



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

[www.lcd.state.or.us](http://www.lcd.state.or.us)

## AMENDED NOTICE OF ADOPTED AMENDMENT

January 15, 2008

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 009-07



The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

### **DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: February 1, 2008**

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

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 ABOVE DATE SPECIFIED.**

Cc: Doug White, DLCD Community Services Specialist  
Gary Fish, DLCD Regional Representative  
Jason Locke, DLCD Regional Representative  
Les Sasaki, Marion County

<paa> ya/

PROP **2**

# DLCD

## Notice of Adoption

THIS FORM **MUST BE MAILED** TO DLCD  
**WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION**  
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

In person  electronic  mailed

DATE  
STAMP

**DEPT OF**

**JAN 11 2008**

**LAND CONSERVATION  
AND DEVELOPMENT**

For DLCD Use Only

Jurisdiction: **Marion County**

Local file number: **LA 07-2**

Date of Adoption: **1/9/2008**

Date Mailed: **1/11/2008**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: **8/24/2007**

- |  |  |
|--|--|
| <input type="checkbox"/> Comprehensive Plan Text Amendment | <input checked="" type="checkbox"/> Comprehensive Plan Map Amendment |
| <input type="checkbox"/> Land Use Regulation Amendment     | <input checked="" type="checkbox"/> Zoning Map Amendment             |
| <input type="checkbox"/> New Land Use Regulation           | <input checked="" type="checkbox"/> Other: <b>UGB Amendment</b>      |

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 Aumsville Comprehensive Plan amendments including a 43.5 acre UGB expansion for industrial lands; an industrial policy restricting conversion of land within the amendment area; and Plan map redesignation and County rezoning of properties included in the UGB amendment.

Does the Adoption differ from proposal? Yes, Please explain below:

The original proposal involved a UGB expansion of 41 acres. The adopted amendment involves a 43.5 acre UGB expansion in order to include the entire road rights-of-way adjacent to the proposed expansion properties within the UGB, rather than partial rights-of-way.

Plan Map Changed from: **"Special Agriculture"** to: **City of Aumsville "Industrial"**

Zone Map Changed from: **SA (Special Agriculture)** to: **UTF (Urban Transition/Farm)**

Location: **NW corner of Aumsville Highway and Olney Road** Acres Involved: **43**

Specify Density: Previous: **NA** New: **NA**

Applicable statewide planning goals:

- |                                     |                                     |                          |                          |                          |                          |                          |                          |                                     |                          |                          |                          |                          |                                     |                          |                          |                          |                          |                          |
|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>1</b>                            | <b>2</b>                            | <b>3</b>                 | <b>4</b>                 | <b>5</b>                 | <b>6</b>                 | <b>7</b>                 | <b>8</b>                 | <b>9</b>                            | 10                       | 11                       | 12                       | 13                       | 14                                  | 15                       | 16                       | 17                       | 18                       | 19                       |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

**DLCD # 009-07 (16331)**

Yes  No

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No

**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

DLCD, OECD, ODA, City of Aumsville, Marion County

Local Contact: **Les Sasaki**

Phone: (503) 588-5038 Extension: 4068

Address: **PO Box 14500**

Fax Number: 503-589-3284

City: **Salem**

Zip: **97309-5036**

E-mail Address: **lsasaki@co.marion.or.us**

## **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 Complete Copies** (documents and maps) 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. **Electronic Submittals:** At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: **webserver.lcd.state.or.us**. To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing **mara.ulloa@state.or.us**.
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 now access these forms online at **<http://www.lcd.state.or.us/>**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax

**MARION COUNTY  
NOTICE OF ADOPTION**

**Legislative Amendment (LA) 07-2**

On January 9, 2008 the Marion County Board of Commissioners adopted and signed Ordinance No. 1257 which amended the Marion County Comprehensive Plan by concurring in and adopting City of Aumsville Comprehensive Plan amendments. The amendments include: an urban growth boundary expansion of 43.5 acres to meet industrial land needs; an industrial policy restricting the conversion of land within the UGB expansion area for non-industrial uses; redesignation of lands included within the UGB from a Marion County Comprehensive Plan designation of "Special Agriculture" to a City of Aumsville Comprehensive Plan designation of "Industrial"; and rezoning of lands included within the UGB from a Marion County Rural Zone Code designation of "Special Agriculture" (SA) to a Marion County Urban Zone Code designation of "Urban Transition/Farm" (UTF).

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 2150, 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)

Maryann Hills, City Administrator  
City of Aumsville  
595 Main Street  
Aumsville OR 97325

Harold White, Mayor  
City of Aumsville  
595 Main Street  
Aumsville OR 97325

Laurie Boyce  
City of Aurora  
21420 Main Street NE  
Aurora OR 97002

Christine Pavoni  
City of Detroit  
PO Box 589  
Detroit OR 97342

Janet Lane, City Administrator  
City of Donald  
PO Box 388  
Donald OR 97020

Judy Downer  
City of Gates  
PO Box 577  
Gates OR 97346

Donna Martin  
City of Gervais  
PO Box 329  
Gervais OR 97026

Vickie Nogle  
City of Hubbard  
PO Box 380  
Hubbard OR 97032

Wenonah Ammon  
City of Idanha  
PO Box 430  
Idanha OR 97350

Cindy Buckner  
City of Jefferson  
PO Box 83  
Jefferson OR 97352

Chris Eppley, City Manager  
City of Keizer  
PO Box 21000  
Keizer OR 97307-1000

David Kinney, City Administrator  
City of Mill City  
PO Box 236  
Mill City OR 97360

City Administrator  
City of Mt Angel  
PO Box 960  
Mt Angel OR 97362

Lorrie Biggs  
City of St Paul  
PO Box 7  
St Paul OR 97137

Glenn Gross, Planning Administrator  
City of Salem  
555 Liberty St SE, Room 305  
Salem OR 97301-3503

Katie Martin  
City of Scotts Mills  
PO Box 220  
Scotts Mills OR 97375

Brian Cosgrove, City Manager  
City of Silverton  
306 S Water Street  
Silverton OR 97381

Chris Childs, City Manager  
City of Stayton  
362 N 3<sup>rd</sup> Avenue  
Stayton OR 97383

Carrie Adams  
City of Sublimity  
PO Box 146  
Sublimity OR 97385

David Sawyer, City Administrator  
City of Turner  
PO Box 46  
Turner OR 97392

John Brown, City Manager  
City of Woodburn  
270 Montgomery Street  
Woodburn OR 97071

Richard and Ruth Schaefer  
8593 Olney St SE  
Salem OR 97317

Jason Locke  
Dept Land Conservation and Dev  
635 Capitol St NE, Suite 150  
Salem OR 97301-2540

Suzanne Dufner  
MWVCOG  
105 High Street SE  
Salem OR 97301-3667

Gary Fish  
Dept Land Conservation and Dev  
635 Capitol St NE, Suite 150  
Salem OR 97301-2540

James Johnson  
Dept of Agriculture  
635 Capitol St NE  
Salem OR 97301-2532

Sid Friedman  
1000 Friends of Oregon  
189 Liberty St NE, #307A  
Salem OR 97301

Roger Kaye  
Friends of Marion County  
PO Box 3274  
Salem OR 97302

Don Kelley, Attorney at Law  
Kelley, Kelley, Doyle  
110 N Second Street  
Silverton OR 97381

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 plan and plan map amendments ) LA 07-2  
to the City of Aumsville Comprehensive )  
Plan including a 43.5 acre Urban Growth )  
Boundary expansion to meet industrial land )  
needs; an industrial policy restricting the )  
conversion of land within the amendment )  
area; rezoning of land in the amendment )  
area; and declaring an emergency. )

ORDINANCE NO. 1257

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 Aumsville Comprehensive Plan, including an Urban Growth Boundary amendment, redesignation and rezoning of properties included within the amended Aumsville urban growth boundary, and an industrial policy restricting the conversion of land within the amendment area.

**SECTION 2. AUTHORIZATION**

The Marion County Board of Commissioners initiated the legislative amendment to the Marion County Comprehensive Plan by Resolution No. 07-22R dated September 12, 2007. The legislative amendment came before the Board at the request of the City of Aumsville for concurrence in and adoption of plan 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 May 12, 1986 Urban Growth Boundary and Policy Agreement executed between Marion County and the City of Aumsville that established 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 October 17, 2007 and continued the public hearing on December 19, 2007 for which proper 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 public hearing record. The amendments to the Marion County

Comprehensive Plan by adopting plan and plan map amendments to the City of Aumsville Comprehensive Plan along with a 43.5 acre urban growth boundary amendment to meet industrial land needs and an industrial policy to restrict the future conversion of the boundary amendment lands to non-industrial use, are based on consideration and analysis of information and findings regarding the amendments adopted by the City of Aumsville. The County's adoption of the amendments to the City of Aumsville Comprehensive Plan is necessary for the application of the County's regulations within the urban growth area of the Aumsville urban growth boundary. The evidence and findings to support the County concurrence and approval of the amendments (Exhibit A) and the City of Aumsville justification and findings for the Comprehensive Plan amendments (Exhibit B) are by reference a part of the record and this Ordinance.

The City of Aumsville Comprehensive Plan amendments address provisions for an urban growth boundary expansion to accommodate industrial land needs along with an industrial land use policy to restrict the conversion of such lands to other uses. Land needs for the Aumsville Comprehensive Plan amendments are based on the provision of additional industrial lands to meet the expansion needs of businesses in the community as identified in the City's 2002 Economic Opportunities Analysis (EOA) and by the lack of suitable, developable industrial lands to meet this specific need from the City's 2006 buildable industrial lands inventory. The EOA which is a component of the updated Urbanization Element of the City's Comprehensive Plan, sets forth the economic development strategy for the community of providing industrial land at the interchange to accommodate the target industry of warehousing and distribution activities, and providing industrial lands in proximity to existing businesses for the expansion and development of these industries. The inclusion of an industrial policy to restrict future conversion of the urban growth boundary amendment lands results from a need to address the prior conversion of industrial lands within the City that created the current shortage of developable industrial lands to meet the expansion needs of existing businesses.

The redesignation of lands included in the boundary expansion from a Marion County designation to a City of Aumsville Comprehensive Plan designation of "Industrial" and the rezoning of these lands from a Marion County rural zoning designation of "Special Agriculture" (SA) to a County urban zoning designation of "Urban Transition/Farm" (UTF), is a part of the growth boundary amendment process. The rezoning provides for an interim or urban transitional County zoning designation that allows for continued agricultural use of the property until the land is annexed to the City, rezoned consistent with the City's Comprehensive Plan designation, and developed with urban land uses.

The 43.5 acre UGB expansion includes 39.7 acres of property and 3.8 acres of street right-of-way to allow the entire adjoining rights-of-way along Olney Road and Aumsville Highway/11<sup>th</sup> Street to be included within the boundary rather than only the half rights-of-way of these streets measured to the current centerlines. Additional findings to address County concerns as to the transportation system impacts within the area of the industrial land expansion were provided to meet requirements under the Statewide Land Use Planning Goals and Administrative Rules for UGB amendments.

The City of Aumsville Comprehensive Plan amendments conform with the requirements under ORS Chapter 197 and the Statewide Land Use Planning Goals and Administrative Rules for amendments to the comprehensive plan and changes to the urban growth boundary; with ORS Chapter 195 for county coordination with local comprehensive plan activities; the Marion

County Comprehensive Plan Urbanization Element and Growth Management Framework; and City of Aumsville/Marion County Urban Growth Boundary and Policy Agreement on coordination with cities on growth management and plan amendments and boundary changes. The City of Aumsville Comprehensive Plan and Urban Growth Boundary were initially adopted by Marion County on May 2, 1979 (Ordinance No.535) and acknowledged by the Land Conservation and Development Commission (LCDC) in May 1979. Amendments to the City of Aumsville Comprehensive 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 Aumsville Comprehensive Plan amendments including a 43.5 acre urban growth boundary amendment and an industrial land use policy, provides for a coordinated review, concurrence in, and the uniform application of urbanization policies regarding land use matters affecting properties included within the Aumsville urban growth boundary. The amendments are consistent with the provisions of the intergovernmental coordination agreement between Marion County and the City of Aumsville. The Board further finds that the amendments are in compliance with applicable 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 amended City of Aumsville Comprehensive Plan for application in the area within the urban growth boundary that lies outside the city limits. The Marion County Comprehensive Plan map is amended to include a 43.5 acre urban growth boundary expansion for industrial land and changes in the Plan designation of those properties added to the boundary and within the urban growth area as depicted on the map 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 map set forth in Exhibit A.

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

Those portions of Marion County Ordinance No. 535 adopting a City of Aumsville Urban Growth Boundary and a Comprehensive Plan for the area outside the city but within the growth boundary, and subsequent amendments pertaining to the City of Aumsville Comprehensive Plan (Ordinance No.1154), are hereby repealed or amended as set forth in this Ordinance through the adoption of the City of Aumsville Comprehensive Plan 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. 535 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 adoption of plan and plan map amendments to the City of Aumsville Comprehensive Plan including an urban growth boundary amendment 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 9th day of January 2008.

MARION COUNTY BOARD OF COMMISSIONERS

  
Chair

  
Recording Secretary

**JUDICIAL NOTICE**

Oregon Revised Statutes (ORS) Chapter 197.380 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 07-2):**

**City of Aumsville Comprehensive Plan Amendments –**

**Growth Boundary Amendment,**

**Industrial Policy Amendment,**

**Redesignation and Rezoning of Properties Added to the UGB**

## EXHIBIT A

### **EVIDENCE AND FINDINGS MARION COUNTY COMPREHENSIVE PLAN AMENDMENT (LA 07-2): CITY OF AUMSVILLE COMPREHENSIVE PLAN AMENDMENTS**

#### BACKGROUND

This matter comes before the Marion County Board of Commissioners at the request of the City of Aumsville for concurrence in and adoption of amendments to the Aumsville Comprehensive Plan. The City has held public hearings on the amendments to its Plan and approved ordinances on the proposed plan amendments that would become effective following concurrence and adoption of the City's proposed amendments by Marion County.

The City of Aumsville adopted its Comprehensive Plan in November 1977. The Marion County Board of Commissioners adopted the Aumsville Urban Growth Boundary and Comprehensive Plan for the area outside the city but within the boundary on May 2, 1979 (Ordinance No. 535). The Land Conservation and Development Commission (LCDC) acknowledged the City of Aumsville Comprehensive Plan on May 3, 1979.

Marion County and the City of Aumsville entered into an Urban Growth Boundary and Policy Agreement (UGBPA) on June 7, 1978, which agreement was revised and updated and a new UGBPA dated May 12, 1986 was signed and executed. 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 comprehensive plan and to adopt those provisions for application within the urban growth area (the area within the urban growth boundary outside the city limits). Such provisions include urbanization policy changes, plan map amendments affecting properties in the urban growth area, and urban growth boundary changes.

The City of Aumsville updated its comprehensive plan through the periodic review process during the mid 1980's and received its completion order from DLCD in October 1986. The City began its next periodic review of its comprehensive plan in 1996 with an approved work program and completed its periodic review work tasks in October 2003, resulting in the City of Aumsville 1999 Comprehensive Plan update along with amended zoning and development ordinances. Marion County reviewed and approved the City's amendments to the comprehensive plan and a clarification of the urban growth boundary in the southeast portion of the community, on January 9, 2002 (Ordinance No. 1154).

During the City's public hearings process on the current amendments to its Plan, County Planning staff submitted comments on the amendment proposal in particular, additional analysis on boundary location alternatives and the need for a plan policy to restrict the conversion of proposed industrial lands for non-industrial uses. The City addressed the main concerns identified by staff and revised the amendment proposal through the local hearing process to the current amendment package submitted for County approval. On September 12, 2007 the Board of Commissioners approved Resolution 07-22R initiating the review process to amend the Marion County Comprehensive Plan by adopting the City of Aumsville Comprehensive Plan amendments and setting a public hearing date to receive testimony on the proposed amendments. The Board held a public hearing on October 17, 2007 and continued the hearing to December 19, 2007 to allow the City to modify its proposal to include the entire rights-of-way of adjoining streets and adequately address transportation system impacts.

## **CITY OF AUMSVILLE COMPREHENSIVE PLAN AMENDMENTS**

The City of Aumsville Comprehensive Plan amendments propose an urban growth boundary (UGB) expansion to include approximately 43.5 acres of land and street rights-of-way at the northwest quadrant of the intersection of Aumsville Highway and Olney Road, west of the existing city limits and urban growth boundary. The boundary amendment is proposed to address an identified need for general industrial land to accommodate the growth of the existing business base within the community. As part of the amendment proposal, the City is adopting a new Industrial Policy to its Comprehensive Plan that states the proposed UGB expansion lands shall remain designated and zoned for industrial uses to restrict the conversion of these lands to non-industrial use.

The original 41 acre UGB amendment area involved three parcels consisting of 3 acres, 5 acres and 33 acres. The 33 acre parcel was part of a 46 acre parcel that was divided in 1978 (Minor Partition Case 78-187) that created the 33 acre parcel and a 13 acre parcel. The Plan amendment proposal includes a plan map amendment from a Marion County Comprehensive Plan designation of "Special Agriculture" to a City of Aumsville Comprehensive Plan designation of "Industrial." Inclusion of the 41 acres in the Aumsville UGB will also involve a zone change for the properties from a Marion County Rural Zoning designation of SA (Special Agriculture) to a County Urban Zoning designation applicable to properties in transition from a resource-zoned use to urban use. A City zoning designation would be applied to the property when it is annexed to the City.

### **Urban Growth Boundary Amendment**

The City of Aumsville is proposing an urban growth boundary amendment to expand the boundary by 41 acres to accommodate a specific need for local employment and general industrial land that is not met by the current industrial land inventory within the urban growth boundary.

#### **1. City of Aumsville Industrial Land Inventory**

The City conducted an updated buildable lands inventory in 2006 that focused on industrial lands to provide the necessary information to support the plan amendment proposal. The inventory looked at the vacant industrial land supply by parcel size, use of industrial lands within the city, the amount of buildable industrial land that is not constrained by development limitations, and the location of industrial lands within the community. Improved mapping data and GIS (Geographic Information System) information was utilized to update the lands inventory.

When the 1999 City of Aumsville Comprehensive Plan was adopted in 2001, the Plan had approximately 142 acres of designated industrial land within the urban growth boundary of which 36 acres were developed/partially developed, primarily along Olney Road and Aumsville Highway in the area south and west of the City sewage treatment lagoons. Since the adoption of the 1999 Plan, there have been several actions that have had an effect on the industrial land supply in the Aumsville UGB:

- Approximately 12.6 acres along Aumsville Highway, west of the sewage lagoons/pond and south of Beaver Creek in the northwest corner of the boundary was redesignated from "Public" to "Industrial."
- The construction of the Aumsville interchange on State Highway 22 involved the use of "Industrial" designated property for interchange/ramp right-of-way and drainage purposes.
- In 2003, the City approved a 39 acre plan change/zone change from "Industrial" to "Residential Multi-Family" for Willamette Valley Baptist Church for development of a church, school, retirement homes and a college with ancillary facilities.
- In 2005, the City converted approximately 66 acres of "Industrial" designated land around the interchange to a new Interchange Development (ID) designation/zone to provide flexibility for

development in the interchange area by allowing for commercial uses, highway related businesses and industrial uses that would be subject to design standards aimed at creating an attractive entrance to the City from the highway interchange.

The updated industrial lands inventory indicates that none of the 66 acre Interchange Development (ID) zoned properties have developed under either the prior "Industrial" or the current "Interchange Development" designations. The other "Industrial" designated lands that are mostly located within the city limits, are currently nearly all developed. The industrial lands inventory identified four (4) vacant parcels and three (3) partially developed parcels that comprise approximately 27 acres of vacant land, however, due to environmental constraints (floodplain) and other limiting factors (parcel size and configuration) it was determined that only about 2 acres of the 27 acres is considered developable.

The annual absorption of the existing industrial land supply through industrial development within Aumsville has been minimal (less than an acre a year) which is also reflected in the projected consumption and development for industrial use in the City's Economic Opportunities Analysis of 17 additional acres during the 20-year planning period. The industrial land inventory indicates that there are 10 industrial sites developed within the City that comprise approximately 39 acres.

## 2. City of Aumsville Economic Opportunities Analysis (EOA)

The City completed an Economic Opportunities Analysis (EOA) in 2002, a requirement under Statewide Planning Goal 9 – Economic Development for jurisdictions looking at industrial land needs and a possible urban growth boundary expansion to meet projected economic growth opportunities. The conclusions from the 2002 EOA were that the current UGB had available sites both in location and quantity to meet the expected land needs of target industries identified in the EOA. The Aumsville EOA industrial growth forecast and economic development plan is directed toward the expansion of existing businesses in general industrial zoned areas and identification of warehousing and distribution as a target industry to be accommodated within the interchange area due to the improved access to Highway 22.

As stated previously, the EOA estimates the development of 17 acres of industrial land within the planning period and that this development should be targeted at the expansion of existing businesses within the community. This analysis forms the basis of the City's industrial land need determination strategy of providing for an inventory of industrial site sizes that is reflective of existing industrial development within the city.

## 3. City of Aumsville Industrial Land Needs

The City industrial land inventory and EOA lay the foundation for the economic development strategy being utilized to determine the industrial land needs for the community. The strategy focuses the location of target industries identified in the EOA (i.e. warehouse and distribution uses) and highway related businesses on the Highway 22 interchange lands (66 acres that are designated Interchange Development) where adopted design standards for the area will improve this gateway corridor of the City. The other land need identified is to accommodate the expansion potential of existing businesses within the community through the location of additional industrial lands in proximity to developed industrial lands and uses.

The industrial land inventory identified 2 acres of developable industrial land out of approximately 27 acres of vacant industrial land within the UGB, due to environmental constraints and other development limitations. The City looked at other vacant commercial and residential lands within the UGB for possible conversion and addition to the industrial land inventory, and were not able to identify suitable locations to meet the need due to small parcel sizes, locations adjacent to residential developments, no access to major roadways, and environmental constraints that limit development.

To meet the industrial land needs for potential expansion of existing businesses and the establishment and redevelopment of local industrial uses and lands, the City identified suitable site characteristics for additional industrial lands. These site characteristics included: ability to provide public facilities and services; locations adjacent to or in proximity to existing industrial lands; access to major roadways; at least one parcel over 20 acres in size; and limited environmental constraints to development.

The City analysis of industrial land needs utilized the provisions under Goal 9 and Goal 14 of providing for an adequate supply of sites of suitable sizes to accommodate a variety of industrial uses and the expansion of existing businesses. Due to the limited amount of industrial development within the City, the need analysis categorized the existing developed industrial sites into acreage site ranges and used the amount of developed acreage and average site sizes to determine land needs. There are 10 developed industrial sites utilized in the analysis that total approximately 39 acres with average site sizes ranging between 0.9 acres and 19 acres. The needs assessment determined that an additional four sites (site size categories of 1 acre, 3 acres, 10 acres and 20 acres and including an additional 25% of land for public improvements) totaling 42 acres would accommodate the industrial land need focused on providing lands for the expansion of existing businesses.

The UGB amendment proposal is for an additional 41 acres of land designated for industrial use. The industrial land inventory indicates a current supply of 2 acres of developable industrial land to accommodate existing business expansion needs. The City's determination of industrial land need is consistent with the evaluation and analysis required under Goal 9 and Goal 14 to determine need and provide for an adequate supply of sites of varying sizes that also meet the location characteristics identified to support the expansion of businesses within the community. The availability of the 66 acres of interchange development land to accommodate the target industries in the City's EOA provide for the land needs identified for that part of the economic development strategy of the City's plan.

