertised sales prices, several of which are in Salem. These

<sup>6</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>7</sup> Oregon Employment Department data, not seasonally adjusted, 2005.

<sup>8</sup> Portland State University, Center for Census and Population, *Oregon Outlook*, December 2003.

<sup>9</sup> Oregon Employment Department, *2000 Regional Economic Profile - Region 3*, 1999.

<sup>10</sup> Portland State University, Center for Census and Population, 1998.

properties range in size from 0.46 acres to 44.07 acres. Sale prices for the properties range from \$56,728/acre to \$317,173/acre with an average sales price of \$158,101/acre.

While none of the properties listed are in Gervais, Marion County Assessor records show that the real market value of several vacant industrial properties in the community is approximately \$45,000/acre. While this obviously does not represent a comprehensive market survey, it does indicate that land costs, particularly in relation to the Salem market, may be lower in the Gervais area. Lower land cost is often a primary reason for the firms to locate in smaller communities.

#### **Utilities**

The City has recently expanded its sewage treatment capacity, but with recent growth, the City has experienced increased and substantial demands on its water treatment and distribution system.

The City derives its water from two wells. Treatment is by two sand filters with a total capacity of 280 gallons per minute (GPM). The City's storage capacity is 350,000 gallons and many of the City's distribution lines are undersized. In addition to water quantity issues, the inadequacy of the water system creates a public safety problem. The limited treatment and storage capability could result in an inadequate water supply during fire fighting operations. During peak demand and, in particular, the summer months, the situation becomes very critical.

In addition, city services are not available to land designated for industrial development along Checkerboard Road. Services will need to be extended from the Alder Avenue and Checkerboard intersection to serve these properties.

#### **City Policies Affecting Economic Development**

The Gervais General Plan includes a number of economic development related policies, which include:

- *Efforts should be made to improve the appearance of existing commercial areas.*
- *New commercial development should not be extended as a strip along major streets.*
- *Efforts should be made to preserve and enhance the "1900 Block" in the central district.*
- *Efforts should be made to encourage new businesses in the community.*
- *Efforts should be made to encourage industrial development as a means of establishing an employment base in the community.*
- *The limited area for industrial development should be preserved for industrial use.*
- *Adequate traffic circulation, off-street parking, loading and service areas should be considered essential to industrial development.*
- *Special development standards should be established for industries next to or across the street from residential districts.*

### Local Employment Growth Forecast

Regional employment projections show that non-manufacturing employment in Region 3 is projected to grow by about 13 percent through 2012 (see Table 5). Non-agricultural employment in Gervais is currently limited to several small manufacturing firms and several small retail and service businesses. Given the proximity to Woodburn and Woodburn's efforts to diversify its economy by attracting firms from a number of relatively high-wage industries, such as publishing, stone, clay, and glass manufacturing, transportation equipment, and others, future job growth in Gervais will most likely be limited. If the city can make necessary improvements to the water system, attract several small manufacturing firms to its existing industrial area along Checkerboard Road, revitalize the downtown with several new businesses, and possibly attract some commercial development at the intersection of Highway 99E and Douglas Avenue, this would be considered successful economic and job growth for the community.

Rather than attempt to project the number of new jobs created as a percentage of the existing job base, which is relatively small, this analysis projects the number of jobs created given the scenario of modest commercial and industrial growth described above. A primary function of the economic opportunities analysis is to determine if sufficient land is currently designated in local comprehensive plans to accommodate projected commercial and industrial development. That is the focus of the employment projection and analysis described here. Also, given the lack of long-term employment projections available for Oregon or for the region, this analysis projects job growth to 2015, a ten-year projection similar to that used by the Oregon Employment Department.

Table 6 shows the 2015 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

Economics -Table 6  
Total Employment Growth by Land Use Type  
Gervais, 2015

Sector	2015
Commercial	20
Industrial	60
Public	30
Total	110

Source: MWVCOG, 2005.

Several assumptions were made to convert the employment growth shown Table 6 to vacant acres needed by land use type. These assumptions include:

- Percent of total employment growth that requires no non-residential built space or land. Some new employment will not require any non-residential land or building be

used. Some workers or business owners may work from their home. The 2000 Census showed that less 4.9 percent of all workers in Gervais worked at home. With the recent development of advanced telecommuting technology, this figure can be expected to increase. This analysis assumes that five (5) percent of employment growth will consist of employees who work at home. This figure is shown in Table 7 under the column heading "Requiring no non-residential built space or land".

- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. A similar economic opportunities analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis. This figure is shown in Table 7 under the column heading "On Existing Developed Land".
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Gervais identified both vacant and redevelopable commercial and industrial land. Redevelopable land is defined as parcels with improvement values of at least \$5,000 (based on Marion County Assessor records), where the ratio of land value to improvement value is 1:1 or greater. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 85 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 15 percent consists of employees working at home or new employment on existing developed land.)

Table 12 shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2015. Approximately 3.12 acres will be needed to accommodate projected employment growth through this period.

**Economics -Table 7**  
**Land Need by Land Use Type**  
**Gervais 2015**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	20	25	0	2	18	0.81
Industrial	60	12	3	6	51	2.31
Total	85		3	8	69	3.12

Source: MWVCOG, 2005.

Table 8 shows a summary of the amount of vacant and redevelopable commercial and industrial land available within the Gervais urban area. Public facilities are available for vacant commercial properties, but need to be extended along Checkerboard Road to serve vacant industrial properties. No site constraints, such as steep slopes, wetland, or floodways, were identified in the buildable lands analysis that would reduce the amount of land available for development.