#### 4. Consistency with City of Aumsville Comprehensive Plan Goals and Policies

The City of Aumsville UGB and Plan map amendment proposal addresses the applicable goals and policies of the Aumsville Comprehensive Plan. The City's proposal contains findings pertaining to: the review procedures for plan map amendments; conformance with the comprehensive plan including the industrial policies listed under the Land Use provisions of the plan; whether there was a mistake or an update needed in the plan map; changes in the conditions in the planning area since the adoption of the current plan map; whether the plan amendments will interfere with the development or value of other land in the vicinity of the changes; whether the amendments will be detrimental to the general interest of the city and that there is a public need for the amendments; whether there is other appropriately zoned property that could be utilized; the impact and adequacy of the existing and future capacity of public facilities; compliance with applicable state and federal laws and regulations including the Statewide Planning Goals; and compliance with intergovernmental agreements between the city and the county. The City's findings to support the UGB/Plan map amendments meet the applicable decision criteria identified for the proposed amendments, as provided for in the Aumsville Comprehensive Plan.

#### 5. Goal 14 Factors Applicable to Urban Growth Boundary Amendments

Goal 14 sets forth location factors for evaluating alternative UGB locations for changes to the urban growth boundary that must also be consistent with ORS 197.298 that establishes the priority of lands to be considered for inclusion within the UGB. Location factors under Goal 14 evaluate: the efficient accommodation of identified land needs; the orderly and economic provision of public facilities and services; comparative

environmental, energy, economic and social consequences; and compatibility of proposed uses with surrounding agricultural activities outside the urban growth boundary.

The City's findings and analysis for the proposed UGB amendment address the location factors under Goal 14 in determining the necessary land suitable to accommodate the identified industrial land need. The Goal 14 factors are cited in the City's comprehensive plan and are the factors contained in Goal 14 prior to the April 2006 LCDC Goal 14 amendments. The City utilized the prior Goal 14 factors being they were the ones in effect when the plan amendment process was being considered by the City. The land need was determined using the Goal 9 – Economic Development guidelines to provide for an inventory of available lands suitable to meet the City's economic development strategy.

The City currently has a population of around 3,200 with a year 2020 projection of just over 5,000. The continued expansion of the industrial base of the City is needed to create employment opportunities for its growing population. The proposed amendment properties are located adjacent to existing developed industrial areas within the city that allow for the efficient extension of public facilities to serve the area and the possible expansion and/or redevelopment of existing businesses within this established industrial area of the community. The location of the amendment area in proximity to Aumsville Highway/11<sup>th</sup> Street and the major circulation roadways in the city and county, will reduce traffic impacts on non-industrial areas and streets within the community. The types of industries being targeted for the proposed expansion area have been identified as primarily natural resource based industries that have been determined by the City to be compatible with the surrounding agricultural activities and lands in the proposed expansion area. The City's findings which also address the statewide planning goals, meet the UGB amendment factors under Goal 14 that are also provided as decision criteria for growth boundary change amendments within the City's comprehensive plan.

#### 6. Urban Growth Boundary Location Factors and Consistency with ORS 197.298

ORS 197.298 provides a hierarchy of land for inclusion within a boundary with first priority to designated urban reserve land; second priority to exception areas or non-resource land; third priority is for land designated as marginal land; fourth priority is land designated for agriculture or forestry with higher priority given to land of lower capability as measured by a soil classification system or cubic foot production site class.

The City's findings and analysis for the proposed UGB amendment under the Goal 14 factors cited above under Item 5 also address the priority of land provisions under ORS 197.298 with regard to the fourth priority of lands for inclusion based on soil classification capability since the City does not have urban reserve lands, exception areas, or marginal lands adjacent to the current UGB that could meet the identified industrial land need. The Aumsville UGB is surrounded by lands containing high capability soils (Class II, III and IV) designated for agricultural use, though areas to the north separated from the UGB by Highway 22, were not considered as part of the analysis. The locational analysis identified 36 parcels adjacent to the UGB that were considered in order to meet the need for 41 acres of industrial land to accommodate the expansion of the City's existing industrial business base. The soils capability classification of these parcels were considered in conjunction with identified site characteristics for the industrial land needs (i.e. serviceability, proximity to existing industrial lands, access to major roads, one parcel over 20 acres, compatibility with surrounding uses, minimal limitation to development) to determine possible parcels for inclusion in the boundary. The 41 acre proposed expansion area consists of three parcels consisting of 3 acres, 5 acres and 33 acres, located west of the City's existing industrially developed area across Aumsville Highway and along the north side of Olney Road. The 3 acre parcel contains Class III soils, the five acre parcel contains a mix of Class II, III and IV soils, and the 33 acre parcel is predominantly Class III soils with areas of Class II and IV soils.

The City's original analysis under the provisions of ORS 197.298 was an area of the UGB amendment locational analysis that County staff indicated needed additional findings. County staff worked with the City's planning consultant to provide soils data and analysis to support the City's amendment proposal and meet the location factors and considerations under Goal 14 and ORS 197.298. The current plan amendment proposal contains the additional data and findings to justify the UGB amendment as required under the provisions of Goal 14 and ORS 197.298.

7. Marion County/City of Aumsville Urban Growth Boundary and Policy Agreement (UGBPA) and Consistency with the Marion County Comprehensive Plan

Marion County and the City of Aumsville maintain an intergovernmental agreement that is a procedural document specifying requirements for the establishment of UGBs, UGB amendment procedures, urbanization policies for lands outside the city but within the UGB, review and notice procedures for development proposals and plan amendments, and the establishment of areas of mutual planning concern existing outside of the UGB. This agreement was executed between the County and the City as an implementation tool for the comprehensive plans adopted by each jurisdiction. The current agreement between the County and the City has been in place since May 1986.

The City of Aumsville UGB amendment proposal addresses the applicable procedures for UGB amendments and the Urbanization policies cited in the agreement that apply to UGB amendments. The Urbanization policies within the UGBPA are consistent with the policies contained in the Urbanization Element of the Marion County Comprehensive Plan. The proposal also addresses the conversion of land to urban uses cited under the agreement regarding the orderly and economic provision of public facilities and services and the availability of sufficient land for various uses. The provisions of the UGBPA for amending the UGB require consideration of the factors cited under Statewide Planning Goal 14. The City proposal provides findings to address these requirements and is consistent with the applicable policies and procedural requirements within the City/County UGBPA pertaining to UGB amendments.

The Growth Management Framework 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 Aumsville is not updating its Comprehensive Plan where text, goal and policy amendments pertaining to urbanization are being considered and the proposed UGB amendment is not part of the City's periodic review of its Plan. The UGB amendment is being proposed to address an industrial land need that is not met by the existing inventory of lands within the City's comprehensive plan and UGB, and does not involve changes to existing urbanization policies within the plan. An updated or revised intergovernmental agreement is not required at this time under the County's Framework policy.

The County Growth Management Framework provides coordination guidelines with regard to Economic Development that cities may utilize to be consistent with the County Comprehensive Plan when proposing an urban growth boundary amendment. The City amendment proposal is consistent with the Framework guidelines to identify the capacity of local employment uses through an inventory of industrial lands; provides for forecasted jobs and land needs by conducting an economic opportunities analysis to develop an economic development strategy that focuses on the economic growth and development opportunities of the community; and coordinates with the County to provide information to support development of a sustainable economy within areas of the County.



### **Aumsville Comprehensive Plan Industrial Policy Amendment**

The City of Aumsville Plan amendment proposal involves a new industrial land policy of the Comprehensive Plan that addresses the issue of conversion of the proposed 41 acres of industrial lands to non-industrial use. Due to the City's prior actions that resulted in the conversion of designated industrial lands to a residential designation and the modification of other industrial lands to an interchange development designation, Marion County and Department of Land Conservation and Development staff provided comments to the City during its local review and adoption process, that the City needs to adopt a policy or other measures that ensure needed industrial land being identified is not converted to other uses. The City concurred with this concern raised by staff and chose to adopt a new industrial policy within the comprehensive plan to address this issue.

The new Comprehensive Plan Industrial Policy that has been adopted by the City is as follows:

*Property located adjacent to the northwest corner of the intersection of Aumsville Highway and Olney Road shall remain designated, and zoned, for industrial uses as a means to ensure an adequate supply of land to meet anticipated industrial land use needs.*

The new policy addresses the concerns raised by County staff during the local review and adoption process on the future conversion of the proposed 41 acres of industrial land for non-industrial use. The inclusion of a policy that restricted the conversion of industrial lands was a critical piece of the UGB amendment proposal for additional industrial lands that was necessary to allow the amendment proposal to be supported by staff from the County and DLCD.

### **Redesignation and Rezoning of Properties added to the Urban Growth Boundary**

The 43.5 acres of property proposed to be added to the Aumsville Urban Growth Boundary is currently designated "Special Agriculture" in the Marion County Comprehensive Plan and zoned SA (Special Agriculture). Should the 43.5 acres be included within the Aumsville UGB for future industrial land development purposes, the "Special Agriculture" rural land designation in the County which applies to lands outside of urban growth boundaries will be replaced with a City of Aumsville Comprehensive Plan urban land use designation of "Industrial" to distinguish between the projected urban use of the property and rural lands outside of the amended urban growth boundary.

The 43.5 acres of property to be included within the UGB also needs to be rezoned from the current County rural zone code designation of SA (Special Agriculture) 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 to 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 industrial use.

## **PUBLIC COMMENTS**

Notice of the proposed UGB/Plan amendments were provided to the 19 other cities within the County, public agencies, advisory groups, interested persons and property owners within the notice area of the affected properties. Notice of the public hearing and amendment proposal was also provided to the Stayton Mail and Statesman Journal newspapers. No written testimony was submitted to the hearing record on this matter.

Marion County Planning staff and DLCDC staff met with the City and its planning consultants on various occasions during the local plan amendment process. Staff reviewed amendment materials, provided data assistance, and submitted comments for consideration by the City. DLCDC submitted comments into the City's plan amendment approval process record that raised similar concerns to those expressed by County staff.

Marion County Public Works/Transportation Engineering section reviewed the amendment proposal and provided comments. The comments raised the following items with regard to transportation in the area of the proposed urban growth boundary expansion:

1. There should be, at a minimum, a cursory look at the transportation system to see if any County facilities will be reduced below minimum acceptable performance standards as a result of the proposal. A traffic study that looks at potential impacts as a result of development of the expansion area will be required.
2. Transportation facilities are public facilities and should be addressed in the findings as to whether the amendment will or will not over-burden the existing and future capacity of public facilities.
3. Access to arterials should be managed to protect the mobility function of the road as much as possible. Direct access to Aumsville Highway/11<sup>th</sup> Avenue will be prohibited. A system of internal roads should be identified to serve the proposed expansion area.
4. The entire Olney Road right-of-way should be included within the UGB, not just to the centerline of the road. Upon annexation of the adjacent properties, the City is expected to take over jurisdiction of Olney Road.

## **OCTOBER 17, 2007 PUBLIC HEARING: BOARD ACTION TO CONTINUE THE HEARING**

The Marion County Board of Commissioners held a public hearing on October 17, 2007. As a part of the hearing, the Board considered the comments by Marion County Public Works/Transportation Engineering of a policy issue on the inclusion of entire street rights-of-way within the urban growth boundary (UGB) rather than just to the centerline of the street, since a city is expected to take over jurisdiction of streets within the boundary upon annexation. The Board also considered the adequacy of the City's amendment proposal in addressing transportation system impacts resulting from the proposal as to both City and County transportation facilities.

The Board did not make a decision on the proposed amendments at the October 17 public hearing and continued the hearing to a future date pending City of Aumsville consideration and decision on the inclusion of the entire Olney Street and Aumsville Highway/11<sup>th</sup> Street rights-of-way within the UGB in the vicinity of the UGB expansion area properties; and provision of adequate findings on the impact to City and County transportation system facilities as required by State transportation planning goal and rule requirements applicable to growth boundary expansions.

**ADDITIONAL FINDINGS AND EVIDENCE**  
**DECEMBER 19, 2007 CONTINUED PUBLIC HEARING**

County staff provided the City with information to address the issues under consideration from the October 17, 2007 public hearing. The City of Aumsville considered revisions to the UGB amendment proposal at November 19, 2007 City Council meeting, took the necessary action to amend their original amendment proposal, and submitted the material to the County for approval as part of the public hearing process on the proposed amendments. The continued hearing date of December 19, 2007 was set at the request of the City of Aumsville and proper notice provided to all parties on the notice list for the original October public hearing

Marion County Public Works/Transportation Engineering section provided comments on the proposed City of Aumsville Comprehensive Plan /UGB amendments for the October 17, 2007 public hearing. The comments were considered and discussed by the Board during the public hearing and were the bases for the Board's action to continue the public hearing and allow the City of Aumsville to consider and take action to revise their amendment proposal prior to the Board making a decision on the proposed amendments. The Public Works comments/items from their memorandum dated September 13, 2007 are as follows along with how each item is addressed in the City's amendment proposal:

1. "The application addresses Goal 12 in a very minimal way. It does not address the points outlined in OAR 660-012-0060 to determine if the proposal would significantly affect the transportation facilities. There should be, at a minimum, a cursory look at the transportation system to see if any of the County facilities will be reduced below minimum acceptable performance standards as a result of the proposal. We require a traffic study to be conducted by a traffic engineer that looks at potential impacts as a result of the development of the expansion area. For information regarding the requirements of the study, please contact this office."

Findings: The proposed industrial land uses are consistent with the planned function and capacity of existing local and county transportation facilities within the expansion area. A change in the functional classification of an existing or planned transportation facility is not required due to the proposal. Olney Road in Marion County is classified as a "local street" in the Marion County Rural Transportation System Plan (RTSP) and Aumsville Highway/11<sup>th</sup> Street as a "major collector." The Street Plan within the Transportation Element of the Aumsville Comprehensive Plan classifies the portion of Olney Road within the urban growth boundary as a "collector street" and the Aumsville Highway/11<sup>th</sup> Street roadway as an "arterial street." The County RTSP and City Transportation Element provide data on the design capacity, level of service (LOS), and estimated average daily traffic (ADT) for both roadways that currently operate under capacity and at LOS B or above. The expansion area proposal will not reduce any transportation facilities below minimum acceptable performance standards.

At the time of development of the proposed industrial lands, a traffic study will be required that looks at potential impacts, the performance standards of adjoining streets and intersections, and street improvements to the transportation system based on the potential impacts.

2. "Section 15.05 (G) – states that the amendment will not over-burden existing and future capacity of public facilities. The findings do not address the transportation system. Transportation facilities are public facilities and should be addressed and the findings supported with the appropriate documentation."

Findings: The finding above, based on information contained in the City's Transportation Element of the Comprehensive Plan and the County RTSP, indicates the proposal will not over-burden existing and future capacity of transportation facilities serving the expansion area. The amendment proposal is consistent with the Transportation Element of the Aumsville Comprehensive Plan that is an approval criteria for a Plan Map Amendment.

3. "Consistent with both Aumsville's and the County's Comprehensive Plans, access to arterials should be managed to protect the mobility function of the road as much as possible. Direct access to Aumsville Highway/11<sup>th</sup> Avenue will be prohibited. A system of internal roads should be identified to serve the proposed expansion area. Aumsville's Comprehensive Plan and future Transportation System Plan should have policies that adequately address this."

Findings: The Transportation Element of the Aumsville Comprehensive Plan defines arterials as streets generally emphasizing mobility over land access and that access to arterials should be managed to protect the mobility function of the street as much as possible. Transportation Policy #8 of the Plan states: "Traffic movement on streets shall be facilitated by controlling access points wherever feasible. Access control shall include restrictions on the number and location of individual encroachments and street intersections." In addition, Transportation Implementation Policy #4 of the Plan provides: "Coordinate with the state and county the control of access, alignment of intersecting streets and off-set of streets along the major streets and highways." Access for the expansion area will be addressed at the time of development.

4. "The entire Olney Road right-of-way should be included within the UGB, not just to the centerline of the road. Upon annexation of the adjacent properties, the City is expected to take over jurisdiction of Olney Road."

Findings: The City of Aumsville Plan/UGB amendment was for 41 acres (three tax lots). The 41 acres included 39.7 acres of property and 1.3 acres of street right-of-way along both Olney Road and Aumsville Highway/11<sup>th</sup> Street adjacent to the properties, or to the centerline of the adjacent roadways. The UGB line under the amendment proposal would have been located down the center of the respective streets.

The inclusion of the entire street rights-of-way of Olney Street and Aumsville Highway/11<sup>th</sup> Street within the urban growth boundary since they will function as urban rather than rural streets, results in the following acreage changes for the expansion area proposal:

|  |            |
|--|------------|
| Acreage of the three parcels:          | 39.7 acres |
| Acreage of street rights-of-way (ROW): | 3.8 acres  |
| TOTAL acreage of UGB expansion:        | 43.5 acres |

The City utilized the information provided by the County and amended its ordinance updating the Comprehensive Plan and Maps to reflect the acreages as listed above. City Ordinance No. 577 was approved by the Aumsville City Council on November 19, 2007.

# Proposed UGB Expansion - City of Aumsville

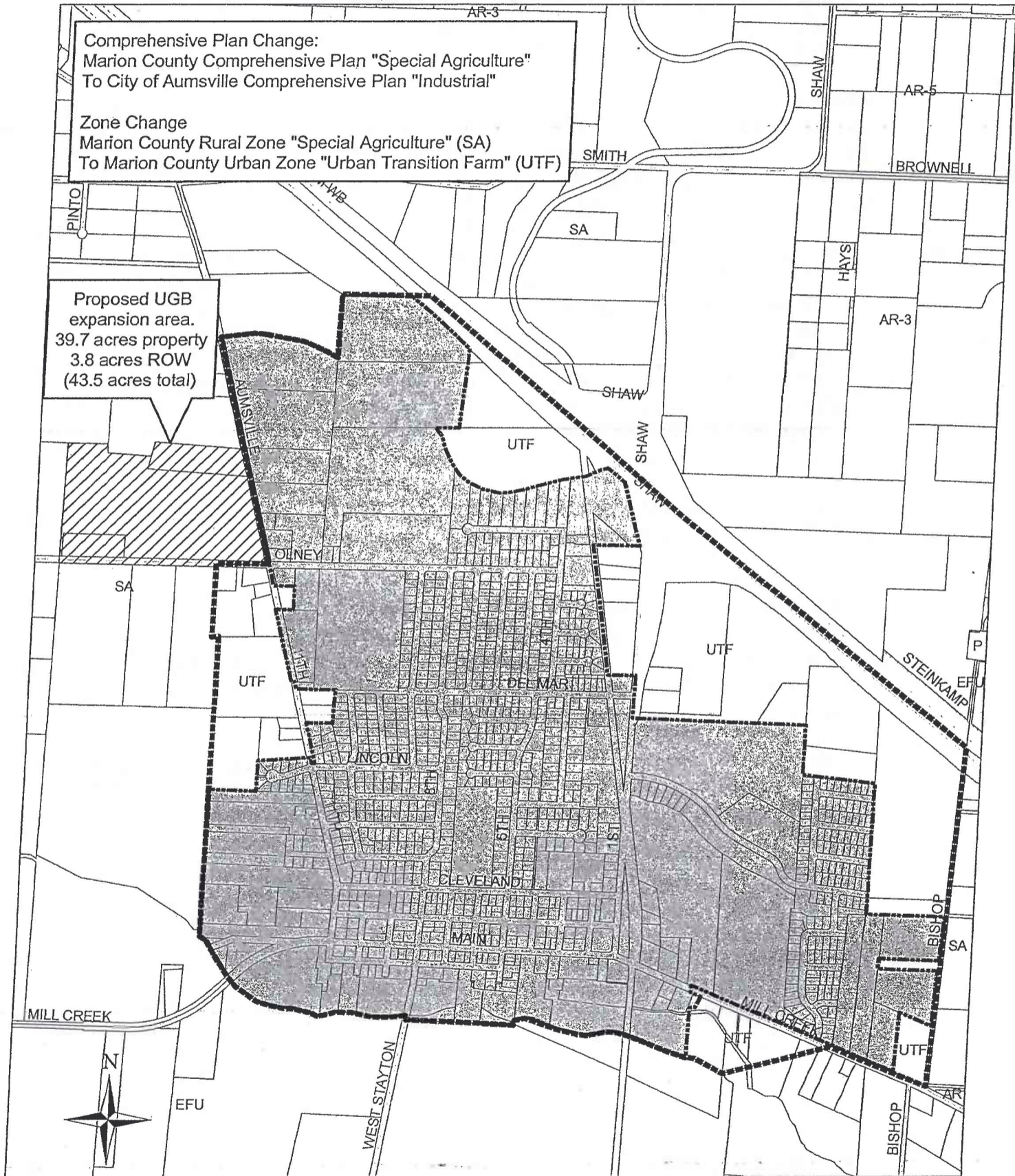
Marion County  
Public Works

Date: 06/22/2017 Project: c:\ps\mact\staff\res\rest\les\sumexs2.mxd Prepared by: Valisetz

Comprehensive Plan Change:  
Marion County Comprehensive Plan "Special Agriculture"  
To City of Aumsville Comprehensive Plan "Industrial"

Zone Change  
Marion County Rural Zone "Special Agriculture" (SA)  
To Marion County Urban Zone "Urban Transition Farm" (UTF)

Proposed UGB  
expansion area.  
39.7 acres property  
3.8 acres ROW  
(43.5 acres total)



ORDINANCE NO. 577

**AN ORDINANCE AMENDING ORDINANCE NO. 465, TO ADD AN INDUSTRIAL POLICY AND UPDATE THE AUMSVILLE COMPREHENSIVE PLAN MAPS; AMENDING ORDINANCE NO. 323, TO CHANGE THE OFFICIAL ZONING MAP; AND REPEALING ORDINANCE NO. 574.**

WHEREAS, the following public notices for the Urban Growth Boundary Expansion, Official Zoning Map and Comprehensive Plan Map Amendments hearings were given, as required by The Aumsville Development Ordinance, The Comprehensive Plan, the Citizen Involvement Policy, and state law. Notice of the proposed hearings was mailed to the Department of Land Conservation and Development on March 14, 2007. Notice of the first public hearing was published in the April 2007 Aumsville Newsletter and posted as required. Notice of the second public hearing was published in the April 2007 Aumsville Newsletter and posted as required.

The City of Aumsville ordains as follows:

Section 1. Development Ordinance Zoning Map Change. The Official Zoning Map, as described in Section 2.00 of Ordinance No. 323, is amended as shown on the attached Exhibit "A"; to include in the City of Aumsville Urban Growth Boundary additional property identified by the County Assessor Map as located within Township 8 South, Range 2 West Section 25B, Parcels 200, 300 and 400, and 3.8 acres of street rights-of-way; and updating the city limits with recent annexations.

Section 2. Comprehensive Plan Map 2.1. The Comprehensive Plan Map 2.1 in Ordinance No. 465 is amended as shown on the attached Exhibit "B"; by changing the Comprehensive Plan designation from Marion County's Agricultural designation to the City of Aumsville's "Industrial" designation on property identified by the County Assessor Map as located within Township 8 South, Range 2 West Section 25B, Parcels 200, 300 and 400; and include this property and 3.8 acres of street rights-of-way in the City of Aumsville Urban Growth Boundary; and updating the city limits with recent annexations.

Section 3. Comprehensive Plan Map 2.2. The Comprehensive Plan Zoning Map 2.2 in Ordinance No. 465 is amended as shown on the attached Exhibit "C"; to include in the City of Aumsville Urban Growth Boundary additional property identified by the County Assessor Map as located within Township 8 South, Range 2 West Section 25B, Parcels 200, 300 and 400, and 3.8 acres of street rights-of-way; and updating the city limits with recent annexations.

Section 4. New Comprehensive Plan Industrial Policy. Ordinance No. 465 is amended to include the following Industrial Policy to Chapter II.

*"Property located adjacent to the northwest corner of the intersection of Aumsville Highway and Olney Road shall remain designated, and zoned, for industrial uses as a means to ensure an adequate supply of land to meet anticipated industrial land use needs."*

Section 5. Repeal. Ordinance No. 574 relating to this Urban Growth Boundary Expansion, enacted June 11, 2007, is hereby repealed.

Section 6. Effective Date. This ordinance shall take effect on the thirtieth day after its enactment.

PASSED its first and second readings on the 19<sup>th</sup> day of November, 2007. ADOPTED AND PASSED unanimously by the Aumsville City Council on the 19th day of November, 2007.