**Economics -Table 8**  
**Commercial and Industrial Buildable Lands Inventory Summary**  
**Gervais, 2005**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total Acres
<b>Within City Limits</b>			
Commercial General District (CG)	0.22	0.00	0.22
Commercial Retail District (CR)	3.73	0.12	3.85
Commercial Retail/Light Industrial District (CR/IL)	2.40	0.00	2.40
<b>Commercial</b>	<b>6.35</b>	<b>0.12</b>	<b>6.47</b>
Light Industrial District (IL)	12.53	0.45	12.98
<b>Industrial</b>	<b>12.53</b>	<b>0.45</b>	<b>12.98</b>
<b>Between City Limits &amp; UGB</b>			
Industrial (I)	9.50	0.00	9.50
<b>Total</b>	<b>9.50</b>	<b>0.00</b>	<b>9.50</b>
<b>Gervais Urban Area Total</b>			
Commercial	6.35	0.12	6.47
Industrial	22.03	0.45	22.48
<b>Total</b>	<b>28.38</b>	<b>0.57</b>	<b>28.95</b>

Source: Marion County Assessor data, MWVCOG, 2005

Table 9 shows a comparison of land needed to accommodate new employment growth (demand) through 2015 and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Gervais urban area to meet the forecast demand.



**Economics - Table 9**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Gervais, 2015**

Land Use Type	Vacant/Redevelopable Acres
<b>Supply</b>	
Commercial	6.47
Industrial	22.48
<b>Total Supply</b>	<b>28.95</b>
<b>Demand</b>	
Commercial	0.81
Industrial	2.31
<b>Total Demand</b>	<b>3.22</b>
<b>Surplus (Deficit)</b>	
Commercial	5.66
Industrial	20.17
<b>Total</b>	<b>25.71</b>

Source: MWVCOG, 2005.

Table 10 shows the size characteristics of developed, vacant, and redevelopable commercial and industrial properties in Gervais. Commercial uses in Gervais have developed on properties that are between 0.03 and 0.845 acres in size.

Developed industrial properties average about 1.50 acres in size.

For all zones, the average size of vacant and redevelopable properties is consistent with the average size of developed properties. Figure 1 of the Land Use section of the Comprehensive Plan shows all vacant and redevelopable properties, by zone within the Gervais urban area. With the exception of vacant industrial land along Checkerboard Road, vacant and redevelopable properties have public facilities readily available.

In the Light Industrial (IL) District, the mean size for vacant parcels is 1.5 acres and the average size of developed parcels is approximately 4.5 acres. In this zone, two (2) vacant properties are significantly larger than the average size of developed parcels in this zone. In addition, several smaller vacant parcels zoned IL adjoin each other and could be consolidated into larger parcels for development purposes.

Based on this information, adequate sized sites are available within Gervais to accommodate the types of uses that could be expected to locate in the city.

**Economics -Table 15**  
**Size Characteristics of Developed, Vacant, and Redevelopable Properties by Zone**  
**Gervais 2005**

Zone/Plan Designation	Developed			Vacant			Redevelopable		
	Acres	Mean	Median	Acres	Mean	Median	Acres	Mean	Median
Commercial Retail Zone (CR)	0.45	0.06	0.48	3.73	0.93	0.23	0.12	0.12	0.12
Commercial General (CG)	2.14	0.19	0.12	0.22	0.11	0.11	0.00	0.00	0.00
Commercial Retail/Light Industrial District (CR/IL)	0.50	0.50	NA	2.40	2.40	2.40	0.00	0.00	0.00
Light Industrial Zone (IL)	4.50	1.50	1.00	22.03	2.45	3.78	0.45	0.45	0.45

Source: Marion County Assessor data, MWVCOG, 2005.

**Key Findings and Future Planning Implications-**

Covered employment in Gervais area in 2003 was 770 persons. Employment in Gervais is dominated by agricultural employment, manufacturing, and government sectors, which together comprise about 78 percent of the area's total employment.

Overall, the economy in Region 3, comprised of Marion, Polk, and Yamhill Counties, is expected to experience modest economic growth for the period fro 2002 through 2012. Gervais may be able to capitalize on that growth. Gervais has some comparative advantages related to land costs and transportation, however limitations on the availability of public services to vacant industrial sites and the need to improve water system capacity are limitations to development. Competition from neighboring Woodburn, which is attempting to attract high-wage manufacturing firms for a number of sectors could also limit development potential. Local comprehensive plan policies are generally supportive of economic development.

Under an optimistic development scenario, projected employment for Gervais through 2015 would add approximately 115 new jobs.

An adequate amount of vacant or redevelopable commercial and industrial land is available to meet the forecasted need through the year 2015. With the exception of industrial properties along Checkerboard Road, all vacant and redevelopable properties have services readily available. The type and size of available commercial properties are typical of sites that have been previously developed. Vacant industrial sites are slightly larger than those previously developed.

**Appendix XXX**  
**Urban Growth Boundary Expansion**  
**Goal Exception Findings**

The City of Gervais is proposing an expansion of the city's Urban Growth Boundary (UGB). The City recently conducted a buildable lands inventory and housing needs analysis that indicates that approximately 48.17 acres of land designated for residential use will be required to serve the projected 2025 population of 3,725 persons. The buildable lands inventory indicated that approximately 28.89 acres of vacant and partially vacant land designated for residential use is available within the existing UGB. This leaves a deficit of approximately 19.28 of acres of residential land needed to serve the 2025 population.

The City conducted an analysis of tax lots adjacent to the existing UGB to identify areas best suited for possible expansion. In conducting the analysis, the City eliminated properties located east of the existing UGB across State Highway 99E. Expansion of urban residential use to this area would fragment the community and place unnecessary burdens upon the existing transportation system in the area.

A number of parcels located immediately adjacent to the existing UGB were eliminated from consideration based on size and soils types, which consist primarily of Class II and Class III soils. These parcels are shown in Table 1.