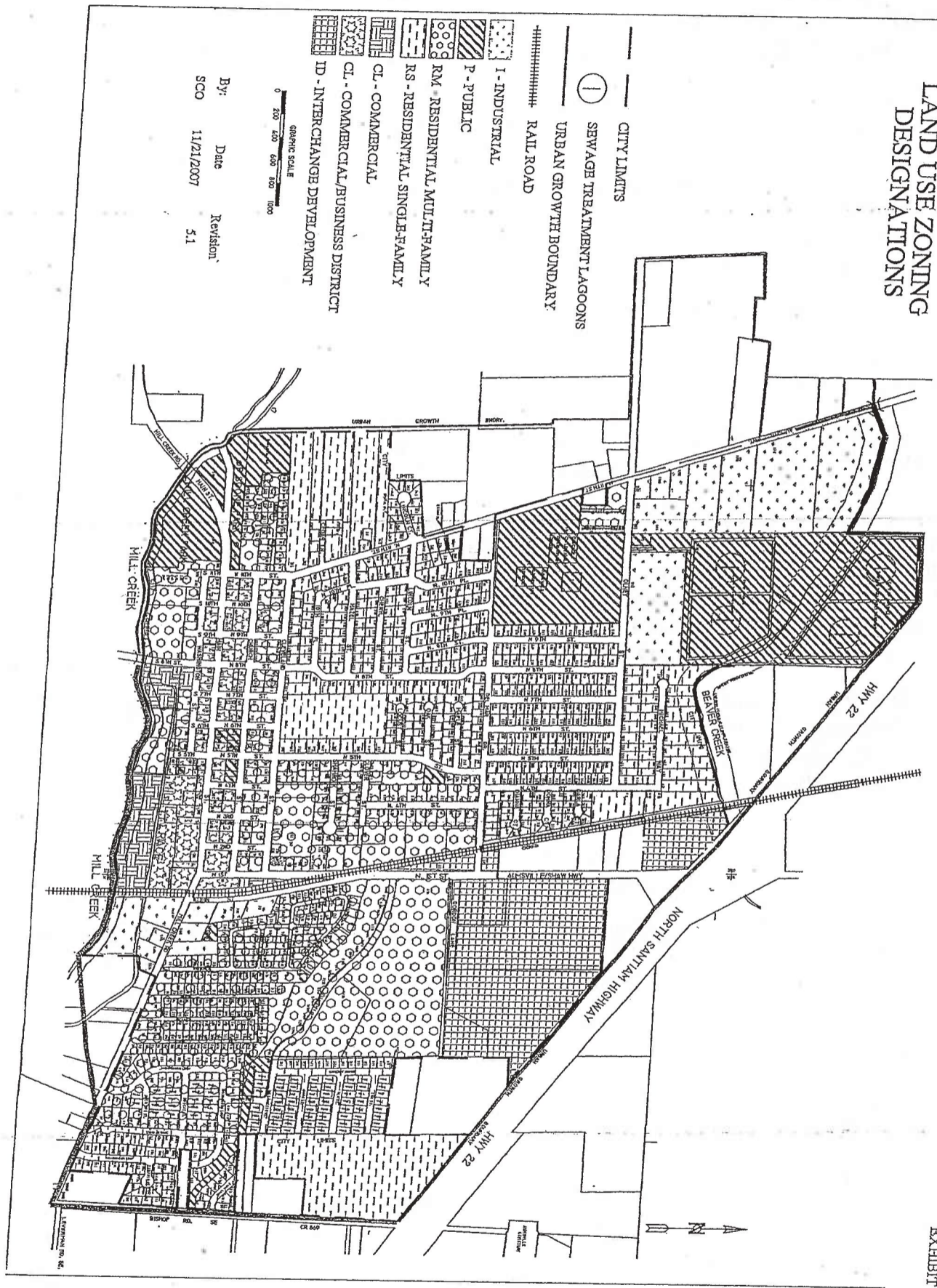
Maryann N. Hills  
Maryann N. Hills, City Administrator

ENDED by the mayor this 21 day of November 2007  
Harold L. White  
Harold L. White, Mayor

ATTACHMENT A

AMENDED OFFICIAL  
ZONING MAP  
CITY OF AUMSVILLE  
LAND USE ZONING  
DESIGNATIONS

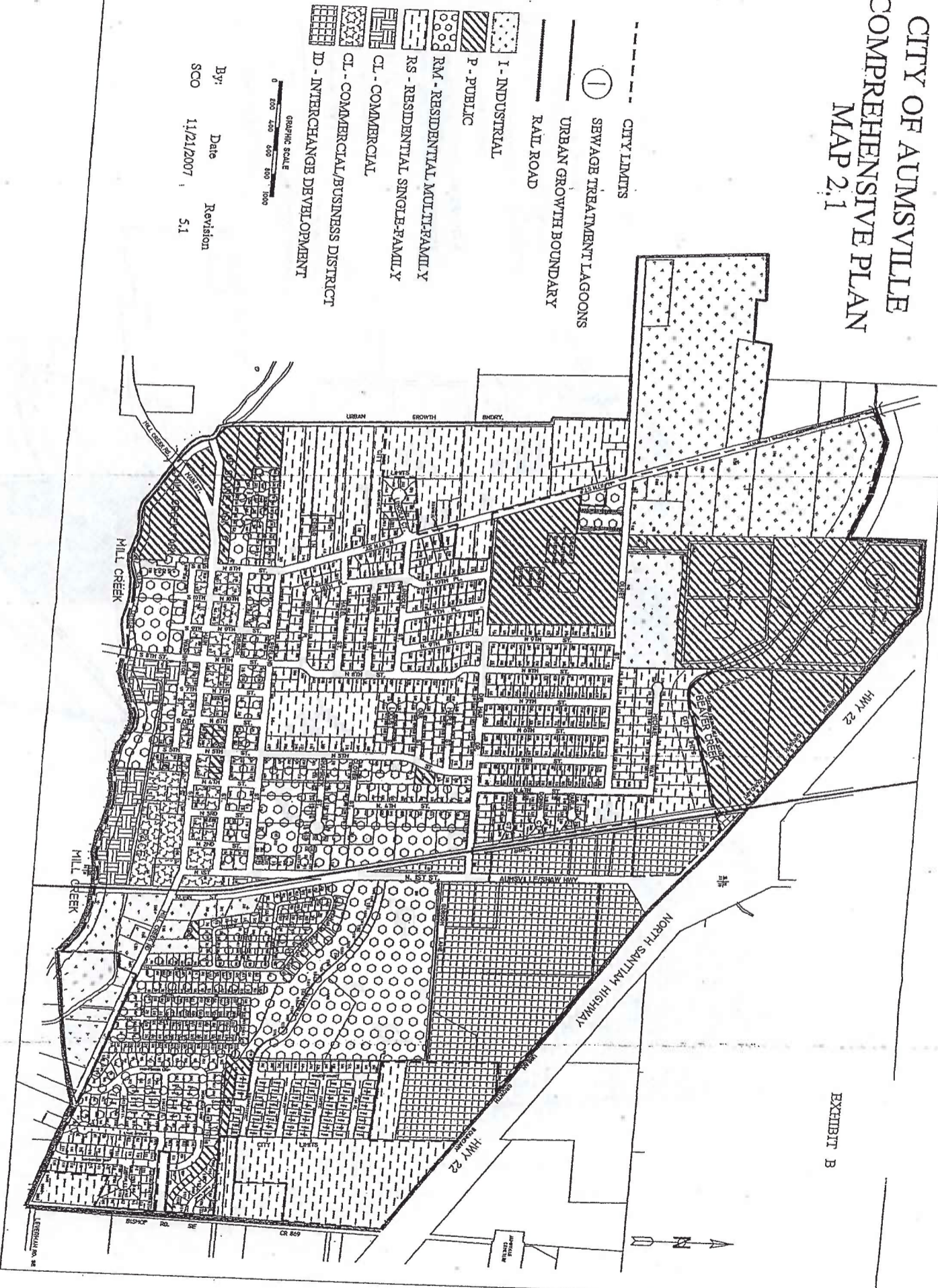
EXHIBIT A



By:   
Date:   
Revision:   
SCO 11/21/2007 5.1

# CITY OF AUMSVILLE COMPREHENSIVE PLAN MAP 2.1

EXHIBIT B



By: SCO  
Date: 11/21/2007  
Revision: 5.1



# CITY OF AUMSVILLE

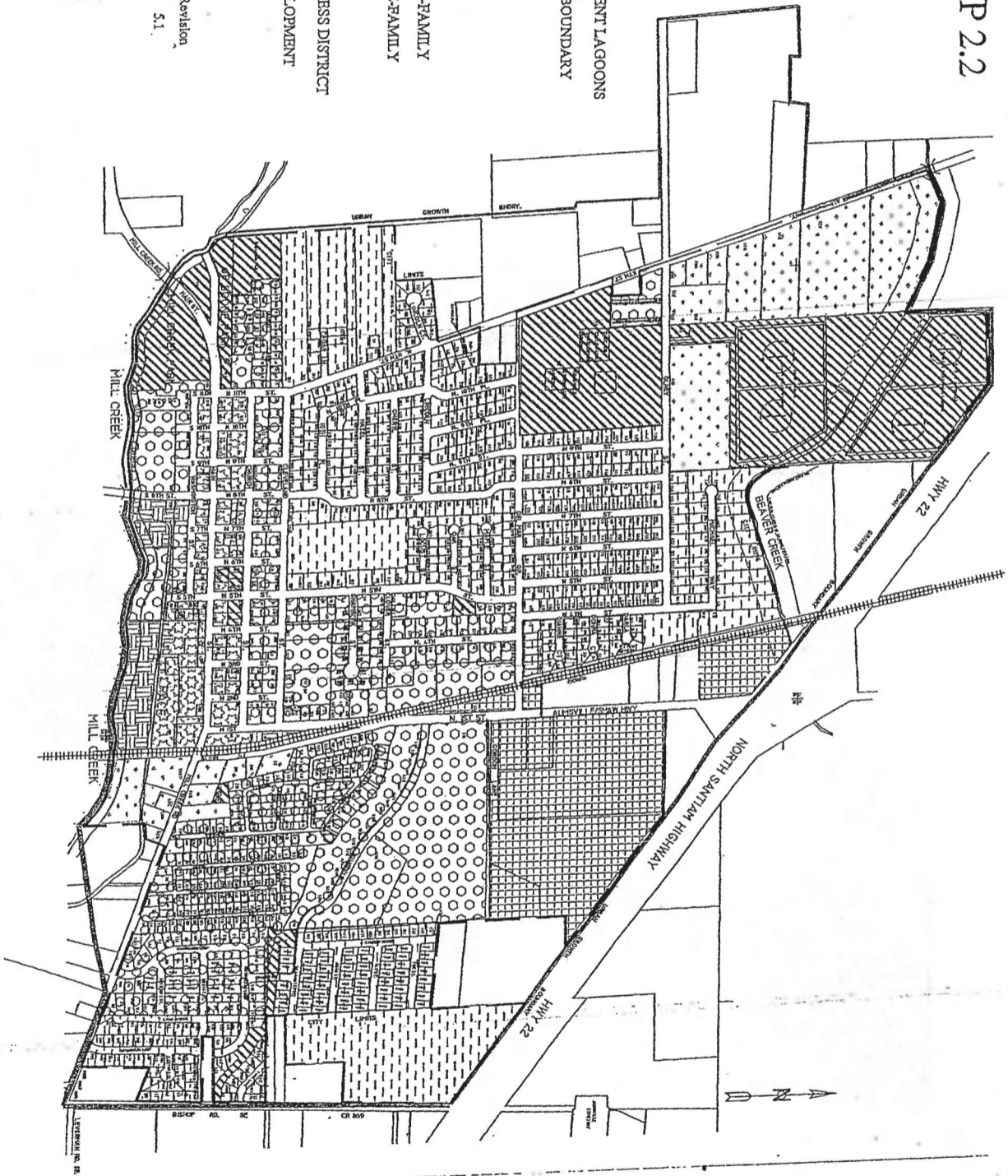
## ZONING MAP 2.2

EXHIBIT C

- CITY LIMITS
- ① SEWAGE TREATMENT LAGOONS
- URBAN GROWTH BOUNDARY
- ##### RAIL ROAD
- I - INDUSTRIAL
- P - PUBLIC
- RM - RESIDENTIAL MULTIFAMILY
- RS - RESIDENTIAL SINGLE-FAMILY
- CL - COMMERCIAL
- CL - COMMERCIAL/BUSINESS DISTRICT
- ID - INTERCHANGE DEVELOPMENT

GRAPHIC SCALE  
0 200 400 600 800 1000

By: SCO Date: 11/21/2007 Revision: 5.1



**EXHIBIT B**

**CITY OF AUMSVILLE**

**COMPREHENSIVE PLAN AMENDMENTS:**

**BACKGROUND MATERIALS, PLAN UPDATES AND**

**UGB EXPANSION ANALYSIS AND JUSTIFICATION**

RECEIVED

AUG 10 2007

MARION COUNTY PLANNING

COMMUNITY PLANNING SERVICES  
835 Madrona Avenue South  
Salem, Oregon 97302

Phone: (503) 589-9284 Fax: (503) 589-9294  
E-mail: communityplan@msn.com

---

August 8, 2007

Marion County Board of Commissioners  
PO Box 14500  
Salem, OR 97309

RE: City of Aumsville Urban Growth Boundary Amendment

Board of Commissioners:

On behalf of the City of Aumsville, I am pleased to submit the City's request for an Urban Growth Boundary Amendment.

The proposal centers on property located at the northwest corner of the intersection of the Aumsville Highway and Olney Road. This request expands the UGB by some 41 acres with the land specifically designated for Industrial purposes. To further support this action and enhance the City's industrial land base, Aumsville recently adopted a Comprehensive Plan policy amendment confirming continued industrial use of the land.

We look forward to working with Marion County on this application. Please contact myself, or the City of Aumsville at 503-749-1049, if additional information is required or if there are any additional questions regarding this request. Finally, all relevant documents pertaining to the City's request will be forwarded to the Marion County Planning Division.

Sincerely,

Walt Wendolowski  
Aumsville City Planner

Cc: Les Sasaki, Marion County Planning Division

ATTACHMENT B

ORDINANCE NO. \_\_\_\_\_

**AN ORDINANCE AMENDING ORDINANCE NO. 465, TO ADD AN INDUSTRIAL POLICY AND UPDATE THE AUMSVILLE COMPREHENSIVE PLAN MAPS; AND AMENDING ORDINANCE NO. 323, TO CHANGE THE OFFICIAL ZONING MAP.**

WHEREAS, the following public notices for the Urban Growth Boundary Expansion, Official Zoning Map and Comprehensive Plan Map Amendments hearings were given, as required by The Aumsville Development Ordinance, The Comprehensive Plan, the Citizen Involvement Policy, and state law. Notice of the proposed hearings were mailed to the Department of Land Conservation and Development on March 14, 2007. Notice of the first public hearing was published in the April 2007 Aumsville Newsletter and posted as required. Notice of the second public hearing was published in the April 2007 Aumsville Newsletter and posted as required.

The City of Aumsville ordains as follows:

Section 1. Development Ordinance Zoning Map Change. The Official Zoning Map, as described in Section 2.00 of Ordinance No. 323, is amended as shown on the attached Exhibit "A"; to include in the City of Aumsville Urban Growth Boundary additional property identified by the County Assessor Map as located within Township 8 South, Range 2 West Section 25B, Parcels 200, 300 and 400.

Section 2. Comprehensive Plan Map 2.1. The Comprehensive Plan Map 2.1 in Ordinance No. 465 is amended as shown on the attached Exhibit "B"; by changing the Comprehensive Plan designation from Marion County's Agricultural designation to the City of Aumsville's "Industrial" designation on property identified by the County Assessor Map as located within Township 8 South, Range 2 West Section 25B, Parcels 200, 300 and 400.

Section 3. Comprehensive Plan Map 2.2. The Comprehensive Plan Zoning Map 2.2 in Ordinance No. 465 is amended as shown on the attached Exhibit "C"; to include in the City of Aumsville Urban Growth Boundary additional property identified by the County Assessor Map as located within Township 8 South, Range 2 West Section 25B, Parcels 200, 300 and 400.

Section 4. New Comprehensive Plan Industrial Policy. Ordinance No. 465 is amended to to include the following Industrial Policy to Chapter II.

*"Property located adjacent to the northwest corner of the intersection of Aumsville Highway and Olney Road shall remain designated, and zoned, for industrial uses as a means to ensure an adequate supply of land to meet anticipated industrial land use needs."*

Section 5. Effective Date. This ordinance shall take effect on the thirtieth day after its enactment.

Read first on the 11<sup>th</sup> day of June, 2007. READ a second time on the \_\_\_\_\_ day of \_\_\_\_\_, 2007. ADOPTED AND PASSED by the Aumsville City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 2007.

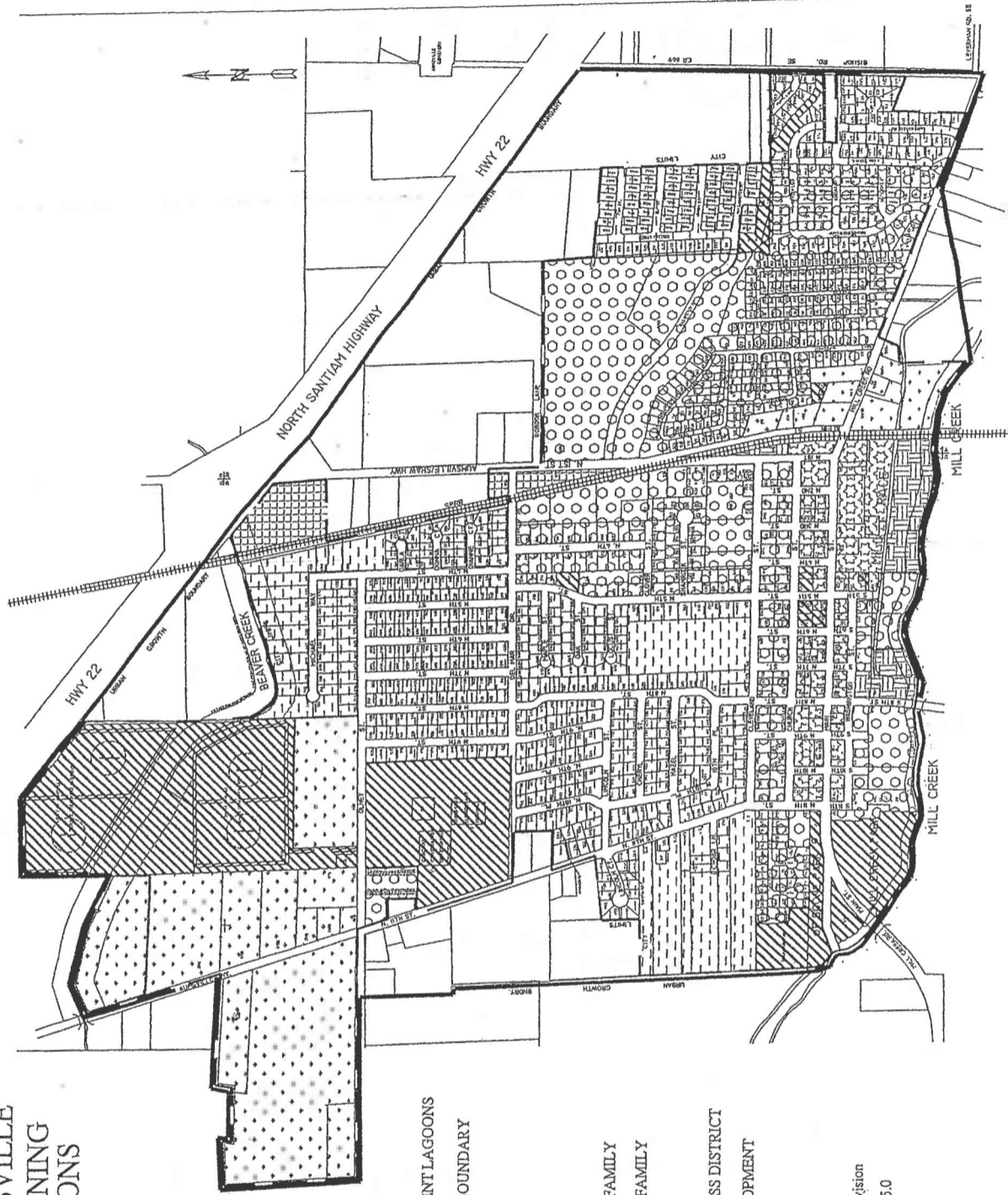
\_\_\_\_\_  
Maryann N. Hills, City Administrator

SIGNED by the mayor this \_\_\_\_\_ day of \_\_\_\_\_, 2007

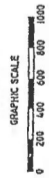
\_\_\_\_\_  
Harold L. White, Mayor

AMENDED OFFICIAL  
ZONING MAP  
CITY OF AUMSVILLE  
LAND USE ZONING  
DESIGNATIONS

EXHIBIT A



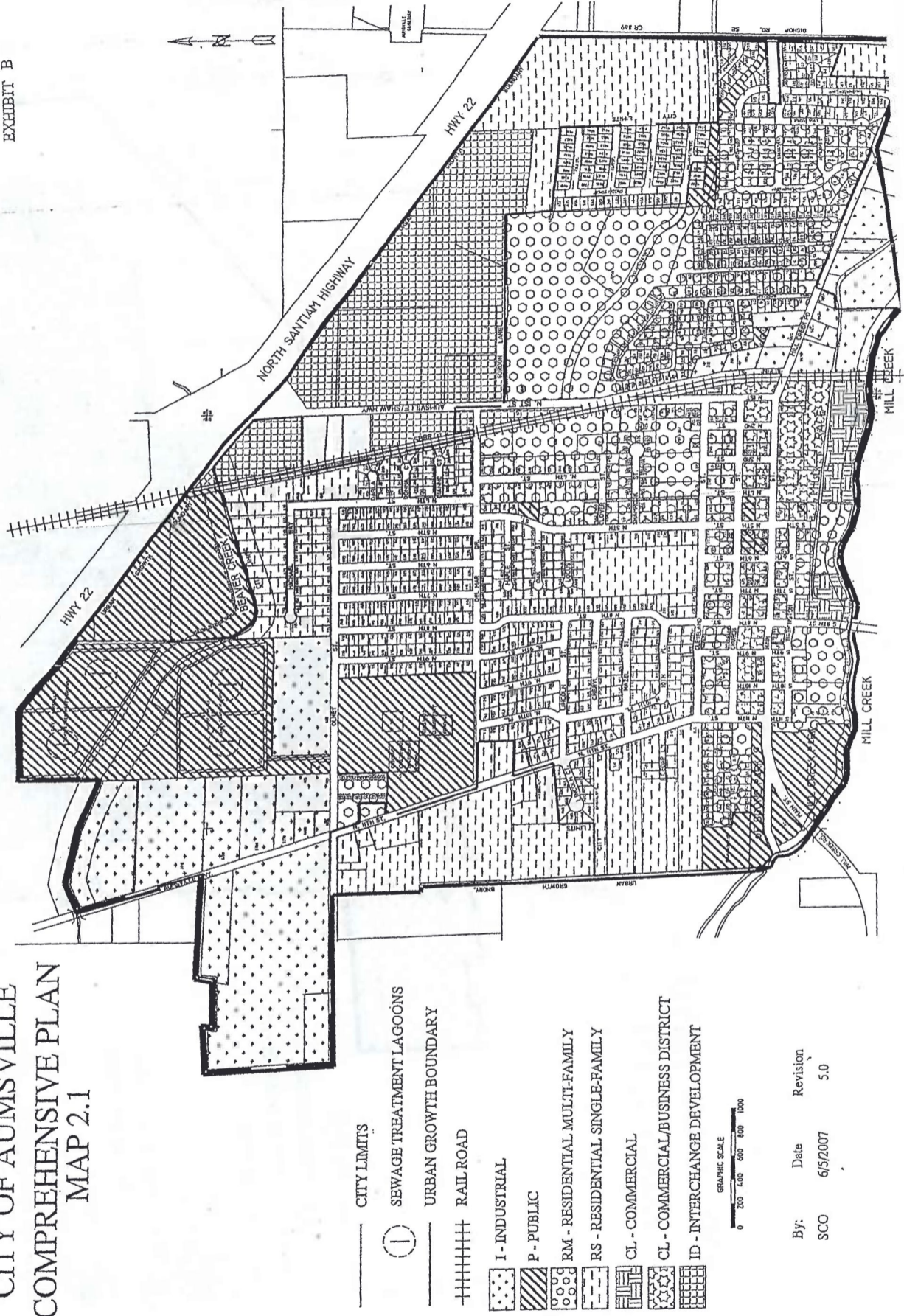
- CITY LIMITS
- ① SEWAGE TREATMENT LAGOONS
- URBAN GROWTH BOUNDARY
- +++++ RAIL ROAD
- I - INDUSTRIAL
- P - PUBLIC
- RM - RESIDENTIAL MULTI-FAMILY
- RS - RESIDENTIAL SINGLE-FAMILY
- CL - COMMERCIAL
- CL - COMMERCIAL/BUSINESS DISTRICT
- ID - INTERCHANGE DEVELOPMENT