**Table 1**  
**Properties Excluded from UGB Analysis**  
**Due to Size and Soil Type**

Map Number/Tax Lot	Size	Location
052W25/1700	53.90 acres	north of the existing UGB
052W23/2300	27.06 acres	northwest of the existing UGB
052W23/2500	40.83 acres	northwest of the existing UGB
052W26/600	103.20 acres	southwest of the existing UGB

Several smaller parcels located to the north and adjacent to the existing UGB were considered for possible inclusion in the UGB. These include tax lots 300, 500, and 600, Assessor Map Number 052W26AB. These tax lots are approximately 3.81 acres, 0.95 acres, and 1.00 acre in size respectively. These properties were dismissed from further consideration at this time primarily due to size limitations in the case of tax lots 500 and 600 and the presence of an existing residence on Tax Lot 500. In addition, Tax Lot 300 is not contiguous to the existing UGB.

An additional, smaller parcel located adjacent to and south of the existing UGB was considered for inclusion. This property is identified as Tax Lot 100, Assessor Map Number 052W26C, is approximately 10.5 acres in size and is currently used for production of Christmas trees. This parcel has access to Checkerboard Road.

This parcel was eliminated from consideration for several reasons. First, the only access to the property is from Checkerboard Road. Consequently, development of this parcel would not result in the extension of the existing street grid system within the community. The areas proposed for UGB expansion provide for several extensions of existing streets within the community such as Fifth and Sixth Streets and Hemlock and Grove Avenues as well as Winfield Avenue in the recently constructed Winfield Ranch subdivision. These connections would link new residential developments with existing neighborhoods within the community. Such a connection could not be made by developing this property, given the sole access available to serve this property.

In addition, properties located directly west of this property across Checkerboard Road are designated for industrial use in the Gervais General Plan. Possible conflicts could arise between potential industrial uses and adjacent residential use. In the event that the adjacent industrial areas someday develop, this property might then be considered for inclusion within the UGB for some complimentary type of industrial use. For these reasons, it was determined that the areas proposed for expansion are better suited to future residential development than Tax Lot 100.

The properties considered for possible inclusion and dismissed are shown in Figure 1.

Table 2 shows the properties proposed for inclusion within the Gervais UGB. The proposed expansion would add approximately 20.24 acres within the UGB. The properties proposed for inclusion in the UGB are located in two areas, north and west of the existing UGB. The properties proposed for inclusion in the UGB are shown in Figure 1 and Figure 2.

**Table 2  
Properties Included in UGB Expansion**

Map Number/Tax Lot	Size	Area to be included in the UGB	Location
052W23/2400	38.53 acres	7.00 acres	north of the existing UGB
052W26BA/200	10.70 acres	10.70 acres	west of the existing UGB
052W26BA/500	1.90 acres	1.90 acres	west of the existing UGB
8 <sup>th</sup> Street right-of-way	2.67 acres	0.64 acres	north of the existing UGB
<b>Total</b>		<b>20.24 acres</b>	

All of the properties proposed for inclusion within the UGB are currently designated as Agriculture in the Marion County Comprehensive Plan and are zoned Exclusive Farm Use (EFU). All of these properties are contiguous to the existing UGB.

Figure 1 shows the proposed UGB expansion areas.

**Analysis of Applicable Criteria**

Section II.4. of the Urban Growth Boundary and Policy Agreement between Gervais and Marion County states that for a UGB expansion, the expansion shall be based on consideration of the seven factors of Statewide Planning Goal 14 (Urbanization). Findings must be made to support the proposed expansion that address the seven (7) factors of Goal 14.

This same requirement is also found in the Gervais General Plan Urbanization Policy H.

In addition, the UGB Agreement states that, if necessary, an expansion shall also require findings to take an exception to the Agricultural Lands goal (Goal 3).

Oregon Administrative Rules (OAR) Chapter 660, Division 4 provides the applicable requirements for the goal exception process. OAR 660-04-0010 (1)(c)(A) states that:

- (A) An exception is not required to an applicable goal(s) for the establishment of an urban growth boundary around or including portions of an incorporated city when resource lands are included within that boundary. Adequate findings on the seven Goal 14 factors, accompanied by an

explanation of how they were considered and applied during boundary establishment, provide the same information as required by the exceptions process findings.

Therefore, the findings addressing the seven factors from Goal 14 contained herein satisfy the requirements of the Intergovernmental Agreement regarding an exception to Goal 3 – Agricultural Lands.

The seven factors and associated findings are presented below.

*(1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;*

**Findings:** In the period between 1990 and 2000, Gervais was the fastest growing city in Marion County. During that period, the city more than doubled in size from 992 to 2,009 residents. The City and Marion County have agreed upon a coordinated population estimate for 2025 of 3,725 persons.

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 2025. By 2025, the County's forecast population is 388,588 persons. The average annual growth rate for this period is 1.25 percent annually.

Table 3  
Marion County Population Projection  
2000 – 2025

Year	Population	AAGR
2000	284,834	—
2005	302,913	1.13% <sup>2</sup>
2010	323,128	1.29%
2015	344,443	1.28%
2020	367,018	1.27%
2025	388,588	1.16%
<b>AAGR 2000-2025</b>		<b>1.25%</b>

<sup>1</sup> Average Annual Growth Rate

<sup>2</sup> AAGR for 2000-2005

Source: US Census and Oregon Office of Economic Analysis

Table 4 shows the projected population for Gervais for the period through 2025. During this period, the city's population is expected to increase to 3,725 persons. The population projection is derived using an average annual growth rate of 2.50 percent for the period from 2000 through 2025. This growth rate is higher than the 1.25 percent average annual growth rate forecast for Marion County by the Oregon Office of Economic Analysis. This higher rate is consistent with the 30-year trend for the period from 1970 through 2000, where the average annual rate of population growth for Gervais was 3.35 percent, compared to Marion's average annual growth rate of 2.15 percent during that same period.

**Table 4  
Gervais Population Projection  
2000 – 2025**

Year	Population
2000	2,009
2005	2,217
2010	2,571
2015	2,909
2020	3,291
2025	3,725
<b>AAGR<sup>1</sup> 2004-2025</b>	<b>2.50%</b>

<sup>1</sup>Average Annual Growth Rate  
Source: US Census and MWVCOG

Table 5 shows the housing status in Gervais in 2000. At that time, 477 dwelling units were found within the city. Since 2000, an additional 59 dwelling units have been constructed in Gervais, bringing the total number of dwelling units in the community to 536.

**Table 5  
Housing Status  
Gervais, 2000**

Population (estimated)	Persons in Group Quarters <sup>1</sup>	Persons per Household	Total Dwelling Units	Occupied Dwelling Units <sup>3</sup>	Vacant Units	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
2,009	26	4.39	477	452	25	371	81	82.1	17.9

Source: 2000 U.S. Census

<sup>1</sup> 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.

<sup>2</sup> "Total dwelling units" does not include group quarters dwelling units.

<sup>3</sup> "Occupied dwelling units" does not include group quarters dwelling units.

<sup>4</sup> Based on a vacancy rate of 5.2 percent.

Using the 2025 population projection for Gervais of 3,725 persons, Table 6 shows that 882 dwelling units will be needed to accommodate this population. This represents 356 additional housing units that will be needed for the period through 2025 (346 additional units will be needed, however an estimated 10 units will also be removed from the available housing stock and will need to be replaced).

**Table 6  
Projected Housing Status  
Gervais, 2025**

Population (projected)	Persons in Group Quarters	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
3,725	46	4.3	882	855	27	570	251	69.4	30.6

Source: Oregon Housing and Community Services, 2005

<sup>1</sup> The 2025 population projection has been coordinated with the projections for Marion County as required by Oregon Revised Statutes 195.036.

<sup>2</sup> Persons living in group quarters includes persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc.

<sup>3</sup> Total dwelling units do not include group quarters dwelling units.

<sup>4</sup> Occupied dwelling units do not include group quarters dwelling units.

<sup>5</sup> Based on an assumed vacancy rate of 2.0 percent for owner-occupied units and 7.0 percent for rental units.

The Gervais Development Code provides the following densities for residential development. The densities used to conduct the analysis of future residential land needs are:

- Single-family residential units – 6.6 units/acre;
- Multi-family residential units – 17.4 units/acre; and
- Manufactured home parks – 10.0 units per acre with a minimum size of three (3) acres.

Table 7 shows the projected housing mix and residential land use needs for Gervais through 2025. The table shows that approximately 48.17 acres of additional residential land will be needed to accommodate the 2025 population.

**Table 7  
Projected Housing Mix and Residential Land Needs  
Gervais, 2025**

Housing Type	Existing Units 2005	Units Needed 2025	Percent of New Units	Density (units/acre)	Acres Needed 2025
Single Family	531	280	78.9%	6.6	42.58
Multi-Family	25	45	12.6%	17.4	2.59
Manufactured Home Parks	0	30	8.4%	10.0	3.00
<b>Total</b>	<b>536</b>	<b>355</b>	<b>100%</b>		<b>48.17</b>

Source: MWVCOG, 2005.

In 2005, the City conducted a buildable lands inventory. The inventory identified approximately 28.89 acres of vacant or partially vacant land designated for residential use within the existing UGB. "Partially vacant land" consists of residential parcels that are at least 0.50 acre in size with an existing residence on the property. To determine the amount of developable land on such parcels, this analysis assumes that 0.25-acre is devoted to the existing residence, with the remainder considered vacant.

Given the residential land needs identified in Table 7 and the amount of residential land available for development within the existing UGB as shown in Table 8, a need exists for an additional 19.28 acres of residential land to accommodate the 2025 population.

**Table 8  
Buildable Residential Land  
Gervais, 2005**

Zone/Plan Designation	Vacant (acres)	Partially Vacant	Total
Residential District (R1)	1.97	1.63	3.60
Residential District (R2)	12.50	12.79	25.29
<b>Net Buildable Acres Within the Urban Area</b>	<b>14.47</b>	<b>14.42</b>	<b>28.89</b>

Source: Marion County Assessor data, MWVCOG, 2005.

The proposed expansion would add approximately 20.24 acres to the existing UGB to accommodate the projected 2025 population. These properties would be designated as Residential in the Gervais General Plan. The properties proposed for inclusion are shown in Table 2 and Figure 1.

The provision for needed housing, including the provision for a variety of housing types and price ranges is consistent with Statewide Planning Goal 10.

The proposed expansion will also allow for the timely, orderly, and efficient provision of public facilities to the proposed expansion areas. These areas are contiguous with developed areas of the city and will allow for reasonable extension of public facilities, such as water, sewer, and storm water facilities. The City has recently completed an upgrade to its existing sewer treatment facility, which is located approximately one-half mile north of the proposed expansion area. The City will soon be initiating an upgrade of the water system to improve the existing storage capacity and development within the proposed expansion areas will aid in funding those improvements. Similarly, development in these areas will improve existing stormwater detention facilities in these portions of the urban area.

The proposed expansion will also provide for the extension of the City's existing street network and grid system. The expansion area to the north of the existing UGB will allow for extension of and improvements to Eighth Street. Access to this area is also available from Butteville Road, which also serve the Winfield Ranch Subdivision. Similarly, the proposed expansion area west of the existing UGB will allow for extension of and improvements to Hemlock and Grove avenues and will allow for connection of Winfield Street, within the Winfield Ranch subdivision, to the existing street network.