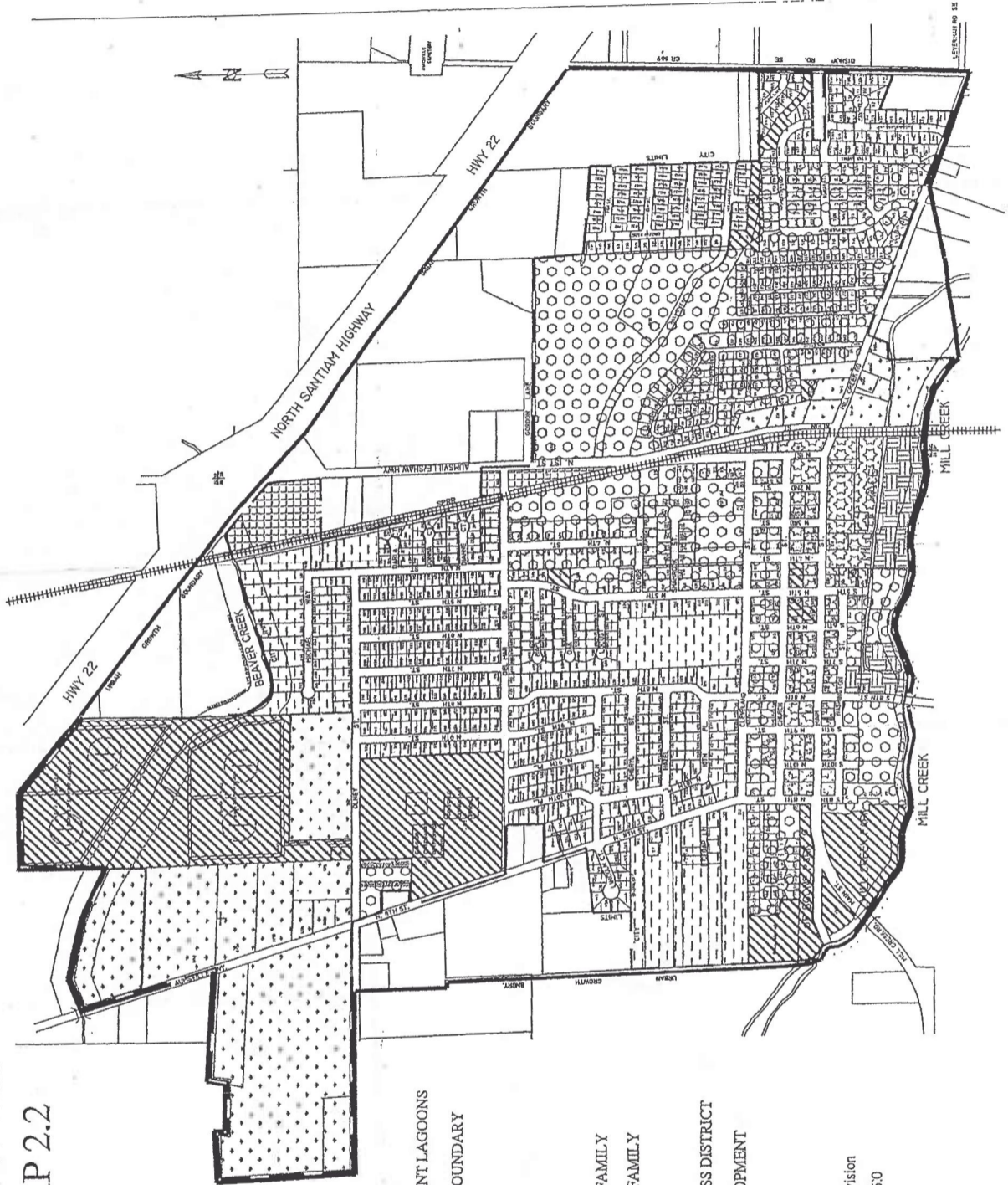
By: SCO Date: 6/5/2007 Revision: 5.0

CITY OF AUMSVILLE  
 COMPREHENSIVE PLAN  
 MAP 2.1

EXHIBIT B



# CITY OF AUMSVILLE ZONING MAP 2.2



- CITY LIMITS
- ① SEWAGE TREATMENT LAGOONS
- - - URBAN GROWTH BOUNDARY
- ##### RAIL ROAD
- I - INDUSTRIAL
- P - PUBLIC
- RM - RESIDENTIAL MULTI-FAMILY
- RS - RESIDENTIAL SINGLE-FAMILY
- CL - COMMERCIAL
- CL - COMMERCIAL/BUSINESS DISTRICT
- ID - INTERCHANGE DEVELOPMENT

GRAPHIC SCALE  
0 200 400 600 800 1000

By: Date Revision  
SCO 6/5/2007 5'0

**STAFF MEMORANDUM**

**TO:** Aumsville City Council

**FROM:** Walt Wendolowski, City Planner

**SUBJECT:** Urban Growth Boundary (UGB) Expansion, Official Zoning Map and Comprehensive Plan Map Amendment.

**DATE:** June 3, 2007

**I. BACKGROUND**

- A. **APPLICANT:** City of Aumsville.
- B. **PROPERTY LOCATION:** The subject properties are located northwest of the intersection of the Aumsville Highway and Olney Street. The properties are identified by the County Assessor as within Township 8 South; Range 2 West Section 25B, Parcels 200, 300 and 400.
- D. **SIZE:** The total area of the 3 parcels is approximately 41.0 acres.
- C. **PROPOSAL:** The City is requesting approval of the following amendments:
  - 1. Amend the Official Zoning Map and Comprehensive Plan Map 2.2 by expansion of City's Urban Growth Boundary to include an additional property identified by the County Assessor Map as located within Township 8 South; Range 2 West Section 25B, Parcels 200, 300, and 400.
  - 2. Amend the Comprehensive Plan Map 2.1 by changing the Plan designation from Marion County's Agricultural designation to the City of Aumsville's "Industrial" designation on property identified by the County Assessor Map as located within Township 8 South; Range 2 West Section 25B, Parcels 200, 300 and 400.
- E. **ZONING:** The property is zoned Special Agriculture (SA) on the County Rural Zoning Map. Should this amendment be approved, as part of the County approval and adoption process, the zoning of the property would be changed to the County Urban Zone Map designation applying to properties within UGBs, of Urban Transition/Farm (UTF). A City zoning designation would only be applied once the property was annexed by the City.
- F. **ANALYSIS METHODOLOGY:** The State of Oregon has established the basic methodology for an industrial land UGB expansion. The analysis begins with comparing the projected industrial land need (demand) to the current industrial land supply to determine whether an industrial land UGB expansion is required. The methodology and standards for this analysis are prescribed in



Oregon Administrative Rule (OAR) 660-009 and fall under the statewide planning Goal 9 which focuses on employment land. Once the need for additional land is established statewide planning Goal 14 and Oregon Revised Statute (ORS) 197.298 govern how additional land is to be selected for inclusion into the UGB.

- G. SCOPE OF ANALYSIS: The analysis focuses on the industrial land only. OAR 660-024-0040 (3) prescribes that “local government may review and amend the UGB in consideration of one category of land need (for example, housing need) without a simultaneous review and amendment in consideration of other categories of land need.”
- H. DECISION CRITERIA: Chapter II of the City’s comprehensive plan sets forth the factors that are to be considered in a UGB expansion. Additionally, since the UGB was established as part of the Aumsville Comprehensive Plan and the underlying land use designation is to be changed the proposal is required to adhere to the provisions regarding amendments to the Comprehensive Plan Map found in Section 15.00 of the City’s Development Code.

## II. ANALYSIS

- A. RECENT EVENTS AFFECTING INDUSTRIAL LANDS IN AUMSVILLE: Along with natural development of the City’s industrial land, two City policy decisions have affected the nature of the City’s industrial land supply. The first was the conversion of industrial land to residential land to accommodate Willamette Valley Baptist Church. The second was the City’s decision to change much of its vacant industrial designated land to a new hybrid industrial zoning designation “Interchange Development.” These two decisions are summarized below.

### *Willamette Valley Baptist Church – 2003*

In 2003 the City approved a request by Willamette Valley Baptist Church to convert 39 acres of industrial land to residential land. This change included both a comprehensive plan amendment and a zone change from “Industrial” to “Residential Multi Family.” The church requested the change so the land could be used for a new church, school, retirement homes, and a college with ancillary facilities. Important in the City’s decision was that the facility would initially employ 22 people with the eventual employment to reach 100. While the land lost its Industrial designation, the City found it gained an employment opportunity, which was the ultimate purpose of the industrial parcel. The full staff report explaining the rationale for this change is attached as exhibit 1.

### *Interchange Development Zone - 2005*

In 2005 the City of Aumsville converted approximately 66 acres of Industrial (I) zoned land to a new Interchange Development (ID) zone. The nature of this change is explained in the following excerpt from the proposals staff report.

*The City will establish a new zone: the Interchange Development (ID) zone. This is primarily designed to provide flexibility to develop property near the Highway 22 interchange. While primarily industrial in nature, the zone will also include a reasonable variety of commercial activities such as offices or highway related businesses. Efforts will be made to avoid allowing uses that may conflict with efforts to improve the City's downtown. This will be regulated through conditional use procedures. "Big-box" commercial activities and similar uses incompatible with the purpose of the interchange are prohibited.*

*Greater emphasis will be placed on design. Design elements include setbacks, landscaping, exterior building finish and sign regulations. The intent is to create an attractive area, and entrance, for the City. While parking requirements remain the same, greater emphasis will be placed on improved landscaping for larger lots. All uses and expansions will require a site development review and are subject to a traffic impact study.*

There were several reasons for this change the City noted. First and probably most important was to take full economic advantage of the Highway 22 interchange by ensuring that only the highest value employment uses and those employment uses most dependent on the interchange would locate on the prime vacant land near the interchange. The second is to create a more attractive entrance to the City. The full staff report explaining the rationale for this change is attached as an exhibit 2. These changes had an effect on the amount of industrial land available in the City and as such the Department of Land Conservation and Development as well as the City Planning Commission as such the City is adopting a related comprehensive plan amendment outlined at the end of this staff report.

- B. **INDUSTRIAL LAND SUPPLY:** The City is currently in the process of creating an updated buildable lands inventory. The industrial section of this report was presented to the Aumsville City Council in 2006. The inventory preliminarily focused on industrial land to ensure accurate compliance to the requirements of OAR 660-009-0015 in the analysis contained in this report. The inventory found that no ID zoned parcels had developed under the ID zoning. The only development on ID zoned parcels is non-conforming pre-existing residential homes. The industrial zoned land is almost exactly the opposite situation, with nearly every parcel being fully developed. The inventory identified four vacant parcels and three parcels that were only partially developed with an area of vacant land on them. The information gathered on these parcels from the inventory is shown in the chart below.

**Vacant/Partially-Vacant Industrial Parcels in Aumsville**

| Assessor Map | Parcel # | Size in Acres | Vacant Acres | Developable Acres | Potential for Development   |
|--------------|----------|---------------|--------------|-------------------|---|
| 82W24C       | 1700     | 12.37         | 12.37        | 0                 | <i>Oregon Compost</i> are in the process of developing the small portion not in the flood plain |
| 81W30C       | 2700     | 8.58          | 8.58         | 0                 | In low area between the Mill Race and Mill Creek  |
| 81W30C       | 800      | 1             | 1            | 1                 | Developable parcel along mill creek road  |
| 82W25B       | 1702     | 0.5           | 0.5          | 0.5               | Developable parcel along 11th Street  |
| 81W30C       | 2400     | 4.81          | 3.60         | 0                 | In low area between the Mill Race and Mill Creek  |
| 81W30C       | 3000     | 1.91          | 0.48         | 0.48              | Mostly developed but room for an additional building  |
| 81W30C       | 400      | 1.12          | 0.67         | 0                 | Skinny parcel that is unlikely to develop further due to setback issues                         |
| <b>Total</b> |          | <b>30.29</b>  | <b>27.21</b> | <b>1.98</b>       |   |

The chart shows that while the City of Aumsville contains approximately 27 acres of vacant industrial zoned land only around 2 acres of that is actually available developable when environmental and other limiting factors are considered. Those 2 developable acres is spread amongst 3 parcels and one of those parcels is already significantly developed.

- C. **INDUSTRIAL LAND DEMAND:** The City’s two different industrial zoning types each serving different targeted industrial uses means that the City cannot consider demand purely in the aggregate but also must consider the demand under each zoning type. Making an accurate mathematically based prediction of industrial land demand by zoning type is difficult because the City has no land developed as industrial within the interchange development zone. This eliminates most technical estimations including the method recommended by the state which is to use a capture rate of the regional job growth to predict land need. This method, along with other technical methods, does not work because they use some type of a percentage increase of the existing inventory. Since the interchange development zone has no existing inventory, any percentage increase mathematically will always predict no increase in demand.

Without the luxury of a universal formula to determine demand, the City must use the range of data that is available to try to make a credible prediction. Luckily, this range of information has already been compiled and incorporated into the City’s EOA. The EOA was originally completed within the last five years and has been updated overtime. The EOA is also required by the state to be the principle document for implementation of Goal 9 and is specifically described in state administrative rules. This means that the information about industrial demand in the EOA has similar importance to information in the City’s Comprehensive Plan. The EOA is attached as exhibit 3.

The EOA states that the City's target industries in the future are *warehousing and distribution* and the *expansion of existing firms*. Although there is overlap, according to the allowed uses in the zoning, warehousing and distribution correspond to the interchange development zone while the expansion of existing firms corresponds to the industrial zone.

In regards to warehousing and distribution and in turn the interchange development zone the EOA makes the following statements:

*A distribution center can provide an opportunity for an industry with regional and statewide impact. Based on the City's proximity to I-5, the creation of a distribution center is possible, especially with the improved access to Highway 22.*

*Included in this category is (are) warehousing and distribution centers. Aumsville has a distinct advantage with its close proximity, and easy access, to I-5 and a newly constructed interchange at Highway 22.*

*It would appear that 30 to 50 contiguous acres would be the minimum necessary to accommodate building and parking needs of this industry*

It is notable that in the intervening years since the City's EOA was established the City of Salem has been developing the Mill Creek Industrial Park/Regional Employment Center. This park will also target warehousing and distribution users that may want to locate along highway 22. In the short term, this competition may decrease the demand for interchange development industrial land in Aumsville. Over the course of the planning period this regional economic engine may have the opposite effect as companies who would like to be close to the businesses in Salem seek out more affordable properties nearby. Overall the statements made by the EOA are still expected to be valid. These statements in the EOA predict that warehousing and distribution will require 30 – 50 acres of industrial land in the interchange development zone. Using the assumption of a 50/50 industrial commercial split within the interchange development zone, between 60 -100 total acres of that zoning would be required to maintain the 30 – 50 acres required for warehousing and distribution.

In regards to the expansion of existing firms and in turn the industrial zone, the EOA makes the following statements:

*Any expansion in manufacturing is likely to be related to existing businesses within the City, which in turn, is related to housing demand and other factors associated with the wood products industry.*

*The city is more dependent on manufacturing than any other segment, and the manufacturing segment is generally in the decline.*

*Land should be provided to allow for the future expansion of existing manufacturing businesses.*

These statements clearly assert that there is need for the City to maintain a supply of land in the industrial zoning category but does not note exactly how much. To do this an important consideration that was not specifically discussed in the City's current EOA can be used. That consideration is industrial demand by site size. There are many different types of industrial users which have many different size requirements. It is important for the City's supply of industrial sites to meet the site requirements of the expected industrial users.

In a typical analysis the process of selecting the number of needed sites of different sizes is done after a total demand is identified. Then that total is divided to make sizes which match the requirements of industries targeted by the community. Since Aumsville is unable to use a typical method to determine a total demand Aumsville can actually do this in reverse by considering site size as a factor in determining the total need.

This is a reasonable method in the case of Aumsville because of the inherent difficulty of projecting industrial land need in such a small jurisdiction. Normal methods of prediction generally assume a relatively constant rate of growth of industrial development. While it is possible that smaller users will regularly and slowly consume the City's industrial land supply over time it is probably more likely that no industrial land or just a small amount of industrial land will develop over a long period of time and then all of a sudden a huge percentage of the supply will be consumed by just one or two users. Additionally, with the enormous size requirements of many industrial users a single user could easily consume the 17 acres that are predicted in the current EOA to develop in Aumsville during the planning period. Although this estimates might turn out to be very close to reality it is in the best interest of Aumsville to make accommodations for different sized users even though all of the land set aside is unlikely to develop. To do this the City must first determine the range of sizes that have the potential to develop in Aumsville. This can be done by looking at the range of sizes that are already present in the City as shown in the chart below.

**Site Size Summary of  
Current Developed Industrial Sites in Aumsville**

| <i>Size Categories (in acres)</i>              | <i>&lt;2</i> | <i>2-5</i> | <i>5-10</i> | <i>10-15</i> | <i>15-20</i> |
|--|--------------|------------|-------------|--------------|--------------|
| <i>Developed Industrial Sites in Aumsville</i> | 7            | 1          | 0           | 1            | 1            |
| <i>Land Area Consumed (in acres)</i>           | 6.15         | 3.44       | 0           | 10.35        | 19.11        |
| <i>Percent of Land Area Consumed</i>           | 16%          | 9%         | 0.00%       | 26%          | 49%          |
| <i>Average Size of Site</i>                    | 0.88         | 3.44       | 0.00        | 10.35        | 19.11        |

The chart shows that the City can reasonable expect industrial users any where from 1 to 20 acres in size. If the City were to set aside one site of every size category that currently exists in the City that would require a total of approximately 34 acres. This total is derived from adding 1 site around 1 acre in size, 1 site around 3 acres in size, 1 site around 10 acres in size, and 1 site near 20 acres in size. If 25% is added to this estimate to accommodate for land needed for public improvements the total land set aside grows to 42.5 acres.

Using this calculation, 42.5 acres can be considered the minimum amount of buildable industrial zoned land the City of Aumsville should maintain to accommodate the growth of their existing industrial base.

- D. **INDUSTRIAL LAND SUPPLY VERSES DEMAND:** Since both the supply and demand of industrial land was determined for each of the individual industrial zoning districts the comparison is also done individually for each zone. This comparison is show in the chart below.

**Buildable Industrial Supply Verses Demand**

|                   | Industrial Zone | Interchange Development Zone |
|-------------------|-----------------|------------------------------|
| Current Supply    | 2               | 60                           |
| Predicted Demand  | 43              | 60-100                       |
| Surplus/(Deficit) | (41)            | 0                            |

The comparison shows that while the City of Aumsville has an adequate supply of vacant buildable land within the interchange development zone the supply of vacant buildable industrial zoned land is 41 acres short of its meeting the predicted demand.

- E. **SATISFYING INDUSTRIAL NEED:** Statewide Planning Goal 14, OAR 660-015-0000(14), requires that "Prior to expanding a UGB, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the UGB." In Aumsville the following factors make it infeasible for the City to accommodate its 41 acre industrial land need with the current UGB.

- 1) The buildable lands inventory found virtually no vacant buildable industrial land within the City's UGB.
- 2) The vacant residential and commercial parcels within the City are unfit for conversion to an industrial designation for the following reasons.
  - a. They are generally already divided in to lots to small for industrial development
  - b. They are often adjacent to existing residential areas which would be incompatible with traditional industrial uses
  - c. Many do not have easy access to major roads.

d. Some of the large parcels have significant environmental issues which make them virtually unsuitable for any development.

3) The 60 acres of vacant land zoned ID is needed to accommodate the 60-100 acres prescribed to be required for this designation by the City's EOA. Additionally, traditional industrial in this location would be detrimental to the City's objective to create a pleasant gateway to the community for visitors coming off the highway.

F. **LOCATIONAL ANALYSIS:** 39 tax lots were identified around the City of Aumsville to potentially fulfill the identified need of 41 additional acres of industrial land. The lots considered did not include land on the side of Highway 22 not adjacent to the City because it has been the policy of the City not to expand in that direction due to the difficulty of public services. Exhibit 4 gives a list and a map of the lots considered.

As specified by ORS 197.298 each lot was placed into categories which signify the order land is to be brought into urban areas.

1<sup>st</sup> Priority: Designated urban reserve areas

None of the lots identified fell into this category.

2<sup>nd</sup> Priority: Designated exception and non-resource lands

None of the lots identified fell into this category.

3<sup>rd</sup> Priority: Designated marginal lands

None of the lots identified fell into this category.

4<sup>th</sup> Priority: Designated farm or forest land of lower capacity

None of the lots identified fell into this category.

Last Priority: Designated farm or forest land of higher capacity

As is often the problem with UGB expansions in the Willamette Valley the City of Aumsville is surrounded by high capacity soil. All the lots identified were some combination of either/or 2, 3, or 4 soils. This means all the parcels fall into this final priority category.

Even so according to Marion County, using a different scale of soils value, 3 of the 39 parcels considered in this expansion include some non high value soils.

Parcels Containing Non High Value Soils

| Map #  | Lot # | High Value | Low Value |
|--------|-------|------------|-----------|
| 82W24C | 200   | 53%        | 47%       |
| 82W24  | 700   | 79%        | 21%       |
| 82W24C | 100   | 96%        | 4%        |

Of these 3 parcels, shown in the chart above, only 1 is over 25% low value soils. This means that even these 3 are decent agricultural land from a soils perspective.

In addition to the requirements of ORS 197.298, state goal 14 under OAR 660-015-0000(14) requires the following locational factors be considered in the locational analysis:

- (1) Efficient accommodation of identified land needs;

The proposed UGB expansion includes exactly the 41 acres that were identified in the land need analysis.

- (2) Orderly and economic provision of public facilities and services; Shaw Creek to the north of the City and Mill Creek along the southern edge of the City are significant barriers which make expansion of infrastructure in those directions very difficult. Land to the east and west of the City is much more capable utilizing City infrastructure without prohibitive costs. As noted in exhibit 5 the area proposed for expansion which is to the west of the City is nearby into nearby water and sewer lines.

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

Shaw Creek to the north of the City and Mill Creek along the southern edge of the City create major barriers to expansion in those directions. The creeks require buffer areas and are also surrounded by flood plain areas of varying size (see Staff Addendum 3). This would likely require a more significant area of land to be included in any expansion in those directions. It would also create a physical divide between sections of the City which would hamper the closely connected feel of the community. Additionally, the comparative cost of developing near the creeks areas would likely be higher. This is especially true to the north where the significant area of flood plain includes an area of wetland. This northern area flood plain contains the small area of Marion County designated low value soils.

The areas to the east and west of the City do not have the constraints of the creeks but they are effected by others issues. The



entirety of the eastern edge of the City and much of the western edge of the City is residential land. Although not all of this land is fully developed at this time, in the long run these residential uses would create considerable conflict with any potential adjacent industrial land. The only area to the east or west of the City which borders current City zoned industrial land is the northern portion of land west of the City. Included in this small section of land is the area proposed in this expansion.

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

The conflict between the proposed industrial land and neighboring farm land should be limited because of the similarities between a goods producing farm and a goods producing industrial area. Additionally, the natural resource based industries targeted by the City to inhabit the industrial land could potentially provide an additional market for the sale of goods produced in nearby farmland.