The extension of existing streets in these areas is consistent with the City's General Plan, which includes the following findings and associated transportation policy:

*Multiple access points, achieved through a well connected street network, is important to ensure that emergency services are not cut off and that local access is not eliminated or greatly lengthened in the event that one access is closed. In addition, a well connected street network with numerous alternative routes reduces the overall traffic volume on any one route which results in a more efficient use of existing transportation resources and also creates a more bicycle and pedestrian friendly environment.*

Gervais General Plan Transportation Policy 15:

*15) Whenever possible, existing streets shall be extended to serve urban and urbanizable areas.*



The City concludes that the proposed expansion will provide for the demonstrated need for future population consistent with applicable Statewide Planning Goals 1); Housing, 11: Public Facilities, and 12: Transportation.

*(2) Need for housing, employment opportunities, and livability;*

**Findings:** The proposed 20-24-acre expansion would provide land for additional residential development to meet the needs of the projected 2025 population for Gervais of 3,725 persons. The findings described under criterion (1) above detail the need for additional land to accommodate projected residential lands needs for the 2025 population.

*(3) Orderly and economic provision for public facilities and services;*

**Findings:** The proposed expansion area is located directly adjacent to existing areas within the city limits and UGB (which are co-terminus in this area) that are currently served with water and sewer. In addition, the expansion area north of the existing UGB comprised of approximately 7.64 acres is accessible via Butteville Road and is located adjacent to the terminus of Eighth Street. Eighth Street is part of the street grid system of the original Gervais Town Plat. This area is also located near the City's sewer treatment facility located approximately one mile north of the existing city limits and UGB. Future development in this area would require minimal extension of city services and would allow for continuation of the existing street grid system.

The proposed expansion area on the western edge of the existing UGB is approximately 12.60 acres in size and is located adjacent to properties within the city that have water and sewer services. Portions of the two properties in this area proposed for inclusion, tax lots 200 and 500 (Assessor Map Number 052W26BA), are already located within the existing city limits and UGB and are currently connected to city water and sewer services. This area is also adjacent to the termini of several city streets that are also part of the Gervais Town Plat, Grove Avenue and Hemlock Avenue. In addition, residential development within this area would allow for extension of Winfield Street, which is part of the Winfield Ranch subdivision located directly north of the proposed expansion area.

Both of the areas proposed for inclusion are located directly adjacent to city services, thus allowing for the orderly and economic provision of such utilities and the extension of the existing street network within the city.

*(4) Maximum efficiency of land uses within and on the fringe of the existing urban area;*

**Findings:** Both of the proposed expansion areas are located immediately adjacent to developed residential areas within the existing city limits and UGB. The proposed expansion would add approximately 20.24 acres for additional residential use. The proposed expansion area on the north of the existing UGB would extend the urban area approximately 1,000 feet to the north. The proposed expansion area to the west of the existing UGB would expand the urban area approximately 800 feet to the west.

Public facilities and services can be made available to these properties directly from the existing urban area without the need to involve any intervening property. None of the proposed parcels is part of a large tract of land in farm use, and including the land within the urban area will not be disruptive to farm activities in this area.

The proposed expansion would add land to the UGB for residential use. The proposed expansion areas to the north and west of the existing UGB are directly adjacent to developed residential land within the

UGB. Because of its location, size, and the use and character of the adjoining lands, and the adjacent residential uses within the current city boundary, the inclusion of the subject properties within the UGB will result in the maximum efficient use of land within and on the fringe of the urban area.

*(5) Environmental, energy, economic and social consequences;*

**Findings:** The properties proposed for inclusion in the UGB are currently in farm use. These properties are currently in hay production. All of these properties are zoned Exclusive Farm Use (EFU) by Marion County.

The long-term environmental consequences of allowing urbanization of these properties and not preserving and maintaining these properties for agriculture involve replacing agricultural production with residential use. The agricultural practices have included annual tilling of the soil, application of fertilizers, herbicides and insecticides, planting, irrigation, and harvesting. Agricultural fields that are cultivated annually typically provide little habitat value, as cover and food sources are disrupted by soil preparation and harvest activities.

If replaced by residential development, much of this area would be converted to impervious surfaces, with other areas consisting of associated yards and gardens typically found in residential developments. In the proposed expansion area west of the existing UGB, use of agricultural chemicals and annual disturbance of the soil would cease to occur. Proper construction of storm drainage facilities and connection to existing storm drainage facilities available within the existing street right-of-way system located adjacent to the proposed expansion areas will ensure that any adverse impacts are minimized. The Gervais Development Code provides standards to minimize storm drainage impacts. Development Code Section 2.204.04 requires that all developments be planned, designed, constructed and maintained to:

1. Protect and preserve existing natural drainage channels to the maximum practicable extent;
2. Protect development from flood hazards;
3. Provide a system by which water within the development will be controlled without causing damage or harm to the natural environment, or to property or persons within the drainage basin;
4. Assure that waters drained from the development are substantially free of pollutants, through such construction and drainage techniques as sedimentation ponds, reseeding, phasing or grading;
5. Assure that waters are drained from the development in such a manner that will not cause erosion to any greater extent than would occur in the absence of development;
6. Provide dry wells; french drains, or similar methods, as necessary to supplement storm drainage systems;
7. Avoid placement of surface detention or retention facilities in road rights-of-way.

Based on these considerations, while the use of the areas will change, overall there should be few long-term environmental consequences of allowing urbanization of the site rather than preserving it for agriculture.

The long-term energy impacts of allowing urbanization and not preserving and maintaining the land for agriculture will result in increased transportation impacts within this area and the associated use of additional fuel. Additional energy will be used for home heating, cooling, and other domestic uses. The proposed expansion is intended to meet the projected 2025 population for the city, in which case the increased energy use is expected. Overall, energy use because of conversion of 20.24 acres from agricultural use will be greater than if the land remains in agricultural use. However, this energy use results from the long-term planned growth for Gervais. This planned growth is consistent with long-term population projections for Marion County and should be considered within the overall framework of growth and the larger context of growth-related impacts within the Willamette Valley. From that perspective, the long-term energy consequences associated with conversion of 20.24 acres to residential use will be no greater than for any similar conversion of land to residential use within Marion County or the Willamette Valley.