As part of the City of Aumsville's assessment of land need, the City identified land characteristics which were required for new industrial land in the City. These characteristics have some overlap with the factors required to be considered by goal 14 but are specifically meant to ensure that land brought into the City as industrial land is truly usable and marketable for that purpose.

One of these characteristics is having a least one parcel over 20 acres in size. This is somewhat contrary to the history of the City's industrial land which tends to be on smaller parcels. By including a large parcel the City leaves open the opportunity for a large user which although rare does exist in the City. This large parcel also has the opportunity for division into smaller parcels over time as the market dictates.

The entire list of identified characteristics is as follows:

- 1) Capable of being serviced by City services.
- 2) Adjacent to or as close as possible to existing industrial land in the City.
- 3) Adjacent to or having easy access to a highway or other major road.
- 4) At least one parcel must be over 20 acres in size.
- 5) No dramatic slopes (over 3% grad) or major wetland or environmental limitations.

The only parcel considered in the locational analysis which possessed all the characteristics identified by the City is located by the County Assessor as

within Township 8 South; Range 2 West Section 25B, identified as Parcel 300. This lot is nearly 33 acres in size, is adjacent to the Aumsville Highway and is directly across the highway from the City's current developed industrial area. The only known environmental concern on the parcel is approximately .5 acres in the far northwest corner of the lot which is in the 100 year flood plain of a nearby creek. The rest of the lot is flat and currently being used as a grazing pasture. The lot is generally rectangular in shape but it has a 3.08 acre notch taken out of its southern boundary by an adjacent parcel.

This adjacent parcel is located by the County Assessor as within Township 8 South; Range 2 West Section 25B, identified as Parcel 400. Parcel 400 is bordered by Parcel 300 on three sides and is bordered by Olney Road on its fourth side. Parcel 400 is generally flat, has no known environmental issues, and has access to Aumsville Highway via Olney Road. It has a small residence on it and is under the same ownership as Parcel 300. As such Parcel 400 would be a logical addition to an expansion of the City's UGB that included Parcel 300. An expansion of the UGB including Parcel 300 and 400 would add 36 acres of industrial land to the City's inventory. This continuous block of property is 5 acres short of the fulfilling the 41 acre need identified by the demand analysis.

To fulfill this remaining demand the next logical parcel to include is located by the County Assessor as within Township 8 South; Range 2 West Section 25B, identified as Parcel 200. This parcel is the only to possess four out of the five characteristics identified by the City. The only one of the identified characteristics Parcel 200 lacks is that it is not 20 acres in size, a requirement which is not important given the inclusion of Parcel 300. Parcel 200 currently includes a single family home, is outside of the 100-year flood plain, and does not appear to have any environmental issues. This parcel is around 5 acres in size which, along with Parcel 300 and 400, would entirely fulfill the City's identified industrial land demand.

### III. URBAN GROWTH BOUNDARY CHANGE

Chapter II of the City's comprehensive plan sets forth the factors that are to be considered in a UGB expansion. These factors are as follows:

#### A. Accommodation of additional population

**FINDINGS:** The City of Aumsville has nearly doubled its population in the last 16 years from 1,650 in 1990 to 3,205 in 2006.<sup>1</sup> Continued expansion of the industrial base of the City is needed to create employment opportunities for this growing population.

---

<sup>1</sup> As of July 2006 as reported by the Population Research Center at Portland State University, December 16 2006  
[http://www.pdx.edu/media/p/r/PRC\\_Certified\\_Cities\\_2006.pdf](http://www.pdx.edu/media/p/r/PRC_Certified_Cities_2006.pdf)  
*STAFF REPORT – City Council*  
*Urban Growth Boundary Expansion, Comprehensive Plan Map Amendment*

B. Housing, employment opportunities and livability

FINDINGS: As noted above continued expansion of the industrial base of the City is needed to create employment opportunities. As noted in chapter 3 of the City's EOA "land should be provided to allow for the future expansion of existing manufacturing businesses."

C. Orderly and economical provisions of public facilities and services

FINDINGS: The site is located adjacent to existing developed areas within the City which makes it possible for the site to utilize existing public facilities and services. Sewer and water is available to service the site but lines would have to be extended across the Aumsville Highway to access the site.

D. Maximum efficiency of land uses within and on the fringe of the existing urban area

FINDINGS: The UGB expansion is proposed only after virtually all developable traditional industrial land within the UGB of the City has been developed.

E. The long term 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 agricultural or forest uses, whichever is applicable.

FINDINGS: In balance, the creation of acreage for traditional industrial development outweighs the required by-product of reducing agricultural land. It is also notable that the industrial development that is expected to expand into this area is mostly natural resource based such as canaries, bark chip facilities, and relatively unsophisticated manufacturing. This development is expected to feed off of and contribute to the natural resource base surrounding the City.

F. Compatibility of the proposed urban use with nearby agricultural activities

FINDINGS: As noted, the targeted industrial uses for the expansion area are natural resource based industries which should be compatible neighbors with the surrounding farmland.

#### IV. COMPREHENSIVE PLAN MAP AMENDMENT

A. Sections 15.01 to 15.03 establish the review procedures and application requirements.

FINDINGS: Plan Map Amendments require hearings before both the Commission and Council (15.01). The Commission reviews the request and provides a recommendation; the final decision to approve or deny rests with

the City Council. The file was deemed complete and a date was selected in accordance with City procedures (Sections 15.02 and 15.03). The public hearing will be conducted in accordance with City procedures as well (Section 15.04).

B. The criteria for the Commission recommendation are found in Section 15.05. Each item is reviewed in the following section:

1. Section 15.05 (A) - That the requested change is in conformance with the adopted Comprehensive Plan of the city.

FINDINGS: The City Comprehensive Plan establishes a number of Industrial policies. Under "Land Use" provisions, the following policies are noted:

- (1) The City shall seek to attract and expand industries to provide employment opportunities for City residents.
- (2) The City shall seek to take advantage of Aumsville's railroad frontage by utilizing adjacent land for industrial and warehousing uses.
- (3) Industries shall be required to adhere to applicable federal and state air, land and water quality standards.
- (4) The City shall designate additional industrial land after the majority of the existing supply is developed.
- (5) The City shall encourage the relocation of nonconforming industries to appropriate industrial areas.
- (6) The City shall require industries to provide landscaping to buffer the visual effect of expansive buildings or paved areas, and to screen adjoining non-industrial uses.

In policy 1 the City recognizes the importance of allowing existing industries to expand in the City. The industries outlined in the EOA and this report may not be the exact industries that are developed on the subject property but the proposed UGB expansion and designation change creates room for whatever industrial growth does occur. In policy 4 the plan acknowledges the need for expansion of the UGB once the existing supply has been developed as has happened. For these reasons, compliance with the above noted policies is maintained.

2. Section 15.05 (B) - That there was a mistake or an update needed in the original ordinance or map.

FINDINGS: As previously noted, this action increases the City's supply of property that can be used to accommodate expansion of existing Industrial firms which is a segment targeted by the City's EOA. In this regard, the Plan map amendment provides an updated response to the recent reduction of traditional industrial land.

3. Section 15.05 (C) - That the conditions in the area have changed since adoption of the ordinance and/or zoning map.

FINDINGS: This is similar to the previous criterion. The City is taking this action to increase its supply of property that can be used to accommodate the expansion of existing Industrial firms. This is a segment of growth targeted by the City's EOA. The supply of this industrial land type has been reduced over recent years by the following activities:

- 1) The consumption of buildable land by the expansion of existing firms.
- 2) The conversion by the City of traditional industrial lands to create a hybrid industrial area. Some of the goals of this conversion were to create a more pleasant gateway to the City, create higher value development in the City, and to take full advantage of the City's proximity to the interchange.
- 3) The conversion of land to accommodate an employment creating church and academic complex.
- 4) A more accurate calculation of the City's industrial land identified large areas of designated land that are unbuidable due to environmental conditions.

4. Section 15.05 (D) - The amendments will not interfere with the development or value of other land in the vicinity.

FINDINGS: On balance, there should not be any change in value of other land in the vicinity. The proposed land to be changed is adjacent to similarly designated fully developed industrial land which will not lose value by being further surrounded by industrial land... The limited residential lands by the site are accustomed to neighboring industry, so the impact should be minimal. Additionally, the nearby agricultural land should be able to function identically with proposed change so should maintain its value.

5. Section 15.05 (E) - The amendment will not be detrimental to the general interest of the city and that there is a public need for the amendment.

FINDINGS: The change should help the City to accomplish its industrial goals which are stated in the comprehensive plan as follows:

- 1) To maintain existing industries and encourage development of a sound economic base through diversified industries.
- 2) To increase and broaden employment opportunities for area residents and stimulate growth of retail and service-related activities.

By addressing these goals the change will provide a stated need of the City and serve the general interest of the City.

6. Section 15.05 (F) - That there is no other appropriately zoned property that could be used.

FINDINGS: As stated in the analysis section there is an insufficient supply of industrial land to accommodate the City's demand for such land.

7. Section 15.05 (G) - That the amendment will not over-burden existing and future capacity of public facilities.

FINDINGS: The City has sewer and water capacity for up to an additional 25,000 gallons per day. Aumsville Public Works Director Steve Oshe indicated that higher usage than this will need some further discussion with the City.

8. Section 15.05 (H) - That the amendment shall comply with applicable state and federal laws and regulations.

FINDINGS: The Statewide Land Use Goals establish the basis for all planning within the State. All local plans and implementing ordinances are required to be consistent with the policies and objectives of the Statewide Goals. Compliance with the applicable Statewide Goals and their policies is noted as follows:

Goal 1, Citizen Involvement: Public hearings on the proposed amendments will be held before both the Commission and City Council. This is consistent with City procedures.

Goal 2, Land Use Planning: The proposal does not involve exceptions to the Statewide Goals. Adoption actions are consistent with the acknowledged Development Ordinance. There is adequate factual basis to justify the proposed change.

Goal 3, Agricultural Lands: The higher capacity farm land is proposed to be converted to an industrial use only because lower priority land is not available.

Goals 4, Forest Lands: The proposal does not involve or affect identified forest lands.

Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources: Identified historic or cultural resources are not affected by the proposed changes. The City and developer are required to coordinate with the Division of State Lands to avoid impacting any wetlands on the property.

Goal 6, Air, Water and Land Resource Quality: We recognize this proposal will create more industrial land. All new development will require site development review and the decision criteria in the City of Aumsville's development code address these matters to ensure this goal is met.

Goal 7, Natural Hazards: Development requirements for activities within the flood plain or on steep slopes would remain unaltered.

Goal 8, Recreational Needs: The proposed changes do not involve land or create uses which would adversely impact recreational opportunities.

Goal 9, Economic Development: As required by Goal 9, the proposed change ensures that the City's urban areas provides "for at least an adequate supply of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies." The change as required is based on the City's adopted employment opportunities analysis (EOA). The applicable items from the analysis section of this report that provide additional information to the existing EOA will be added to EOA upon the adoption of the proposed change.

Goal 10, Housing: The Plan amendment does not add to nor reduce the amount of land available for residential development.

Goal 11, Public Facilities and Services: Aumsville Public Works Director indicated that both water and sewer service could be extended to service the site. He also noted that the City is able to provide these services for water usage up to 25,000 gallons per day. The Public Works Directors comments on this matter are in exhibit 5.

Goal 12, Transportation: The proposed industrial expansion is adjacent to existing industrial land. The location is adjacent to the Aumsville Highway which provides multiple methods for the industrial traffic to exit the community without being forced through residential neighborhoods

Goal 13, Energy Conservation: The proposed changes neither promote nor reduce energy conservation.

Goal 14, Urbanization: As noted in the analysis the City cannot accommodate the City's industrial need on land already inside the UGB. Additionally, the locational analysis that was used to identify the proposed area of expansion follows the procedure recommended by the Department of Land Conservation and Development and is consistent with ORS 197.298.

Goals 15 to 19, Willamette River Greenway, Estuarine Resources, Coastal Shores, Beaches and Dunes, Ocean Resources: The proposals do not involve land within the Willamette Greenway or coastal areas.

9. Section 15.05 (I) - That the amendment shall comply with the Urban Growth Boundary and Policy Agreement existing between the city and Marion County.

FINDINGS: The City coordinated with Marion County regarding this request. All procedures, including notification, must comply with the agreement.

Additionally, compliance with County Economic Goals is noted as follows:

Goal A: Encourage diversity and balance of job types (e.g. service and industry jobs). The expansion will allow for growth within the industrial job sector of the economy while other areas of the city will accommodate growth within the service job sector.

Goal B: Promote economic opportunity for all segments of society. The expansion will allow for the creation and retention of industrial users which often offer living wage industrial jobs to workers with varied levels of skill and education.

Goal C: Encourage a sustainable local and regional economy. The expansion will allow Aumsville's longstanding traditional resource based industries to continue and grow.

Goal D: Tailors economic development to the unique assets and needs of the county and its individual communities. The expansion will allow the community's traditional resource based industries to continue to grow and prosper. It will also create a local job market to accommodate Aumsville's growing population.

- C. Sections 15.06 to 15.11 address procedural matters. All subsequent actions must conform to these provisions.

## VI. SUMMARY

Based on these finding we have met the decision criteria



**STAFF MEMORANDUM**

**TO:** Aumsville Planning Commission  
**FROM:** Skip Wendolowski, City Planner  
**SUBJECT:** Comprehensive Plan Map Amendment/Zone Change/Conditional Use; Willamette Valley Baptist Church  
**DATE:** June 11, 2003

**I. BACKGROUND INFORMATION**

- A. **APPLICANT:** Willamette Valley Baptist Church.
- B. **PROPERTY LOCATION:** The subject property is located at the west side of 1<sup>st</sup> Street, approximately 200 feet south of its intersection with Delmar Drive. There is no property address and the County Assessor places the property within Township 8 South; Range 1 West; Section 30; Tax Lot #2300.
- C. **ZONING:** The land is designated "Industrial" in the Comprehensive Plan and is zoned Industrial (I).
- D. **PARCEL SIZE:** Approximately 39.0 acres (1,699,217 square feet).
- E. **EXISTING DEVELOPMENT:** The vacant property fronts a County road and public services can be extended to the property.
- F. **REQUEST:** The applicant is requesting approval of the following: (1) Comprehensive Plan Map Amendment establishing the "High Density Residential" Plan designation; (2) a Zone Change establishing the Residential Multi-Family (RM) zone; and, (3) a Conditional Use to establish a church, school and ancillary facilities.
- G. **DECISION CRITERIA:** Approval or denial of this request is based on compliance with the decision criteria in Section 15.00 (Comprehensive Plan Map Amendment); Section 16.00 (Zone Change) and Section 14.00 (Conditional Use), of the Aumsville Development Ordinance.

**II. APPLICATION SUMMARY**

- A. The applicant intends to establish a new church, school, retirement homes, college and ancillary facilities on the subject property. This is a multi-stage project that will develop over several phases:

1. Phase 1 – This phase will establish a church and school in the northwest corner of the property. This initial project calls for an approximate 25,000 square foot structure that includes the sanctuary, day care facility, offices and school. This initial phase will also include a sports field located to the east of the church and a parsonage and accessory buildings located in the southeast corner.
  2. Phase 2 - The second phase of the project includes a gymnasium, expanded fields and additional accessory structures.
  3. Phase 3 - The third phase will expand the initial church/school building to 100,000 square feet.
  4. Phase 4 - The final phase would include establishment of a college with associated dormitories.
  5. Other - Long range plans also call for the creation of 24 retirement homes along the south side of the property. This would occur sometime between the first and second phases.
- B. The property is currently zoned Industrial. This particular zone does not identify churches or schools as permitted, or conditionally permitted, uses within the zone. For this reason, the applicant is requesting a Plan Map Amendment and Zone Change, respectively, to establish the "High Density Residential" designation and the Residential Multi-Family (RM) zone on the property. The RM zone [Section 6.03(B)] allows "public and semi-public uses and structures" with the approval of a conditional use. This category would include the proposed church, school, college and ancillary improvements. The RM zone also permits outright the proposed residential development.
- C. Therefore, to complete this project, three separate applications are necessary: (1) a Plan Map Amendment to establish the "High Density Residential" designation; (2) a Zone change to create the RM zone; and (3) a Conditional Use permit to allow the construction of a church facility, school and ancillary facilities. The proposed residence and accessory buildings are outright permitted uses in the RM zone.
- D. The City Engineer reviewed the proposal and submitted a report concerning the request. The report is a part of the planning file. In general, sewer and water services may be extended to serve the property and storm water drainage can be accommodated. The access locations will be determined by Marion County, but it appears the County supports the location identified on the site plan.

### III. COMPREHENSIVE PLAN MAP AMENDMENT

A. The Plan Map amendment changes the underlying, long-range intended purpose of the property. Currently, the land is designated "Industrial" and hence intended for industrial types of uses. The proposal would change that to "High Density Residential." This designation allows residential uses as well as activities that are generally compatible with residential development. Provisions regarding amendments to the Comprehensive Plan and associated Plan Map are found in Section 15.00.

B. Sections 15.01 to 15.04 establish the review procedures and application requirements.

FINDINGS: Plan Map Amendments require hearings before both the Commission and Council (15.01). The Commission reviews the request and provides a recommendation; the final decision to approve or deny rests with the City Council. The applicant submitted the necessary material, and a date was selected in accordance with City procedures (Sections 15.02 and 15.03). The public hearing will be conducted in accordance with City procedures as well (Section 15.04).

C. The criteria for the Commission recommendation are found in Section 15.05. Each item is reviewed in the following section:

1. Section 15.01 (A) - That the requested change is in conformance with the adopted Comprehensive Plan of the city.

FINDINGS: The City Comprehensive Plan establishes a number of Industrial policies. Under "Land Use" provisions, the following policies are noted:

- (1) The City shall seek to attract and expand industries to provide employment opportunities for City residents.
- (2) The City shall seek to take advantage of Aumsville's railroad frontage by utilizing adjacent land for industrial and warehousing uses.
- (3) Industries shall be required to adhere to applicable federal and state air, land and water quality standards.
- (4) The City shall designate additional industrial land after the majority of the existing supply is developed.
- (5) The City shall encourage the relocation of nonconforming industries to appropriate industrial areas.
- (6) The City shall require industries to provide landscaping to buffer the visual effect of expansive buildings or paved areas, and to screen adjoining non-industrial uses.

The only policy that may directly apply is the provision for employment. Initially the facility will employ 22 people with the eventual employment to reach 100. While the land will lose its Industrial designation, the City does not lose an employment opportunity, which is the ultimate purpose of the parcel. The remaining policies address specific industrial development issues and therefore do not apply to this request.

Under "Urbanization" provisions the following are noted:

- (1) The City will take steps to establish an industrial park of various lot sizes with the appropriate sewer, water and storm drainage and road access.
- (2) The City will amend development ordinances to prohibit the encroachment of non-industrial uses in lands reserved for industrial use.
- (3) The City will take steps to provide for additional Industrial lands to meet projected needs after the majority of the existing supply is developed.

The first policy refers to an action on the part of the City regarding a specific use. This does not directly apply to the case, but may impact the City's ability to do so in the future. The second policy refers to the compatibility of placing non-industrial uses adjacent to industrial property. Again, this does not directly affect this property. However, the development of this land for semi-public purposes may limit the industrial options on land directly to the north as potential developers may want to avoid impacting the church and school.

Regarding the third policy, the City recently completed an Economic Opportunities Analysis (EOA). This study reviewed the supply of industrial land against current and potential use. The report noted that in spite of all recent improvements to Highway 22, a vast majority of the City's industrial land remains vacant.

The actual ratio between residents and *developed land* is significantly different and considerably less than the ratio contained in the Comprehensive Plan. Currently, only 46 of 142 acres of Industrial designated land are developed creating a ratio of 0.0153 acres per resident (year 2000 = 3,003). Extrapolating this to the anticipated population of 4,127 in 2015, approximately 63 acres will be necessary to meet industrial needs. In other words, at the current level of *development* the City would have a surplus of 79 acres by 2015.

Even if the industrial rate of development were to triple for the *marginal* increase in population, only 52 additional acres will be needed. This would still leave a surplus of 44 acres. To put it another way, the current rate of development would need to increase nearly **six-fold** for the existing surplus to be consumed by 2015. Again, this does not take into account locational factors, but does signify that based on current growth rates, and even a significant increase in the current development rate, the City has sufficient land to meet industrial needs to 2015.

If this situation holds true, the loss of 39-acres of industrial land will not affect the industrial land base. Conversely, a site located to Highway 22 would be lost, thereby directing industrial truck traffic to land located on the west side of the City. The issue for the City is not only gross acreage but the location of the land being lost and potential impacts to the City as industrial growth is directed from Highway 22 to the west side.

Other City goals and policies encourage sufficient land to meet residential needs, adequacy of public facilities and potential impacts on transportation systems. Residential impacts will not be a factor in spite of the Plan (and Zone) change. The City retains sufficient land to meet RM requirements. Although the change is necessary to allow a specific use, the project will still allow some limited residential development to church members. In addition, recent zone changes indicate the City has more than sufficient land to meet residential needs to 2015. This City Engineer indicated the site may be served with the necessary facilities, and it appears the County is satisfied the project will not generate significant traffic impacts beyond the capacity of the road.

2. Section 15.01 (B) - That there was a mistake or an update needed in the original ordinance or map.

FINDINGS: In this case, the EOA provides updated information as to the demand for industrial land. Again, the loss of the site will apparently not affect the City's ability to meet future demand for industrial property, at least to the year 2015. The larger issues are one of location and impacts on property to the north as well as future demand for industrial land on the west side of the City.

3. Section 15.01 (C) - That the conditions in the area have changed since adoption of the ordinance and/or zoning map.

FINDINGS: This is similar to the previous criterion. The current Comprehensive Plan establishes future industrial land requirements based on a ratio between the population and all industrial land, whether vacant or developed. Since the original plan, industrial growth has not occurred at a level anticipated. This is a condition or factor that has changed since the Plan's adoption that merits consideration.

4. Section 15.01 (D) - The amendments will not interfere with the development or value of other land in the vicinity.

FINDINGS: This is difficult to determine with any certainty or precision. The project itself does not establish uses or activities that prohibit use of adjacent residential property to the west and south or existing farming activities to the east. As noted, industrial developers may be reluctant to consider certain *types of uses* due to their potential impact on the church and school; but the church and school by themselves do not prohibit or restrict industrial activity. This may affect value as well; however, the zone and intended uses should not interfere with adjacent development.

5. Section 15.01 (E) - The amendment will not be detrimental to the general interest of the city and that there is a public need for the amendment.

FINDINGS: A response to this will be partially based on the estimated need of industrial land. However, based on current patterns, the City has a significant surplus of industrial land to meet needs until the year 2015.

The public need is difficult to assess and may not be directly applicable to this request (as compared to a text amendment to the Plan). However, the Plan Map Amendment is part of a larger project and essential for its creation. The need, therefore, is based on the zoning requirements contained in the City's Development Ordinance .

6. Section 15.01 (F) - That there is no other appropriately zoned property that could be used.

FINDINGS: The site calls for significant development over time, which can only occur if there is property under single contiguous ownership. It does not appear there is other RM zoned property of this size located elsewhere in the community.

7. Section 15.01 (G) - That the amendment will not over-burden existing and future capacity of public facilities.

FINDINGS: Information provided by the City Engineer indicates required services can be extended to the site without impacting the City's capacity to provide those services.

8. Section 15.01 (H) - That the amendment shall comply with applicable state and federal laws and regulations.

FINDINGS: The Statewide Land Use Goals establish the basis for all planning within the State. All local plans and implementing ordinances are required to be consistent with the policies and objectives of the Statewide Goals. Compliance with the Statewide Goals is noted as follows:

Goal 1, Citizen Involvement: Public hearings on the proposed amendments will be held before both the Commission and City Council. This is consistent with City procedures.

Goal 2, Land Use Planning: The proposal does not involve exceptions to the Statewide Goals. Adoption actions are consistent with the acknowledged Development Ordinance.

Goal 3, Agricultural Lands: As property located within the City, the proposal does not involve or affect EFU zoned land.