The long-term economic consequences of allowing urbanization and not preserving and maintaining the land for agriculture will be the loss of the economic value of the farm crop. The proposed expansion would remove approximately 18.60 acres from agricultural production (the overall expansion would be 20.24 acres, however the Eighth Street right-of-way is excluded from this figure). The economic loss of the current agricultural production is variable, and depends on the market conditions for the hay crop at the time of sale.

The city is surrounded by farmland, and hay is grown in various places in Marion County. The areas proposed for expansion consist of Class II Amity silt loam (Am), Class II Woodburn silt loam (WuA), Class III Concord silt loam (Co), and Class IV Dayton silt loam soils, which are commonly found in this local area. Based on these considerations, production from the proposed expansion areas can be replaced elsewhere. The expansion areas consist of a several small parcels and a 7.00-acre portion of a ???-acre parcel that are located directly adjacent to the existing UGB and developed residential areas within Gervais, which contributes to its value for the proposed use. 38.5 ac

Although agricultural production and associated income will be lost if the subject is converted to urban use, the conversion of this land to residential use allows the city to plan for the projected 2025 population. Residential construction in the proposed expansion areas will provide short-term economic benefit for the community in terms of employment and associated economic impacts. In the longer-term, the proposed conversion of agricultural land for residential use will allow the city to grow in an efficient manner and provide for additional community benefits in the form of new neighborhoods, improvements to existing infrastructure at the edge of the existing UGB, and an increased tax base. These positive economic benefits to the community outweigh the loss of several small agricultural parcels and a 7.00-acre portion of a ???-acre parcel. 38.5 ac

The long-term social consequences of allowing urbanization and not preserving and maintaining the land for agriculture will allow the city to provide for additional residential development to meet the needs of the projected 2025 population. Gervais serves as a bedroom community to both the Salem and Woodburn urban areas and the provision for additional residential areas is consistent with the existing nature of the community. Recent residential development in the city has been moderately priced and has allowed many first-time home buyers to purchase homes in the community. The residential character of the community is a vital part of the community and providing additional areas for new residential construction will allow increased opportunities for home ownership and development of new neighborhoods. This provides an important social benefit to the community.

The long-term social consequences of preserving and maintaining the land for agriculture are the preservation of the land for farm use and as open space. However, the areas proposed for UGB expansion are not unique in their agricultural capability, and there is other nearby land that is similar in topography

and soil characteristics. In addition, the city will continue to be surrounded by land in farm use. In this case, the social benefit of allowing urbanization for the proposed use outweighs the preservation of these areas for farm use.

In consideration of these reasons, circumstances and factors, the environmental, energy, economic, and social consequences of the locality, the region and the state as the result of allowing urbanization and not preserving and maintaining the land for agriculture or forest uses will be positive.

(6) Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,

**Findings:** As shown the Marion County Soil Survey, the current Gervais urban area is situated nearly entirely on land composed of Class II Amity silt loam (Am), Class II Woodburn silt loam (WuA), Class III Concord silt loam (Co), and Class IV Dayton silt loam (Da). These are all agricultural soils classified as high-value farmland under Oregon Administrative Rules Chapter 660, Division 33. The urban area is surrounded by the same soils.

Figure 2 shows the soil types present within the proposed expansion area and other areas near the existing UGB.

Due to the major presence of the high-value agricultural soils that border the existing urban area, it is not possible to avoid areas of high-value soils in any expansion of the UGB. Any expansion of the urban area will necessarily occupy one or more of Class I through Class IV high-value agricultural soils.

Table 9 shows the soils types present on the areas proposed for the expansion. Soils on these properties consist of a mixture of Class II Amity silt loam (Am), Class II Woodburn silt loam (WuA), and Class III Concord silt loam (Co) soils.

The proposed expansion is intended to include as much of the area of Class IV soils on Tax Lot 2400 as possible, while maintaining a compact urban form. The proposed expansion onto areas of Class II soils on tax lots 200 and 500 is necessitated by the need to maintain a compact urban form and improve transportation connectivity to include extensions of Hemlock and Grove avenues and connection to the Winfield Ranch subdivision to the northwest.

**Table 9**  
**Soil Types – Proposed UGB Expansion Areas<sup>1</sup>**

Map number/Tax Lot	Soil Type	Soil Class	Percent	Acres
052W23/2400	Amity silt loam (Am)	II	57.1	4.0 <sup>2</sup>
	Dayton silt loam (Da)	IV	42.9	3.0 <sup>2</sup>
052W26BA/500	Amity silt loam (Am)	II	100.0	1.9
052W26BA/200	Amity silt loam (Am)	II	68.6	7.4
	Concord silt loam (Co)	III	25.4	2.8
	Woodburn silt loam (WuA)	II	6.0	0.6

Source: Marion County GIS

<sup>1</sup> Does not include 8<sup>th</sup> Street right-of-way

<sup>2</sup> Estimated

One smaller parcel was considered for inclusion in the proposed expansion. This property, Tax Lot 100, Assessor Map Number 052W26C, is approximately 10.5 acres in size and is comprised of the soil types shown in Table 10.