Goals 4, Forest Lands: As property located within the City, the proposal does not involve or affect identified forest lands.

Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources: Identified historic or cultural resources are not affected by the proposed changes. The City and developer are required to coordinate with the Division of State Lands to avoid impacting the wetlands on the south side of the property.

Goal 6, Air, Water and Land Resource Quality: The proposed changes do not create uses or activities which will adversely affect the environment.

Goal 7, Natural Hazards: Development requirements for activities within the flood plain or on steep slopes would remain unaltered.

Goal 8, Recreational Needs: The proposed changes do not involve land or create uses which would adversely impact recreational opportunities. As proposed, the project will ultimately provide additional recreational opportunities.

Goal 9, Economic Development: There is the potential loss of Industrial designated land and associated benefits. Conversely, the site, upon completion, can become a significant employer which benefits the local economy. Staff previously commented on the impacts.

Goal 10, Housing: Generally, the request and development are neutral, although additional retirement homes will be provided.

Goal 11, Public Facilities and Services: The proposed changes do not involve public facilities or create uses or activities that will impact existing public facilities.

Goal 12, Transportation: There is adequate access to the site. Information provided by Marion County concludes safe access can be provided.

Goal 13, Energy Conservation: The proposed changes neither promote nor reduce energy conservation.

Goal 14, Urbanization: The proposal provides for urban levels of development where sufficient levels of service are available.

Goals 15 to 19, Willamette River Greenway, Estuarine Resources, Coastal Shores, Beaches and Dunes, Ocean Resources: The proposals do not involve land within the Willamette Greenway or coastal areas.

9. Section 15.01 (l) - That the amendment shall comply with the Urban Growth Boundary and Policy Agreement existing between the city and Marion County.

FINDINGS: The City coordinated with Marion County regarding this request. All procedures, including notification, must comply with the agreement.

- D. Section 15.06 notes the final action will be taken by the City council. This is a requirement of a Plan Amendment (and Zone Change). The City is required to follow this procedure.
- E. Section 15.07 to 15.09 establishes regulations on recording amendments, effective date of adoption, appeals and limitations on reapplying. As with the Council hearing, the City is required to comply with these procedures.



- F. Section 15.11 allows for protest procedures. This does not affect the Commission recommendation nor alter the decision criteria. However, if a proper protest is submitted, the amendment shall not become effective except by the favorable vote of three-fourths of the entire governing body.

#### IV. ZONE CHANGE

- A. A zone change is a reclassification of any area from one zone or district to another, after the proposed change has been reviewed and a recommendation made by the Commission (Section 16.01). As with the Plan Map Amendment, the Commission provides a recommendation to the City Council, with the Council making the final decision on the request. This request would establish the Residential Multi-family (RM) zone.
- B. Section 16.02 to Section 16.04 establishes how a zone change may be initiated, notice requirements and conduct of the hearing before the Commission.

FINDINGS: The property owner submitted the request consistent with the requirements in Section 16.02. Notice and hearing procedures complied, and must comply, with the requirements in Sections 16.03 and 16.04, respectively.

- C. The decision criteria for a Zone change are found in Section 16.05. Each item is reviewed in the following sections:
  - 1. Section 16.05(A) - That the change is in conformance with the Aumsville Comprehensive Plan, or that there was a mistake in the amended plan, or conditions in the area have changed since adoption of the amended plan. This includes both the plan map, and the goals, objectives and policies of the plan.

FINDINGS: The proposed RM zone is consistent with the proposed "High Density Residential" designation. Since the zone change would not create additional residential opportunities available to the public, the greatest impact will be on the reduction in Industrial land. Therefore, previous comments regarding the Comprehensive Plan would also apply to the zone change request.

- 2. Section 16.05(B) - That there is a public need for the proposed use or zone.

FINDINGS: Again, the Plan and Zone Change requests are necessary to establish the use. Issues regarding public need were discussed for the Plan Map Amendment and would also apply to the Zone Change.

3. Section 16.05(C) - That this need will best be met by a zone change of the property in question as compared with other property.

FINDINGS: Only the residential zone and the Public zone would allow the use; therefore, a zone change is essential for this parcel to establish the use. Similar sized parcels with the appropriate zoning are simply unavailable elsewhere in the City.

4. Section 16.05(D) - That there is no other appropriately zoned property in the surrounding area that could be used.

FINDINGS: There does not appear to be any alternative RM zoned parcel of this or similar size elsewhere within the City. The only option available to the applicant is to rezone the property.

5. Section 16.05(D) - That the range of uses allowed by the proposed zone will not over-burden existing and future capacity of public facilities.

FINDINGS: Information submitted by the City Engineer indicates public facilities can be extended to the site without affecting the City's capacity.

- D. Section 16.06 notes the final action on this matter will be determined by the Council. City procedures must comply with this requirement.
- E. Section 16.07 to 16.09 establishes regulations on continuances, effective date of adoption and appeals. As with the Council hearing, the City is required to comply with these procedures.

#### V. CRITERIA AND FINDINGS - CONDITIONAL USE

- A. Section 14.00 establishes the procedures and standards for a Conditional Use. Staff notes the proposal complies with provisions in Section 14.01 to 14.04 regarding Planning Commission review, administrative actions, application requirements and public hearing procedures. Specific Conditional Use decision criteria are found in Section 14.05. Each item, along with findings, is reviewed in the following sections.
- B. Section 14.05(A) - The proposal will be consistent with the Comprehensive Plan and the objectives of the zoning ordinance and other applicable policies of the city.

FINDINGS: The Comprehensive Plan does not contain specific policies on the establishment of religious facilities and schools. However, the Plan clearly includes policies to ensure adequate recreational facilities to meet public needs, which the facility can provide. In addition, the general purpose of the Plan is to ensure a quality of life, of which religious opportunities are one part. Finally, the zone conditionally allows the proposed uses, effectively determining these activities can be compatible with other residential development.

- C. Section 14.05(B) - Taking into account location, size, design and operation characteristics, the proposal will have minimal adverse impact on the livability, value, and appropriate development of abutting properties and the surrounding area compared to the impact of development that is permitted outright.

FINDINGS: The proposal will occupy a small portion of the entire 39-acre site. This action will not generate significant additional traffic through-out the week as peak traffic demand occurs on weekends. At this junction, this use is likely to generate less traffic than most industrial uses and certainly less commercial truck traffic. The proposal does not involve an activity that is detrimental to the neighborhood. No significant noise, odors or other adverse impacts are expected.

- D. Section 14.05(C) - The location and design of the site and structures for the proposal will be as attractive as the nature of the use and its setting warrants.

FINDINGS: The development will be located away from wetland areas on the south side of the property. The facility and layout are functional in with its stated purpose and the proposal will be as attractive as the nature of the use and its setting warrants.

- E. Section 14.05(D) - The proposal will preserve assets of particular interest to the community.

FINDINGS: This is not a factor in the request. It is quite possible the facility will add to the community assets by providing additional recreational opportunities on the east-side of the City.

- F. Section 14.05(E) - The applicant has bona fide intent and capability to develop and use the land as proposed and has some appropriate purpose for submitting the proposal.

FINDINGS: The applicant further understands the enormous task and divided the project into phases. The applicant has the ability to complete at least this portion of the project and will proceed as finances become available to complete the remainder.

- G. Section 14.06 allows the Commission to place conditions on any approval. These may include limiting activities, establishing special setbacks, limiting height, limiting access, special lighting requirements, screening requirements, fencing limitations, preservation of natural features and other reasonable restrictions. Possible conditions will be considered as part of reviewing specific site plan improvements.
- H. Although reviewed as a conditional use, the application must still comply with all of the applicable provisions of the underlying land use zone, including: building and yard setbacks, lot area and dimensions, lot coverage, and other special standards as may be required for certain land uses. Applicable provisions are found in Section 6.00 (RM Zone) and are reviewed below:
1. Section 6.04 Minimum Lot Area: The absolute minimum area requirement is 8,000 square feet.  
  
FINDINGS: The 39.0 acre parcel exceeds this minimum requirement.
  2. Section 6.05 Minimum Lot Width: Eighty (80) feet.  
  
FINDINGS: The existing parcel exceeds this dimension.
  3. Section 6.06 Maximum Lot Coverage: Fifty (50) percent.  
  
FINDINGS: Based on the first phase, the lot coverage will be significantly less than 50%.
  4. Section 6.07 Yard Requirements Front yard is twenty (20) feet with a minimum five (5) setback on the remaining yards.  
  
FINDINGS: The main building will be set back at least 200 feet from 1<sup>st</sup> Street and 50-feet from the north property line. All other setbacks exceed 500-feet. The parsonage and accessory buildings also exceed all setback requirements.
  5. Section 6.08 Maximum Height of Structure - (B) Approved Public and Semi-Public Uses: Seventy (70) feet or six (6) stories.  
  
FINDINGS: Based on submitted architectural plans, the building will be approximately 33-feet in height, thereby complying with the limitation. This can be verified and enforced at the time of the building permit is processed.

6. Section 6.09 Signs

FINDINGS: No signs are proposed at this time. However, all signs must conform to the sign specifications of the Development Ordinance. These signs can be processed administratively.

7. Section 6.10 Parking and Loading - (B) Public and semi-public and conditional uses requiring off-street parking shall be determined by the Commission based upon the requirements of the Off-Street Parking and Loading section of the Ordinance (Section 18.00).

FINDINGS: Parking space requirements found in Section 18.05. Subsection "F." requires one space per 4 seats or every 8-feet of bench length. The applicant estimates 900 attendees during services; therefore, 225 parking spaces are required. Staff does not believe additional spaces are necessary for the school or daycare facilities that are ancillary to the church. These uses will likely be operated jointly, or, be operated during different peak demand hours. For example, the school will be operated during the week while the church sanctuary will be used primarily on weekends. There remains sufficient parking to accommodate all uses.

Two loading spaces are required (Section 18.06). None were specifically identified on site but can readily be provided given the parcel size and location of the buildings. In a similar vein, two bicycle parking spaces must be provided for every 20 parking spaces. In this case, 23 spaces are necessary. As with loading areas, these were not identified but can readily be provided.

All parking spaces and driveways must be paved, conforming to provisions in Section 18.08. In addition, bicycle parking must comply with provisions in Section 18.09. The applicant will be required to submit evidence that the layout will conform to these provisions before a building permit can be issued. Otherwise, the parking and access can comply with the Development Ordinance requirements.

- I. Public sewer and water serve the property. The City Engineer noted final engineered drawings must be submitted to ensure conformance with all City Public Works requirements. This may be placed as a condition of approval. Frontage improvements however, must be coordinated with Marion County. This includes obtaining the necessary access permit. As with similar public facility improvements, compliance with this provision may be placed as a condition of approval.

- J. There are no landscaping requirements in the RM zone that pertain to this project. For the record, areas not improved upon will remain in a natural vegetative state or landscaped. As noted earlier, significantly less than 50% of the property – at least in this initial phase – will be improved.
- K. Generally, the proposal will generate less traffic than potential industrial users with peak traffic demand occurring at off-peak hours for area residences. The use itself does not generate any activity or product that would interfere with residential users. The building height is significantly less than the maximum height limit and is setback at least 200 feet from 1<sup>st</sup> Street and residences on the west side of the road. The plan will require additional information to ensure conformance with specific design details (e.g., parking space dimensions). However, for the purpose of the Conditional Use, the layout and use comply (or can conditionally comply) with the Development Ordinance provisions.

#### VI. SUMMARY COMMENTS

- A. The development proposal complies with the decision criteria for a conditional use. And in many respects, the location of a semi-public use opposite a significant residential area of the community may be more compatible than a variety of Industrial uses allowed in the zone. The critical issue before the Planning Commission is not the site development, but whether it is appropriate to change the Comprehensive Plan Map and Zoning of the property to accommodate the use. This is not a simple decision and focuses on the very purpose of planning to direct long-term development within the community.
- B. The core question revolves around Comprehensive Plan policies related to Industrial development. Regarding land use matters, the applicable policy focuses on providing employment opportunities for local residents. Fortunately, the zone change actually provides long-term employment, with a potential for 100 workers when completed. The issue is whether this corresponds to providing opportunities to employ *local residents* or will a majority of the church staff be “imported.” Conversely, even if this were the case, these workers would eventually seek local housing, and use local retailers, thereby potentially jump-starting the City’s downtown improvement efforts.
- C. Urban industrial policies address the need of land supply. Existing Plan policies anticipate demand based on a ratio of population to the current total land industrial land supply. Actual development is considerably less, so that if the actual ratio of population to developed land continues, the City retains a significant surplus of industrial land. Therefore, the loss of 39-acres of industrial land will still provide sufficient property to meet industrial land needed to at least 2015.

- D. Conversely, a 39-acre site located near Highway 22 would be lost, thereby directing industrial truck traffic to industrial land located on the west side of the City. The loss may also diminish development of industrial land to the north through the creation of potential conflicts. The issue for the City is not only gross acreage but the location of the land being lost and potential impacts to the City for the location of future industrial development.
- E. City staff is not opposed to this request. If fully developed, the site can be a significantly attractive focal point for the community. Unlike many industrial uses, the project does not pollute or create activities that could impact surrounding residential land. Facilities of this nature often have conventions or other significant gatherings that can have positive economic impacts for the entire City. The retail activity alone could potentially drive downtown development. The larger concern is for the Commission (and ultimately the City Council) to understand what could be lost in the process. The community needs to be sure the benefits outweigh potential losses.

#### VII. CONCLUSION AND RECOMMENDATION

If findings are established to support the application, the Planning Commission would recommend City Council approval of the following:

- A. The Comprehensive Plan Map Amendment changing the Plan designation from "Industrial" to "High Density Residential" and a Zone Change, changing the zoning from Industrial (I) to Residential Multi-Family (RM) on property located within Township 8 South; Range 1 West; Section 30; Tax Lot #2300.

If the Planning Commission recommends Council approval of the Plan Map Amendment and Zone Change, staff recommends Planning Commission approval of the application subject to the following Conditions:

- A. The developer shall participate in a conference with the applicable public facility providers for the purpose of coordinating facility improvements. This conference shall occur prior to submitting engineering drawings. It is recommended the participants include the Aumsville Department of Public Works, the City Engineer, Aumsville Fire District, Marion County Public Works and private utilities.
- B. The developer shall submit an engineering plan for the development to the Aumsville Department of Public Works for review and approval. The engineering plan shall include information concerning sewer, water, storm water, easements, site grading and other information as necessary to

indicate conformance with Aumsville Public Works standards and consistency with the development proposal. The plans shall be subject to the recommendations provided by the City Public Works Department and City Engineer, hereby made a part of this record. A separate plan may be necessary for Marion County Public Works to review required street frontage improvements.

- C. The developer shall submit a detailed site plan to the City for phase one of the project. The first phase shall coincide with the proposed activities identified on the submitted site plan. The detailed plan shall identify parking, loading and bicycle improvements, consistent with the provisions of the Aumsville Development Code. The detailed plan may be submitted as part of the engineering plans.
- D. Prior to submittal of a building permit application, the developer shall submit evidence of an access permit from the Marion County Department of Public Works. This shall also include approval of any design or engineering plans.
- E. Following approval of the engineering plans, a detailed site plan, and receiving a Marion County access permit, the developer shall be permitted to apply for a building permit.
- F. Prior to receiving an occupancy permit for the facility, the developer shall complete the following:
  - 1. The developer shall extend or install sewer, water and storm drainage facilities to serve the development in conformance with approved engineering plans.
  - 2. The developer shall install parking facilities, including bicycle parking and loading areas, pursuant to the approved site plans and Aumsville Development Code requirements.
  - 3. The applicant shall install any street improvements required by Marion County as part of the approved access permit.
- G. This initial development approval shall be limited to Phase 1 of the development as described in the submitted application. All subsequent expansions shall be subject to the appropriate site development review procedures as required by the Development Ordinance.
- H. All public facility improvements shall comply with the standards and requirements of the Aumsville Public Works Department and comply with the specific requirements identified by the City Engineer entered as part of this record. Adequate bonding or other financial security shall be obtained pursuant to City requirements.



- I. The applicant shall be responsible for all costs associated with public facility improvements, including applicable system development charges for sewer, water and other facilities.
- J. Compliance with the Conditions of Approval shall be the sole responsibility of the applicant.

#### VIII. PLANNING COMMISSION ACTION

- A. The Planning Commission may either:
  - 1. Recommend City Council approval of the application, adopting findings and conditions contained in the staff report, or
  - 2. Recommend City Council approval the application with modified findings and/or conditions, or
  - 3. Recommend City Council denial of the application, specifying reasons why the applicant has not met the applicable decisions criteria.

STAFF MEMORANDUM

**TO:** Aumsville Planning Commission  
**FROM:** Walt Wendolowski, City Planner  
**SUBJECT:** Comprehensive Plan Map Amendment; Zone Change and Development Code Amendment - Interchange Development Zone  
**DATE:** June 17, 2005

I. BACKGROUND

- A. **APPLICANT:** City of Aumsville.
- B. **PROPOSAL:** The City is requesting approval of the following amendments:
1. Aumsville Development Ordinance No. 323 will be amended as follows:
    - (a) Clarifying setback regulations for interior side yards in the RS and RM zone.
    - (b) Replace the current Section 10 with new language related to the creation of the Interchange Development (ID) Zone.
    - (c) Clarify provisions on subdivision review in Section 20.00 to coordinate transportation issues with the School District and revising the title related to replats.
    - (d) Relocate existing material in Section 10.00 to Section 22.00, and revise numbers as required.
    - (e) Place existing language in Ordinance No. 487 regarding flood plain regulations within the newly revised Section 22.00.
    - (f) Establish a new Section 23.00 regarding landscaping design requirements.
    - (g) Relocate existing language on severability to a new section, Section 24.00.
    - (h) Amend the "Table of Contents" to reflect revisions.

The proposed language and revisions are found in Exhibit "A," a draft Ordinance document prepared for City Council.

2. Amend the Comprehensive Plan Map by changing the Plan designation from "Industrial" to "Interchange Development" on property identified by the County Assessor Map as located within Township 8 South; Range 2 West Section 25AD, Parcel's 100.

15500, 15600; Township 8 South; Range 2 West Section 25AA, Parcels 100, 1100, 1200, 1300; and Township 8 South; Range 2 West Section 30, Parcels 1600, 1700, 1800, 2000, 2100, 2200.

The subject properties are identified on Exhibit "B." The proposed Comprehensive Plan Map Amendment involves approximately 66.60 acres.

3. Amend the Zone Map changing the zoning from Industrial (I) to Interchange Development (ID) on property identified on the County Assessor Map as located within Township 8 South; Range 2 West Section 25AD Parcels 15500 and 15600, and, Township 8 South; Range 2 West Section 25AA, Parcel 100.

The subject properties are identified on Exhibit "C." The proposed Zone change involves approximately 8.30 acres.

- C. DECISION CRITERIA: Aumsville Development Code Section 15.00 (Amendments), Section 16.00 (Zone Change) and the Aumsville Comprehensive Plan.

## II. APPLICATION SUMMARY

- A. The City is proposing a number of amendments to the Development Code. Amendments include creating new language as well as housekeeping measures. Each proposed revision is reviewed below:

1. Setbacks – Section 5.07 (RS Zone) and 6.07 (RM Zone) will be amended, clarifying side yard setbacks refer to interior yards and not yards located adjacent to the street.
2. ID Zone - The City will establish a new zone: the Interchange Development (ID) zone. This is primarily designed to provide flexibility to develop property near the Highway 22 interchange. While primarily industrial in nature, the zone will also include a reasonable variety of commercial activities such as offices or highway related businesses. Efforts will be made to avoid allowing uses that may conflict with efforts to improve the City's downtown. This will be regulated through conditional use procedures. "Big-box" commercial activities and similar uses incompatible with the purpose of the interchange are prohibited.

Greater emphasis will be placed on design. Design elements include setbacks, landscaping, exterior building finish and sign regulations. The intent is to create an attractive area, and entrance, for the City. While parking requirements remain the same, greater

emphasis will be placed on improved landscaping for larger lots. All uses and expansions will require a site development review and are subject to a traffic impact study.

3. Subdivision Requirements – There are two minor changes in Section 20.00. First, the City will coordinate with the School District on transportation issues (Section 20.45). Second, Section 20.61 will be re-titled to specifically include “replats.”
  4. Section 22.00 – The ID zone will occupy the current Section 10.00. All material in Section 10.00 will be moved to Section 22.00 and renumbered accordingly. There is no change in the language.
  5. Flood Regulations – Currently, flood plain development regulations are found in a separate document: Ordinance No. 487. The language in this document will now be included in the newly revised Section 22.00. Again, while the section numbers and references are revised, there is no change in the content.
  6. Landscaping – Section 23.00 is a new section that will provide landscaping requirements. Code language establishes the minimum area requirements for landscaping, the need for a site plan, screening and buffering requirements for development, streetscape improvements for commercial, industrial and public uses and specific planting and maintenance requirements. Finally, the regulations establish a list of recommended and prohibited trees for streetscapes.
  7. Severability – The existing severability provisions in Section 22.00 will be placed in a new section, Section 24.00. Section numbers and references will be changes as necessary; there are no changes in the content.
  8. Table of Contents – The Table of Contents is revised to correspond with the above noted changes in Sections and Section numbers.
- B. The Comprehensive Plan map amendments are designed to identify those specific properties that will eventually be part of the Interchange Development Zone. Consistent with the purpose of the ID zone, the subject properties include existing Industrial designated land located near the Highway 22 interchange.
- C. Three of the properties subject to the Plan map amendment are located within the City. To complete the application of the ID zone, the zoning on these parcels will be changed from Industrial (I) to Interchange Development (ID).

- D. All three requests are identified under Development Code Section 12.00 as Type IV land use actions. These are legislative matters and require a hearing before the Planning Commission and City Council. In this type of procedure, the Commission provides a recommendation to the Council and the Council renders the final decision on whether to adopt the changes.

### III. DEVELOPMENT CODE AMENDMENTS

- A. The Development Code revisions are of two basic types. The first provides new section related to the Interchange Development Zone (Section 10.00) and the new landscaping requirements (Section 23.00). The second addresses housekeeping measures and is designed to make minor improvements to clarity and readability. Also in this group are changes that reorganize the Code, for example, moving provisions in Section 10.00 to Section 22.00 or incorporating existing flood plain development language in Section 22.00. The findings will address each category.
- B. Provisions regarding amendments to development regulations are contained in Section 15 of the Development Code. The Planning Commission reviews the proposal and provides a recommendation to the City Council. For the record, this proceeding complies with administrative provisions in Sections 15.01 to 15.03. The public hearing will be conducted in accordance with City procedures as well (Section 15.04).
- C. Specific criteria are contained in Section 15.05. Each criterion and findings are reviewed below:
  - 1. Section 15.05(A) - That the requested change is in conformance with the adopted Comprehensive Plan of the city.

FINDINGS: FINDINGS: As noted, many of the administrative changes are "housekeeping" measures. As such, there are no Plan policies that are affected by these changes. Incorporation of flood plain regulations is consistent with policies that support public safety and recognize methods to address identified Goal 7 hazards.

The most significant change is the addition of the ID zone. The City envisions this zone will provide greater development opportunities for land near the Highway 22 interchange. As such, it is consistent with City policies that support economic growth and a diversified economy. Landscaping provisions improve the visual character of the community. While there are no policies directly affected by this addition, the purpose of the amendments is consistent with the

City's desire to create an attractive community.

2. Section 15.05(B) - That there was a mistake or an update needed in the original ordinance or map.

FINDINGS: A majority of the changes relates to reorganization of the Development to accommodate new sections or incorporating existing language. The new sections (Section 10.00 and Section 23.00) reflect the City's desire to improve development opportunities at the interchange and provide standards for landscaping development. As such, these amendments are in response to identified deficiencies while addressing the need to improve the visual quality of the City.

3. Section 15.05(C) - That the conditions in the area have changed since adoption of the ordinance and/or zoning map.

FINDINGS: Conditions related to specific areas or zoning maps have not changed. However, with regard to the ID zone provisions in Section 10.00, the City views the amendments as providing new opportunities to develop this area as a response to changing economic factors. The landscaping provisions reflect the City's interest in improving the visual appeal of the community. Otherwise, the amendments are driven more by housekeeping and Code reorganization issues.