**Table 10**  
**Soil Types – Tax Lot 100**  
**Assessor Map Number 052W26C**

Soil Type	Soil Class	Percent	Acres
Woodburn silt loam (WuA)	II	65.9	7.2
Dayton silt loam (Da)	IV	14.9	1.6
Willamette silt loam (WIA)	I	11.2	1.2
Concord silt loam (Co)	III	7.8	0.9
Amity silt loam (Am)	II	0.2	0.0

Source: Marion County GIS

This parcel was eliminated from consideration for several reasons. First, the only access to the property is from Checkerboard Road, development of this parcel would not result in the extension of the existing street grid system within the community. In addition, properties located directly west of this property on Checkerboard Road are designated for industrial use in the Gervais General Plan and possible conflicts could arise between potential industrial uses and adjacent residential use.

If this property were to be included in the proposed expansion, it would replace Tax Lot 500, Assessor Map Number 052W26BA, which is approximately the same size. Given the soil characteristics of the two parcels, the net impact regarding loss of agricultural soils is nearly equal. Including Tax Lot 100 within the proposed expansion would result in a net savings of approximately 3.6 acres of Class II soils, but would result in a net loss of approximately 1.2 acres of Class I soils. The advantages for urban development that inclusion of Tax Lot 500 provides, such as its location adjacent to developed residential areas and the availability of connections to the existing transportation system from Hemlock and Grove avenues and Winfield Street, are mitigating factors that compensate for a net loss of 2.4 acres of Class II soils.

Table I shows a number of parcels located directly adjacent to the existing Gervais UGB that were eliminated from consideration as possible expansion areas due to their large size. All of these parcels are comprised of a mixture of Class II Amity silt loam (Am), Class II Woodburn silt loam (WuA), and Class III Concord silt loam (Co) soils.

Table II shows the soil characteristics of these larger properties that were excluded from consideration for possible UGB expansion due to their size. The soils data shows that these properties are comprised predominantly of Class II and Class III soils, which is similar to the predominant soil types found in the proposed expansion area.

**Table 11**  
**Soil Types – Properties Excluded from UGB Analysis**  
**Due to Size**

Map number/Tax Lot	Soil Type	Soil Class	Percent	Acres
052W25/1700	Woodburn silt loam (WuA)	II	48.8	26.3
	Concord silt loam (Co)	III	39.3	21.2
	Amity silt loam (Am)	II	6.4	11.8
052W23/2300	Concord silt loam (Co)	III	69.8	19.6
	Amity silt loam (Am)	II	30.1	8.5
052W23/2500	Amity silt loam (Am)	III	70.3	28.7
	Dayton silt loam (Da)	IV	27.7	11.3
	Concord silt loam (Co)	II	2.1	0.8
052W26/600	Concord silt loam (Co)	II	72.0	74.3
	Amity silt loam (Am)	II	28.0	28.9

Source: Marion County GIS

An area of Class IV soils is located on Tax Lot 2500. This property is not located directly adjacent to the existing UGB and the area of Class IV soils present on this property is located more than 1,000 feet from the existing UGB. Including this area within the proposed expansion would not be practical based on the relatively small size of the proposed expansion and the desire to maintain a compact urban form. This area will receive first consideration at some time in the future if the city's population growth necessitates an additional expansion of the UGB.

Table 12 shows the three smaller parcels located north of the existing UGB, which were excluded due to size and the presence of an existing residence on Tax Lot 500. Given the development limitations of these properties it is not practicable to include these areas of Class II soils within the proposed expansion in lieu of tax lots 200 and 500 which have Class II soils, but which offer greater potential for future residential development.

**Table 12**  
**Soil Types – Properties Excluded from UGB Analysis**  
**Due to Size Limitations**

Map number/Tax Lot	Soil Type	Soil Class	Percent	Acres
052W26AB/300	Concord silt loam (Co)	III	100.0	3.5
052W26AB/500	Concord silt loam (Co)	III	100.0	0.9
052W26AB/600	Concord silt loam (Co)	III	99.7	0.9
	Amity silt loam (Am)	II	0.3	0.0

Source: Marion County GIS

Given the soils in proximity to the existing UGB, any proposed expansion would some impact to agricultural soils. However, the proximity to existing residential areas and street networks as well as the relatively small size of the parcels to be included within the boundary, while leaving larger tracts of

agricultural land adjacent to the city, which are also comprised of high-value agricultural soils, unaffected are mitigating factors which justify the proposed expansion.

*(7) Compatibility of the proposed urban uses with nearby agricultural activities which includes rural lands that have not been built upon shall be reviewed by the governing body, utilizing the same factors applicable to the establishment or change of urban growth boundaries.*

**Findings:** The proposed expansion area north of the existing UGB is separated from several agricultural parcels by the Southern Pacific Railroad on the east and Sixth Street on the west. Tax Lot 1700, Assessor Map 052W25 is located east of this proposed expansion area across the Southern Pacific Railroad right-of-way. This is a 53.9-acre property that is currently in hay production.

West of this proposed expansion area across Sixth Street is Tax Lot 2500, Assessor Map Number 052W23/2500, which is a 40.83-acre parcel, also used for hay production. The southern property line of this property has long abutted the existing UGB with no apparent conflicts with urban uses.

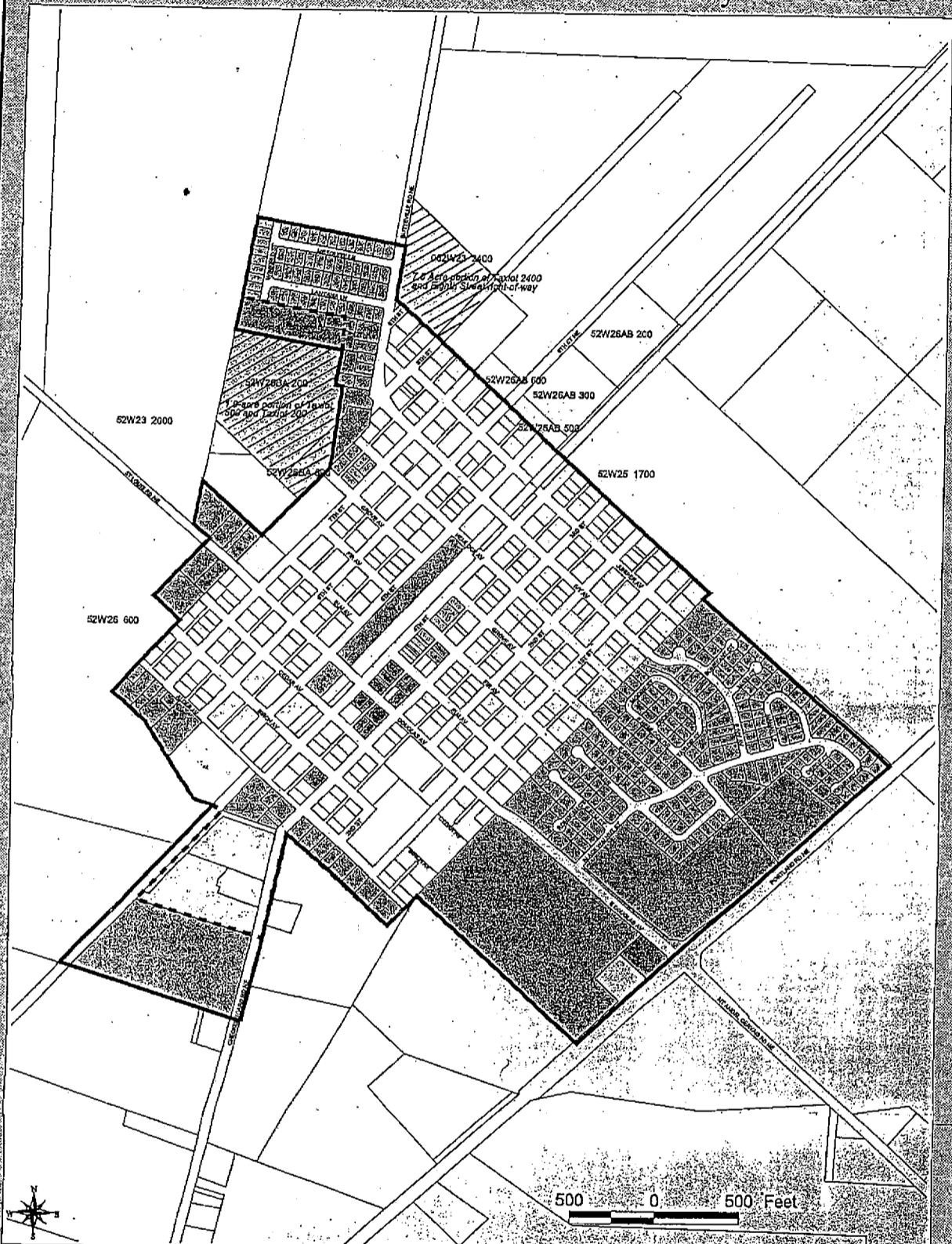
This proposed expansion area also abuts Tax Lot 300, Assessor Map Number 52W26AB, which is located directly north of the expansion area. This property is approximately 3.81 acres in size and is used for grazing.

The proposed expansion area west of the existing UGB is surrounded on the north, south, and east by urban residential uses. On the west, the property is bordered by Tax Lot 600, Assessor Map Number 052W26. This is a 103.2-acre property that is currently used for hay production. This property extends around and abuts a portion of the southern edge of the existing UGB

Most of the impacts associated with residential development within the proposed expansion areas will be concentrated in the immediate vicinity or within the urban area. Quiet, residential neighborhoods within the city have long co-existed with neighboring agricultural activities with no apparent conflicts.

Based on the long-term compatible relationship between residential use in Gervais and adjacent farm uses, and the size and scope of the proposed expansion, the development of urban residential uses within the proposed expansion area will be compatible with nearby agricultural activities.

# City of Gervais



## Proposed UGB Expansion

<ul style="list-style-type: none"> <li> City Limits</li> <li> Urban Growth Boundary</li> <li> Taxlots</li> <li> Proposed Expansion Areas</li> </ul>	<p><b>Zoning</b></p> <ul style="list-style-type: none"> <li> Residential District R1</li> <li> Residential District R2</li> <li> Commercial General</li> <li> Commercial Retail</li> <li> Commercial Retail/Industrial</li> <li> Light Industrial</li> <li> Urban Transitional Farming</li> </ul>
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Mid-Willamette Valley Council of Governments, 105 High Street SE, Salem, OR 97301 (503) 588-6177 [www.mwvcog.org](http://www.mwvcog.org) [www.cityofgervais.org](http://www.cityofgervais.org) 11/09/05

This map is illustrative and is only to be used for planning purposes.





City of Gervais  
January 20, 2006

Description of a 7.00 acre parcel of land to be annexed to the City.

Beginning at a point on the easterly line of Eighth Street at its intersection with the southerly line of Lot 19, WM. J. CLARKE'S ACREAGE TRACTS as said subdivision is platted and recorded in Book of Town Plats for Marion County, Oregon, and being situated in the Northeast Quarter of Section 26 and the Southeast Quarter of Section 23, Township 5 South, Range 2 West of the Willamette Meridian in Marion County, Oregon;

thence North 48°48' West along the southerly line of said Lot 19 and along the southerly line of Lots 22 and 23 of said Subdivision, a distance of 400.68 feet to the easterly right-of-way line of Butteville Road N.E.;

thence North 07°09' East along said right-of-way line, a distance of 635.73 feet;

thence South 48°48' East 757.10 feet to a point on the easterly line of said Eighth Street;

thence South 41°15' West along said Easterly line, a distance of 526.73 feet to the Point of Beginning.

Contains 7.00 acres of land, more or less.

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