4. Section 15.05(D) - The amendments will not interfere with the development or value of other land in the vicinity.

FINDINGS: The proposed ID zone is likely to have less impact on areas within the interchange area than the current Industrial zoning. Otherwise the changes are more related to Code organization matters and do not provide new language affecting development.

5. Section 15.05(E) - The amendment will not be detrimental to the general interest of the city and that there is a public need for the amendment.

FINDINGS: With the ID zone, the City sees the potential to provide new development opportunities at the Highway 22 interchange. This will likely improve economic opportunities and conditions for the community. Landscaping provisions add to the City's visual appeal and therefore present a similar potential benefit. Otherwise, the remaining amendments are more housekeeping measures and simply help organize and administer existing development provisions.

6. Section 15.05(F) - That there is no other appropriately zoned property that could be used.

FINDINGS: The amendments relate to creating a new zone, establishing landscaping provisions and completing a number of housekeeping measures. On balance, these changes are not directly related to the zoning of a particular property. Therefore, staff concludes this criterion does not directly apply.

7. Section 15.05(G) - That the amendment will not over-burden existing and future capacity of public facilities.

FINDINGS: In general, these changes do not alter permitted land uses or activities on existing property. The ID zone is similar to the existing Industrial zone in many respects and therefore does not establish new uses that will impact public facility demand. On balance, the amendments are neutral with regard to impacts.

8. Section 15.05(H) - That the amendment shall comply with applicable state and federal laws and regulations.

FINDINGS: The Statewide Land Use Goals establish the basis for all planning within the State. All local plans and implementing ordinances are required to be consistent with the policies and objectives of the Statewide Goals. Compliance with the Statewide Goals is noted as follows:

Goal 1, Citizen Involvement: Public hearings on the proposed amendments will be held before both the Commission and City Council. This is consistent with City procedures.

Goal 2, Land Use Planning: The proposal does not involve exceptions to the Statewide Goals. Adoption actions are consistent with the acknowledged Development Code.

Goal 3, Agricultural Lands: The proposal does not involve or affect farm land.

Goals 4, Forest Lands: The proposal does not involve or affect identified forest lands.

Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources: Identified historic, cultural, or natural resources are not affected by the proposed changes.

Goal 6, Air, Water and Land Resource Quality: The proposed change does not establish uses or activities which will adversely affect the environment.

Goal 7, Natural Hazards: The amendments will place all flood plain development matters into the Development Code instead of a separate ordinance. This should improve administration of the regulations and assist property owners.

Goal 8, Recreational Needs: The proposed amendments do not alter the adopted parks master plan or otherwise affect identified recreational needs.

Goal 9, Economic Development: The amendments are expected to improve economic opportunities through the creation of the Interchange Development Zone. This zone allows a mixture of industrial and commercial activities that are able to take advantage of the Highway 22 interchange.

Goal 10, Housing: The amendments do not involve changes to housing density or similar regulations that would affect the City's ability to successfully address its housing needs.

Goal 11, Public Facilities and Services: The proposed changes do not involve public facilities or create uses or activities that will impact existing public facilities.

Goal 12, Transportation: One change will encourage coordination with the local School District on transportation related matters to subdivision development. The creation of the ID zone is likely to increase development of land near the interchange. However, Code provisions call for a traffic impact study for all new developments, and expansions, to ensure the capacity of the interchange is maintained. Otherwise, nothing in this action impacts public streets or transportation systems.

Goal 13, Energy Conservation: The proposed changes neither promote nor reduce energy conservation.

Goal 14, Urbanization: The amendments relate to administrative and regulatory requirements for permitted and conditionally allowed land uses and do not encourage the development of urban uses outside of the UGB.



Goals 15 to 19, Willamette River Greenway, Estuarine Resources, Coastal Shores, Beaches and Dunes, Ocean Resources: The proposals do not involve land within the Willamette Greenway or coastal areas.

In general, the proposed amendments to the Development Code do not directly affect issues addressed by the Statewide Goals.

9. Section 15.05(l) - That the amendment shall comply with the Urban Growth Boundary and Policy Agreement existing between the city and Marion County.

FINDINGS: Staff did not identify any provisions in the Urban Growth Boundary and Policy Agreement that would be adversely impacted by these changes. Further, as of the date of this report, Marion County did not submit objections to the proposals.

- D. Sections 15.06 to 15.11 address procedural matters. All subsequent actions must conform to these provisions.
- E. Two significant changes involve the ID zone (Section 10.00) and the landscaping requirements (Section 23.00). The findings indicate these revisions are desirable and potentially beneficial to the City. The remaining revisions are housekeeping measures designed to make minor improvements to clarity and readability, or, changes that reorganize the document, such as incorporating existing flood plain regulations into the Code. These later revisions are designed to improve the implementation of the Development Code.

#### IV. COMPREHENSIVE PLAN MAP AMENDMENT

- A. The Plan Map amendment changes the underlying, long-range intended purpose of the subject properties. Currently, the land is designated "Industrial" and hence intended for industrial types of uses. The proposal would change that to "Interchange Development." This designation is very similar to the current Industrial designation but is designed – along with the associated Interchange District (ID) zone - to encourage development of existing industrial designated land served by the Highway 22 interchange. Provisions regarding amendments to the Comprehensive Plan Map are found in Section 15.00.
- B. Sections 15.01 to 15.03 establish the review procedures and application requirements.

FINDINGS: Plan Map Amendments require hearings before both the Commission and Council (15.01). The Commission reviews the request

and provides a recommendation; the final decision to approve or deny rests with the City Council. The file was deemed complete and a date was selected in accordance with City procedures (Sections 15.02 and 15.03). The public hearing will be conducted in accordance with City procedures as well (Section 15.04).

C. The criteria for the Commission recommendation are found in Section 15.05. Each item is reviewed in the following section:

1. Section 15.05 (A) - That the requested change is in conformance with the adopted Comprehensive Plan of the city.

FINDINGS: The City Comprehensive Plan establishes a number of Industrial policies. Under "Land Use" provisions; the following policies are noted:

- (1) The City shall seek to attract and expand industries to provide employment opportunities for City residents.
- (2) The City shall seek to take advantage of Aumsville's railroad frontage by utilizing adjacent land for industrial and warehousing uses.
- (3) Industries shall be required to adhere to applicable federal and state air, land and water quality standards.
- (4) The City shall designate additional industrial land after the majority of the existing supply is developed.
- (5) The City shall encourage the relocation of nonconforming industries to appropriate industrial areas.
- (6) The City shall require industries to provide landscaping to buffer the visual effect of expansive buildings or paved areas, and to screen adjoining non-industrial uses.

The City recognizes the long-term potential of land near the interchange. The proposed designation, and corresponding zone, is designed to provide opportunities presented by the location of the interchange. Unlike the current designation, these include limited commercial uses that are able to utilize the transportation advantages of the interchange. For these reasons, compliance with the above noted policies is maintained.

Under "Urbanization" provisions the following are noted:

- (1) The City will take steps to establish an industrial park of various lot sizes with the appropriate sewer, water and storm drainage and road access.

- (2) The City will amend development ordinances to prohibit the encroachment of non-Industrial uses in lands reserved for industrial use.
- (3) The City will take steps to provide for additional Industrial lands to meet projected needs after the majority of the existing supply is developed.

The first policy refers to an action on the part of the City regarding a specific use. This does apply to the case as the City's ability to do so in the future is curtailed. The second policy refers to the compatibility of placing non-industrial uses adjacent to industrial property. Again, this does not directly affect this property.

Regarding the third policy, the City recently completed an Economic Opportunities Analysis (EOA). This study reviewed the supply of industrial land against current and potential use. The report noted that in spite of all recent improvements to Highway 22, a vast majority of the City's industrial land remains vacant.

This amendment serves two purposes. First, it provides new opportunities through the creation a specific Plan designation that addresses the unique nature of the Highway 22 interchange. Second, although this will allow some limited commercial development, the designation is still industrial in nature. This is evident by the list of permitted industrial activities allowed in the corresponding ID zone. What is at issue is really the crafting of an industrial-type zone that specifically takes advantage of the Highway 22 interchange. In this regard, the Plan map amendment does not significantly change the current Plan designation.

Other City goals and policies encourage adequacy of public facilities and potential impacts on transportation systems. Necessary facilities are available to serve the property. And finally, the corresponding ID zone requires a traffic impact analysis for new development or expansions. This requirement will ensure adverse traffic impacts are minimized and the integrity of the interchange is maintained.

2. Section 15.05 (B) - That there was a mistake or an update needed in the original ordinance or map.

FINDINGS: As previously noted, this action does not reduce or eliminate industrial designated property but creates a separate industrial-type designation specifically designed to address development opportunities at the interchange. In this regard, the

Plan map amendment provides an updated response to identified industrial land needs.

3. Section 15.05 (C) - That the conditions in the area have changed since adoption of the ordinance and/or zoning map.

FINDINGS: This is similar to the previous criterion. The current Comprehensive Plan establishes future industrial land requirements based on a ratio between the population and all industrial land, whether vacant or developed. However, industrial growth has not occurred at a level anticipated. To address this situation, it is hoped that implementation of the new Plan designation will increase development of the interchange. In this regard, the Plan map amendment addresses conditions that have changed since the original Plan adoption.

4. Section 15.05 (D) - The amendments will not interfere with the development or value of other land in the vicinity.

FINDINGS: On balance, there is no significant change in the existing or proposed Plan designation. Both provide for industrial development, with the ID designation crafted to address opportunities associated with the interchange. Therefore, the proposed amendment will not interfere with the development or value of other land in the vicinity.

5. Section 15.05 (E) - The amendment will not be detrimental to the general interest of the city and that there is a public need for the amendment.

FINDINGS: Again, there is no significant change between the existing and proposed Plan designation. It is hoped however, the new designation will provide economic benefits to the community by creating greater opportunities for development of the Highway 22 interchange.

6. Section 15.05 (F) - That there is no other appropriately zoned property that could be used.

FINDINGS: The proposed designation is designed to specifically address property near the Highway 22 interchange. For that reason, there is no alternative property that is applicable to the plan amendment.

7. Section 15.01 (G) - That the amendment will not over-burden existing and future capacity of public facilities.

FINDINGS: Information indicates required services can be extended to the site.

8. Section 15.01 (H) - That the amendment shall comply with applicable state and federal laws and regulations.

FINDINGS: The Statewide Land Use Goals establish the basis for all planning within the State. All local plans and implementing ordinances are required to be consistent with the policies and objectives of the Statewide Goals. Compliance with the Statewide Goals is noted as follows:

Goal 1, Citizen Involvement: Public hearings on the proposed amendments will be held before both the Commission and City Council. This is consistent with City procedures.

Goal 2, Land Use Planning: The proposal does not involve exceptions to the Statewide Goals. Adoption actions are consistent with the acknowledged Development Ordinance.

Goal 3, Agricultural Lands: As property located within the City's UGB, the proposal does not involve or affect EFU zoned land.

Goals 4, Forest Lands: As property located within the City's UGB, the proposal does not involve or affect identified forest lands.

Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources: Identified historic or cultural resources are not affected by the proposed changes. The City and developer are required to coordinate with the Division of State Lands to avoid impacting any wetlands on the property.

Goal 6, Air, Water and Land Resource Quality: The proposed changes do not create uses or activities which will adversely affect the environment.

Goal 7, Natural Hazards: Development requirements for activities within the flood plain or on steep slopes would remain unaltered.

Goal 8, Recreational Needs: The proposed changes do not involve land or create uses which would adversely impact recreational opportunities.

Goal 9, Economic Development: The proposal will still maintain the industrial land base of the City. However, economic opportunities are likely to improve as the designation, and corresponding zone, is

designed specifically to address the unique nature and opportunities associated with the Highway 22 interchange.

Goal 10, Housing: The Plan amendment does not add to nor reduce the amount of land available for residential development.

Goal 11, Public Facilities and Services: The proposed changes do not involve public facilities or create uses or activities that will impact existing public facilities.

Goal 12, Transportation: As noted, development within the Interchange Development designation will require a traffic impact analysis to ensure the integrity of the interchange is maintained.

Goal 13, Energy Conservation: The proposed changes neither promote nor reduce energy conservation.

Goal 14, Urbanization: The proposal provides for urban levels of development where sufficient levels of service are available.

Goals 15 to 19, Willamette River Greenway, Estuarine Resources, Coastal Shores, Beaches and Dunes, Ocean Resources: The proposals do not involve land within the Willamette Greenway or coastal areas.

9. Section 15.05 (l) - That the amendment shall comply with the Urban Growth Boundary and Policy Agreement existing between the city and Marion County.

FINDINGS: The City coordinated with Marion County regarding this request. All procedures, including notification, must comply with the agreement.

- D. Section Sections 15.06 to 15.11 address procedural matters. All subsequent actions must conform to these provisions.

#### V. ZONE CHANGE

- A. A zone change is a reclassification of any area from one zone or district to another, after the proposed change has been reviewed and a recommendation made by the Commission (Section 16.01). As with the Plan Map Amendment, the Commission provides a recommendation to the City Council, with the Council making the final decision on the request. This request would establish the Interchange Development (ID) zone on some 8.30 acres of currently Industrial (I) zoned property.

- B Section 16.02 to Section 16.04 establishes how a zone change may be initiated, notice requirements and conduct of the hearing before the Commission.

FINDINGS: The submitted application material complies with the requirements in Section 16.02. Notice and hearing procedures complied, and must comply, with the requirements in Sections 16.03 and 16.04, respectively.

- C. The decision criteria for a Zone change are found in Section 16.05. Each item is reviewed in the following sections:

1. Section 16.05(A) - That the change is in conformance with the Aumsville Comprehensive Plan, or that there was a mistake in the amended plan, or conditions in the area have changed since adoption of the amended plan. This includes both the plan map, and the goals, objectives and policies of the plan.

FINDINGS: The ID zone would be entirely consistent with the proposed Interchange Development Plan designation and is, in fact, designed to implement the Plan designation. For this reason, the Plan policies, and findings, associated with the Plan Map amendment request also apply to the Zone Change

2. Section 16.05(B) - That there is a public need for the proposed use or zone.

FINDINGS: Again, the Plan and Zone Change proposals are specifically designed to provide a zone to assist in the development of property near the Highway 22 interchange. The designation and zone were established to address a need, identified by the City, to improve economic and employment opportunities.

3. Section 16.05(C) - That this need will best be met by a zone change of the property in question as compared with other property.

FINDINGS: This proposed zone is designed specifically to be applied to property located near the interchange. As such, this is the only applicable property suitable for the ID zone.

4. Section 16.05(D) - That there is no other appropriately zoned property in the surrounding area that could be used.

FINDINGS: Again, the zone is unique to the proximity of the Highway 22 interchange. Further, the uses permitted in the zone

are specific to the interchange. There is simply no other appropriately zoned property in the surrounding area that could be used.

5. Section 16.05(E) - That the range of uses allowed by the proposed zone will not over-burden existing and future capacity of public facilities.

FINDINGS: Information indicates public facilities can be extended to the site.

- D. Section 16.06 notes the final action on this matter will be determined by the Council. City procedures must comply with this requirement. Section 16.07 to 16.09 establishes regulations on continuances, effective date of adoption and appeals. As with the Council hearing, the City is required to comply with these procedures.

#### VI. CONCLUSION AND RECOMMENDATION

Staff finds the proposal complies with the applicable decision criteria and recommends the Commission recommend City Council approval of the following:

- A. Amend the Development Code as indicated in Exhibit "A."
- B. Amend the Comprehensive Plan map as indicated in Exhibit "B."
- C. Amend the Zoning Map as indicated in Exhibit "C."

#### VII. PLANNING COMMISSION ACTION

The Planning Commission may either:

- A. Recommend City Council approval of the Development Code, Plan Map, and Zone Map amendments, adopting findings contained in the staff report;
- B. Recommend City Council approval of the Development Code, Plan Map and Zone Map amendments, with modified findings and/or language; or
- C. Recommend denial of the proposed amendments, specifying reasons why the request does not meet the decision criteria.

**MOTION: APPROVE THE PROPOSED AMENDMENTS TO THE DEVELOPMENT CODE, COMPREHENSIVE PLAN MAP AND ZONE MAP AND AS CONTAINED IN THE ATTACHED EXHIBIT "A", EXHIBIT "B" AND EXHIBIT "C" ADOPTING THE FINDINGS AND CONCLUSIONS CONTAINED IN THE SUBMITTED STAFF REPORT.**



---

## INTRODUCTION

The nation, state and region have seen tremendous economic changes over the last 20-years. Nationally, the service industry supplanted manufacturing in terms of jobs and job growth. What was once the province of a handful of scientists - computers and the Web - have become commonplace and revolutionized the way America conducts business. Oregon saw high-tech manufacturing passing the traditional agriculture and forestry sectors to become the state's primary employer. The image of a closed sawmill was often followed by the ground breaking of a new chip plant.

Today's personal computer will likely become tomorrow's buggy whip, supplanted by as yet unforeseen new technologies. Downtown's may become a thing of the past as shopping is dominated by the Internet. Office space needs may be reduced as "telecommuting" becomes more prevalent. Large industrial areas remain vacant as manufacturing is transferred overseas and current processes are replaced with more efficient technologies. For these reasons, as well as others, it is a major challenge to accurately project the commercial and industrial needs of a community.

While the City of Aumsville is growing, there is community-wide concern over the lack of local employment. With encouragement from the Salem Economic Development Corporation and the Department of Land Conservation and Development, the City Council agreed to fund a study identifying potential commercial and industrial opportunities appropriate for the City. That is the purpose of this document.

This document will follow the format established in OAR 660-009-0015, commonly known as the "Economic Opportunities Analysis." The specific Administrative Rule requirements are found in Appendix "A." Consistent with the OAR, this study will:

- Establish an economic profile for the community.
- Identify national, regional and local economic trends affecting the community.
- Analyze the types of businesses that are likely to locate in Aumsville over the next 20 years.
- Determine how employment trends match up with community planning goals and objectives.
- Revise targeted industries and commercial opportunities based on this match.
- Describe siting needs of targeted industrial and commercial development.
- Translate these siting needs into prescriptions for special commercial and industrial zoning districts.
- Analyze existing commercial and industrial land within the existing UGB to determine the extent to which these siting needs can be met.
- Evaluate alternative sites (first) within and (second) immediately outside the UGB that are suitable to meet identified needs.

---

While recommendations are offered, it is not the intent of this report to provide findings supporting specific Comprehensive Plan map amendments or zone changes to accomplish certain objectives. Rather, this report forms the basis for further discussion and action on behalf of the City. Further, this is not a "buildable lands inventory," identifying the number, location and quantity of *individual* commercial and industrial properties. Instead, it uses existing inventory information to draw conclusions regarding adequacy of such land for economic development purposes.

In addition to this introduction, the report is divided into five chapters. The first chapter develops an economic profile of the community. This is based on information from the Salem Economic Development Corporation (SEDCOR), the Oregon Department of Economic and Community Development (OECDD), and just released information from the 2000 Census. Chapter 2 identifies the national, regional and local trends with specific attention to their applicability to Aumsville. The third Chapter selects industries appropriate for the community and identifies development needs and site requirements.

The existing land use inventory for commercial and industrial uses is reconciled in Chapter 4. This study goes beyond the required analysis to compare current land needs estimates with the requirements based on identified industries. Chapter 5 estimates the types and amounts of industrial and commercial development likely to occur, considering advantages and disadvantages offered by the City. Concluding remarks are found in Chapter 6.

---

## CHAPTER 1 - AUMSVILLE COMMUNITY PROFILE

### 1.1 Background Information

Aumsville is located along Highway 22, approximately 8-miles west of Salem. The community was originally incorporated in 1911. The current population of 3,003 (2000 Census) represents a nearly 50% increase over the 1990 population of 1,650. The annual growth rate during the last past decade time was 6.17%. The current adopted population projection to the year 2015 is 4,127.

The City provides a full range of services, including police, water and sewer, and is located within a rural fire district. There are no library facilities. Local hospital service is available some 6 miles to the east in Stayton, with a small branch clinic in Aumsville. The regional hospital is located in Salem.

Interstate-5 is the primary transportation corridor within the region. Aumsville is within six to 10 minutes of I-5 via State Highway 22. Rail service is also available with an interchange in Salem with both Burlington Northern Sante Fe and Union Pacific.

### 1.2 Housing Costs

The 2000 Census data identifies the median housing costs at \$105,000. This is considerably less than the State median of \$152,000 and the Marion County median of \$132,600. Some 55% of all housing units in the City are owner-occupied. This compares favorably to Marion County (46%) and the State (45%). However, the median gross rent in Aumsville is \$768, which is higher than both the County at \$574 and the State at \$620. This may well reflect the lack of multiple family units or the high number of detached family homes used as rentals.

### 1.3 Age Characteristics

**Table 1-1** provides information on the age characteristics of the population in 2000. Data for the State and Marion County are also included for comparison purposes.

Aumsville is a comparatively "young" community. The median age of 28.5 is considerably less than the median for both the County (33.7) and the State (36.3). This difference is reflected in the high percentage of residents below 45: 76.7 % versus 66.4% for the County and 63.5% for the State. It is not surprising the City contains a significant number of owner-occupied homes. This, coupled with the low median age and high percentage of children, certainly characterizes the community as family-oriented.

**Table 1-1**  
Percentage Age Distribution - 2000

| Place/Age  | <9   | 10 - 19 | 20 - 44 | 45 - 64 | 65 > | Median Age |
|------------|------|---------|---------|---------|------|------------|
| Oregon     | 13.4 | 14.2    | 35.9    | 23.7    | 12.8 | 36.3       |
| Marion Co. | 15.3 | 15.2    | 35.9    | 21.2    | 12.4 | 33.7       |
| Aumsville  | 21.1 | 18.3    | 37.3    | 17.4    | 5.9  | 28.5       |

#### 1.4 Income

Table 1-2 provides comparative numbers for the year 2000:

**Table 1-2**  
Income Comparisons -2000

| Place      | Median Household Income | Median Family Income | Median Non-family Income Male | Median Non-family Income Female | Per Capita Income | Individuals Below Poverty Level (%) |
|------------|-------------------------|----------------------|-------------------------------|---------------------------------|-------------------|-------------------------------------|
| Oregon     | 40,916                  | 48,680               | 36,588                        | 26,980                          | 20,940            | 11.6                                |
| Marion Co. | 40,314                  | 46,202               | 33,841                        | 26,283                          | 18,408            | 13.5                                |
| Aumsville  | 40,704                  | 41,316               | 32,723                        | 24,514                          | 14,262            | 15.8                                |

Marion County compares favorably with the State in most measurements. It is apparent that the County has enjoyed some measure of the recent growth within the Portland Metro region. With the exception of Median Household Income, the City lags behind both the County and State in all levels of income measurement. What is striking is the poverty rate: the City's percentage living below the poverty level is nearly 38% higher than the State average. *Family* poverty in Aumsville (13.8%) is nearly 75% higher than the State level of 7.9%.

#### 1.5 Local Employment Opportunities

For a rural community, Aumsville is somewhat fortunate with the diversity of available employees. According to the Oregon Economic and Community Development Department the leading employers within the Aumsville *area* include the following:

**Table 1-3**  
Area Employers

| Employer                 | Product/Service   | No. of Employees |
|--------------------------|-------------------|------------------|
| NorPac Foods             | Frozen Foods      | 1,000            |
| Blazer Industries        | Pre-fab Buildings | 500              |
| Modern Building Systems  | Pre-fab Buildings | 140              |
| Bruce Packing (BrucePac) | Meat Products     | 135              |
| Ektron Industries        | Metal Products    | 100              |

Of these, only Blazer, Modern Building and Ektron are located within Aumsville. It is therefore not surprising that Census information indicates approximately 98% of the City's work force (1,366 of 1,387) commutes to work, with a mean travel time of 25.3 minutes. This would indicate a significant number of individuals are commuting to other cities or areas for employment.

The OECDD lists Aumsville as a "distressed area" thereby placing the community in a priority position for funding and assistance. The Department includes such factors as unemployment rate, personal income, average pay, population changes, unemployment insurance benefits, industrial diversity, family poverty levels and employment changes in making their determination. The previous income and poverty figures certainly indicate the City has not fared as well as the remainder of the State or enjoyed the benefits of the regional high-tech industries.

The employees identified in **Table 1-3** are not offering high-paid positions associated with the state's "knowledge economy." Wood products and packing firms provide semiskilled or unskilled job opportunities with hourly wage rates generally in the \$8.00 to \$15.00 per hour range (SEDCOR hourly rate information). While above the minimum wage, this is certainly less than offered for more skilled labor in high-tech firms. Further, while the local economy is somewhat diverse, the economy is not necessarily stable. Both Blazer and Modern Building are dependent on the wood products industry in general and the housing industry in particular. New housing starts are one gauge of the economy's health, and their decline usually forecasts an impending downturn.

---

## 1.6 Occupations and Industry Employment

The City's labor force is concentrated within unskilled and semiskilled occupations. Sales and service employment account for 43.7% of those employed, while transportation and construction account for 30.3% of the total. Slightly more than 2% are employed in primary industries such as agriculture or forestry. The remaining 23.1% are in professional or managerial fields. The private sector employs 72.5% of those receiving a wage or salary, while the public sector employs 18.6% (this is comparable to the County rate of 19.9%). Some 8.8% are self-employed. Totals are found in **Table 1-4**.

**Table 1-4**  
Occupations by Percentage - 2000

| Occupation                                    | Percentage |
|---|------------|
| Sales, office                                 | 23.7       |
| Management, professional                      | 23.1       |
| Service occupations                           | 20.7       |
| Production, transportation, material handling | 19.1       |
| Construction, extraction, maintenance         | 11.2       |
| Farming, fishing, forestry                    | 2.2        |

Information in **Table 1-5** indicates the largest *industry* employment is found in the health and education fields (19.8%). Manufacturing (16.3%) and retail (13.7%) follows. It would appear a large number of teachers, nurses and other health professionals live in the community, with those in the health fields likely commuting to Stayton or Salem. The relatively high public administration category reflects the community's proximity to Salem. However, slightly more than 60% of industry employment is directed to generally unskilled or semiskilled occupations, such as retail, manufacturing or construction. It is particularly interesting to note that only 1.2% are employed in information technology.

**Table 1-5**  
Industry Employment by Percentage - 2000

| Industry                        | Percent | Industry                 | Percent |
|---------------------------------|---------|--------------------------|---------|
| Health, education               | 19.8    | Wholesale                | 5.0     |
| Manufacturing                   | 16.3    | Finance, real estate     | 5.0     |
| Retail                          | 13.7    | Other services           | 4.4     |
| Public administration           | 9.0     | Professional, management | 4.0     |
| Entertainment, recreation, food | 8.5     | Information              | 1.2     |
| Construction                    | 6.6     | Farm, forest, mining     | 1.1     |
| Transportation, utilities       | 5.3     |                          |         |

**1.7 Education Levels**

Educational levels reflect the job skill level of the population. **Table 1-6** provides this information for the City, including comparisons with the County and State:

**Table 1-6**  
Education (Terminal Level) - Year 2000

| Education   | State | Marion Co. | Aumsville |
|---|-------|------------|-----------|
| Less than 9 <sup>th</sup> grade                       | 5.0   | 9.3        | 5.1       |
| 9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma | 9.9   | 11.4       | 14.2      |
| High school graduate                                  | 26.3  | 26.3       | 34.2      |
| Some college  | 27.1  | 26.6       | 30.4      |
| Associate degree                                      | 6.6   | 6.5        | 7.5       |
| Bachelor degree                                       | 16.4  | 13.1       | 7.3       |
| Graduate/professional degree                          | 8.7   | 6.7        | 1.2       |
| High school graduate or higher                        | 85.1  | 79.3       | 80.7      |

---

|                           |      |      |     |
|---------------------------|------|------|-----|
| Bachelor degree or higher | 25.1 | 19.8 | 8.5 |
|---------------------------|------|------|-----|

As with income, the City lags behind both the County and State for the percentage of high school graduates and individuals holding college degrees. What is particularly troublesome is the relatively high number of people without a high school diploma. The education level is reflected in both the employment occupations and industry employers. This would also appear to indicate the City does not attract a significantly large group of people who commute to the Portland Metro area to work in high-tech industries. Otherwise, a larger percentage of individuals with college degrees - witness the Marion County statistics - would be evident.

### 1.8 Summary Comments

The population is relatively younger, and more family oriented, than the State or County. It does not appear that the City has received the benefits of recent high-tech growth within the region. This is clearly reflected in education levels and income, and may be the result of the commuting distance to the Portland Metro area. However, the necessary components for the emerging technical economy, especially education, are not found in Aumsville.



## CHAPTER 2 - REVIEW OF ECONOMIC TRENDS

### 2.1 National

Nationally, high-tech and services related industries are supplanting traditional manufacturing businesses. Technical education is the key for tomorrow's work force as there will be fewer opportunities for unskilled labor. Occupational opportunities will include the fields of computers, health care, science, education, and services. **Table 2-1** below identifies recent trends and short-range forecasts for employment in each major industry division in the United States. A brief trend summary follows.

**Table 2-1**  
Recent Trends and Forecasts - Major Industry Employment

| Total Employment         | 1986<br>Employment<br>(1000s) | 1996<br>Employment<br>(1000s) | 1986-96<br>% Change | 2006<br>(Estimate) | Projected<br>1996-2006<br>% Change |
|--------------------------|-------------------------------|-------------------------------|---------------------|--------------------|------------------------------------|
| Total Employment         | 98,727                        | 118,731                       | 20.3                | 136,318            | 14.8                               |
| Goods Producing          | 24,538                        | 24,431                        | -0.4                | 24,451             | 0.1                                |
| Services Producing       | 74,189                        | 94,300                        | 27.1                | 111,867            | 18.6                               |
| Manufacturing, Total     | 18,951                        | 18,457                        | -2.6                | 18,108             | -1.9                               |
| Durable                  | 11,200                        | 10,766                        | -3.9                | 10,514             | -2.3                               |
| Nondurable               | 7,751                         | 7,691                         | -0.8                | 7,593              | -1.3                               |
| Non-manufacturing, Total | 79,776                        | 100,274                       | 25.7                | 118,210            | 17.9                               |
| Mining                   | 778                           | 370                           | -52.4               | 420                | 13.5                               |
| Construction             | 4,810                         | 5,400                         | 12.3                | 5,900              | 9.3                                |
| Transportation/Utilities | 5,247                         | 6,260                         | 19.3                | 7,111              | 13.6                               |
| Trade - Wholesale        | 5,751                         | 6,483                         | 12.7                | 7,228              | 11.5                               |
| Trade-Retail             | 17,878                        | 21,625                        | 21.0                | 23,875             | 10.4                               |
| Finance, Real Estate     | 6,275                         | 6,899                         | 9.9                 | 7,651              | 10.9                               |
| Services                 | 22,346                        | 33,586                        | 50.3                | 44,852             | 33.5                               |
| Government-Federal       | 2,899                         | 2,757                         | -4.9                | 2,670              | -3.2                               |

---

|                        |        |        |      |        |      |
|------------------------|--------|--------|------|--------|------|
| Government-State/Local | 13,794 | 16,690 | 21.0 | 18,480 | 10.7 |
|------------------------|--------|--------|------|--------|------|

*Goods Producing vs. Service Producing Jobs*

While total non-farm employment increased 20.3% from 1986 to 1996, manufacturing employment declined by 0.4%. Conversely, service employment increased by 27.1%. Seen another way, manufacturing industries lost 100,000 employees while the service section gained 20 million. The Bureau of Labor Statistics expects this trend to continue to the year 2006, with the service industries growing by 18.6%, or 17.5 million people. Manufacturing will rebound slightly, posting a gain of 0.1% or 20,000 people.

*Manufacturing Jobs*

The recent trends in manufacturing have been negative. Employees involved in durable goods-manufacturing have decreased by 3.9 percent. The number of employees involved in the manufacture of non-durable goods has declined by 0.8 percent. The short-range forecast continues the negative trends with decreasing numbers of employees in both durable and non-durable goods.

*Non-manufacturing Jobs*

During this time period, non-manufacturing jobs increased by nearly 21 million, with another 18 million expected by 2006. The most significant growth will occur in services (50.3%), state and local government (21%), retail trade (21%) and the transportation, communication and utility sector at 19.3%.

Services will dominate growth between the years 1996 and 2006. Other significant growth during this time period (more than 10%) will occur in mining, transportation, communication and utility sector, trade, finance and real estate, and state and local government.

*Analysis by Occupation*

As reflected in Table 2-1 above, service-providing industries are projected to add jobs much faster than non-service industries. The exception to this rule is computer-oriented manufacturing, which shows large forecasted gains in employment for the near future. Table 2-2 identifies those job categories with high or very high projected increases. As this Table indicates, computer-oriented occupations, assistants, and service-oriented occupations will see the highest growth. The average growth rate for all jobs is 14.4% during this coming decade. Specific jobs that exceed this growth rate by 1.5 times are listed as "High" growth rate jobs (identified by the symbol "H"). Those that will more than double the average rate of job growth are listed as "Very High" ("VH").

**Table 2-2**  
Projected High Growth Occupations - 1996 to 2006

| Occupation Title            | 1996 - % of Industry | 2006 - % of Industry | % Change | Growth Rate |
|-----------------------------|----------------------|----------------------|----------|-------------|
| Total, All Occupations      | 100.0%               | 100.0%               | 14.4%    | AVERAGE     |
| Profession specialties      | 13.7                 | 15.28                | 27.6     | H           |
| Life scientists             | 0.1                  | 0.15                 | 22.8     | H           |
| Computer, research          | 0.8                  | 1.39                 | 100.2    | VH          |
| Computers, systems analyst  | 0.7                  | 1.32                 | 110.2    | VH          |
| Computer engineer           | 0.3                  | 0.63                 | 114.6    | VH          |
| Social, recreational        | 1.2                  | 1.38                 | 32.0     | VH          |
| Teachers - secondary        | 1.2                  | 1.23                 | 22.2     | H           |
| Teachers - other            | 0.7                  | .73                  | 29.9     | VH          |
| Teachers - adult/vocational | 0.4                  | 0.42                 | 25.1     | H           |
| Health diagnostics          | 0.5                  | 0.6                  | 27.9     | H           |
| Health assessment           | 2.2                  | 2.38                 | 26.2     | H           |
| Therapists                  | 0.3                  | 0.44                 | 56.9     | VH          |
| Writers, entertainers       | 1.0                  | 1.03                 | 24.3     | H           |
| Designers                   | 0.2                  | 0.19                 | 25.8     | H           |
| Health technicians          | 1.9                  | 2.04                 | 24.9     | H           |
| Technicians - other         | 0.9                  | 0.93                 | 23.6     | H           |
| Legal assistants            | 0.2                  | 0.21                 | 41.2     | VH          |

|                          |     |      |      |    |
|--------------------------|-----|------|------|----|
| Sales workers            | 2.6 | 2.84 | 24.7 | H  |
| Adjusters, investigators | 1.1 | 1.14 | 25.0 | H  |
| Receptionists, clerks    | 0.9 | 0.98 | 30.3 | VH |
| Teacher-aides            | 0.8 | 0.97 | 37.7 | VH |
| Health service           | 1.8 | 2.03 | 32.8 | VH |
| Nursing aides            | 1.1 | 1.23 | 24.2 | H  |
| Nursing attendants       | 1.1 | 1.15 | 25.4 | H  |
| Personnel services       | 1.6 | 2.07 | 48.9 | VH |
| Home-health aides        | 0.6 | .87  | 79.3 | VH |

### *Summary of National Trends*

National trends and forecasts indicate strong growth in computer-related, service and trade professions, including medical and teaching services. As both previous tables indicate, manufacturing jobs are expected to decline in nearly all categories while service-related jobs will continue to grow. Therefore, while computer-related jobs will continue to grow, several other categories such as within the service, retail or health professions, are expected to provide significant employment opportunities.

### **2.2. Regional**

This analysis examines employment trends in the mid-Willamette Valley region. Consistent with national figures, manufacturing and goods-producing industry jobs are forecast to grow at a slow rate while service and trade related jobs are expected to increase rapidly over the next several years.

The Oregon Employment Division produced a *Regional Economic Profile* for the three-county Region 3 (Marion, Polk, and Yamhill Counties) in which Aumsville is located. The following is an excerpt from the *Profile*, as it describes the results of the Employment Division's forecasts:

*Sophisticated technology is taking routine jobs away from hundreds of workers in Marion, Polk, and Yamhill counties. Heightened competition and one of the nation's highest state minimum wages, at \$5.50/hr (\$6.00 as of January 1, 1998 and \$6.50 as of January 1, 1999), are putting pressure on local employers to invest in mechanization, computers, and other electronics to improve efficiency and cut costs. A shifting of the local economic base is costing jobs at the same*

---

*time it is adding jobs. The economic fortunes of Marion, Polk, and Yamhill counties have traditionally been tied to state government and to the natural resources of agriculture and wood. But the local and statewide economy is shifting from a reliance on resource extraction and manufacturing toward the information and services sectors and high tech manufacturing. By far the highest growth rates since 1979 have been in services.*

*Between 1996 and 2006, services will lead in the percent of growth expected in Region 3, with manufacturing in last place . . . Because of their size, though, slow-growing manufacturing and government will still create more jobs than either trade or the finance, insurance, and real estate group. Projections through 2006 indicate that the only employment decline will be in lumber and wood products. No change is foreseen in federal government. All other published manufacturing and nonmanufacturing sectors should see growth.*

The Employment Division Report goes on to emphasize the importance of trade and services in the regional economy:

*Trade is another industry, much like construction, that reflects the economic state and population changes. Once the stores are built, they require people to manage, stock shelves, and run the cash registers. Retail/wholesale trade has shown a lot of growth and will continue to be one of the faster-growing sectors through 2006.*

*The growth king is, and will continue to be, the diverse services industry. In comparing 1979 with 1996, services has more than doubled employment, adding more jobs than any others. Services includes a wide variety of activities including medical, legal, private schools, repair, recreation, private employment agencies, and others. The largest growth will likely be in business and professional services, including temporary employment agencies and other services aimed toward the commercial user.*

*As the population gets older, employment in health services will continue to grow, although increased efficiencies through improved medical techniques and new technologies will be putting some downward pressure on employment growth. Private schools, tourist lodging, amusements, and recreation make up much of the fast-growing part of "other services."*

#### *Summary of Regional Trends and Forecasts*

This region reflects national trends of slow growth in manufacturing and high growth in services. However, there are some important differences. Between 1996 and 2006 the regional economy will grow by 20.7% compared to the nation's 14.8% and will exceed

the national average in every major industry category. For example, manufacturing growth is expected to occur at 10.3% within the region while declining some 2% nationally. Jobs in retail and wholesale trade will be generated at twice the national growth rate of 10.7%. The only apparent exception to this trend is employment in the manufacturing of lumber and wood products.

### 2.3 Local

The City of Aumsville lies on the periphery of the I-5 corridor. However, it has not witnessed the growth and prosperity associated with recent high-tech developments in that region. Recent population growth was likely based on the community's relatively lower housing costs, but has had the effect of creating more of a bedroom community than new commercial opportunities.

The 2000 Census figures, and the 1997 Economic Census data, help support this conclusion. The Economic Census data uses a range of figures to correspond with the size of the business. Combining this with the data provided by the OECDD Community Profile, the following estimate can be made of individuals employed within the City limits. **Table 2-3** also assumes the total employment numbers do not vary considerably between 1997 and 2000.

**Table 2-3**  
Employment Estimates by Category

| Industry                   | Number of Firms | Employees  |
|----------------------------|-----------------|------------|
| Manufacturing              | 13              | 285        |
| Retail Trade               | 10              | 175        |
| Professional               | 4               | 7          |
| Administrative             | 2               | 4          |
| Education                  | 1               | 30         |
| Health Care                | 2               | 7          |
| Entertainment/Recreation   | 1               | 15         |
| Accommodation/Food Service | 4               | 35         |
| Other Services             | 1               | 3          |
| <b>Total</b>               | <b>38</b>       | <b>534</b> |

---

Based on the 2000 Census, some 1,366 individuals, out of an employed labor force of 1,387, commute to work with a mean travel time of 25.3 minutes. Certainly, those above the mean commuted outside the City. Given the relatively small size of the City, it is estimated about one half of those below the mean likely commute to jobs within Aumsville or approximately 341 people. This would appear to be a reasonable figure and is roughly equivalent to approximately one-half of the manufacturer labor residing within the City (143) and nearly 80% of all local non-manufacturing employees living in Aumsville (200). Therefore, out of 1,387 in the labor force, 1,046 are likely to work outside the City limits. This roughly translates into one local worker for every three who commute outside Aumsville.

The significance of these numbers is that the City is becoming more of a place to *live* rather than *work*. Unless efforts are made to attract industries that can utilize the local work force, the City will move toward the status of a low-cost bedroom community.

---

## 2.4 Major Industry Forecasts and Locational Potential

According to national and regional trends and forecasts, computer-related, service, and retail and wholesale trade industries are on the rise. Though industries related to manufacturing are forecast to generally decline in the nation, they will continue to grow somewhat in the region. Locally, Aumsville has a fairly strong manufacturing sector, but is otherwise under served in all remaining major industry categories, especially in trade and services. Even with these trends for background, it remains difficult to determine with any precision the future commercial and industrial land needs for Aumsville. If anything, the recent population growth has indicated the City is becoming more of a bedroom community than an economic center.

As noted earlier, the most significant growth on the national level occurred in services (50.3%); state and local government (21%), retail trade (21%) and transportation, communication and utility sector at 19.3%. Within the next decade, significant growth (more than 10%) will occur in services, the transportation-communication-utility sector, trade, finance and real estate, and state and local government.

Regionally, trade will increase to meet population changes, requiring "people to manage, stock shelves, and run the cash registers." Retail/wholesale trade will continue to be one of the faster-growing sectors through 2006. In a similar vein, the service sector will also grow considerably. Services include a wide variety of activities such as medical, legal, repair, recreation, private employment agencies with the largest growth likely to occur in business and professional services. An aging population will increase employment in health services, but will be somewhat tempered by improved medical techniques and new technologies. Finally, private schools, tourist lodging, amusements, and recreation make up much of the fast-growing part of "other services."

The potential of the major industry categories identified in **Table 2-1** is reviewed below:

- A. Manufacturing - Any expansion in manufacturing is likely to be related to existing businesses within the City, which in turn, is related to housing demand and other factors associated with the wood products industry. One other distinct possibility is business migration by expanding firms from Salem to Aumsville related to land costs and availability.
- B. Mining - This category also includes both mining and quarrying. Unless new commercial discoveries are made within the vicinity, local growth is not expected in this category.



- 
- C. Construction - Construction is generally dependent on activity in other categories and therefore is not viewed as a separate growth category for the community.
  - D. Transportation, Utilities, Communications - Included in this category is warehousing and distribution centers. Aumsville has a distinct advantage with its close proximity, and easy access, to I-5 and a newly constructed interchange at Highway 22.
  - E. Trade - During the 1988s and 1990s, the City of Salem emerged as the retail center for Marion County. Consequently, many retail sales, service and professional needs can only be found only in Salem. Retail expansion is therefore expected to be very limited with likely a greater potential to serve specific local needs. Given this, as the City grows there is likely a need for a community shopping center. This generally requires an approximate six to 8-acre site (less is possible) anchored by a grocery or small department store. This facility generally provides those retail services not found within a traditional downtown. This summary can also apply to the finance and real estate sectors.
  - F. Services - Service growth is generally related to retail growth. The state anticipates regional growth in medical, legal, repair, recreation, private employment agencies, and other similar activities with the largest growth occurring in business and professional services. At this juncture, Aumsville is well served by Salem, and to a lesser extent, Stayton. It will likely require additional population to attract additional *business and professional* services to the community.
  - G. Government - Government will continue to play a major role through the proximity of State and County government offices located in Salem. Employment opportunities for local citizens remain strong, however, these individuals must commute for employment. Minor internal growth may occur.

## 2.5 Other Sector and Employment Forecasts

In addition to the major industrial categories above, there are specific local industries as well as employment trends that are analyzed below:

- A. Agriculture - The farm area surrounding the City includes a variety of agricultural products which can be further processed. It appears, however, the industry is consolidation, not expanding. These activities also require significant quantities of water as well as sewage treatment which may be beyond the current capabilities of the community.
- B. Technology - The current hi-tech industry boom is not likely to impact Aumsville in the near future. Land is available for this type of industry. However, the City lacks a labor

---

pool with the necessary technical skills, and the community is probably too far removed from the regional "Silicon Forest."

- C. Healthcare - An aging population will increase the demand on healthcare facilities. For most communities, this will involve nursing homes and assisted living centers. As a community within a rural setting and generally low cost housing, Aumsville has certain advantages which could help attract this type of business and support staff. This industry also coincides with expected growth in the medical professions. Otherwise, Salem and Stayton currently provide the necessary medical services to meet community needs.
- D. Tourism - There is much potential for tourism within the Willamette Valley. Most of this activity centers on the regions wine industry but also includes the State's number one tourist attraction - the Spirit Mountain Casino.

In comparison to Yamhill County, Aumsville is not located within a major wine producing area. Generally, tourists drive through the community (along Highway 22) on their way to Salem and the coast, or are heading east toward the Cascade Mountains and Bend. In either case, its proximity to Salem works at a disadvantage. Most tourists either left the capital with a full tank of gas, or, are heading to Salem for food, lodging, gas or food. Unless specific attractions are developed for the community, Aumsville is unlikely to generate tourist interest.

## 2.6 Summary

Aumsville is in the unusual position of proximity to a major transportation corridor. It would appear this location can offer opportunities for the community by promoting certain distinct advantages. The next Chapter identifies targeted industries and their site requirements.

---

## CHAPTER 3 - TARGET INDUSTRIES AND SITE REQUIREMENTS

### 3.1 Industry Selection

The previous Chapters provided a profile of the community and identified economic trends affecting the nation, region and community. In summary, high-tech and services related industries are supplanting traditional manufacturing businesses. Occupational opportunities will include the fields of computers, health care, science and research, education, and a variety of service related businesses. The region is basically following national trends but is likely to see greater overall employment opportunities due to population increases. Locally, the city is more dependent on manufacturing than any other segment, and the manufacturing segment is generally in the decline. Salem, and to a lesser extent Stayton, provides much of the retail and service opportunities for the residents.

Using the listing of major industry categories, employment trends, as well as local economic factors, a list of target industries needs to be identified. Based on these factors, it is suggested that the list of target industries that would locate within the City within the planning period should include the following:

- A. Warehousing and Distribution - A distribution center can provide an opportunity for an industry with regional and statewide impact. Based on the City's proximity to I-5, the creation of a distribution center is possible, especially with the improved access to Highway 22. It is anticipated existing industrial-zoned areas can serve this purpose, although smaller operations may be conditionally allowed in the Commercial zone.
- B. Expansion of Existing Firms - Land should be provided to allow for the future expansion of existing manufacturing businesses. This can occur in existing general industrial areas and avoid their possible relocation to other communities.
- C. Trade and Services - The demand for retail and service businesses will increase as the population increases. This will require existing businesses to expand and provide the need for new retail areas. This will not supplant Salem (or Stayton) as commercial centers, but will provide retail good and service opportunities to directed to local residents. This category would also include professional services such as medical offices, attorneys, accountants and real estate agents. Such offices may be placed in existing commercial areas with building specifically designed for office use. As with retail, demand for these services will increase as the population increase.

Some businesses are likely to be more auto-dependent and could conflict with the City's goal of improving its downtown area. To address these particular

---

firms, the creation of a new community shopping center would be appropriate.

- D. Healthcare - An aging population will require additional medical services. Given the proximity of the area hospitals, healthcare facilities will likely focus on nursing homes and assisted living centers. These uses usually require one to 4 acres but can be located within higher density residential zones.

### 3.2 Site Requirements - General

The previous section targeted industries and businesses based on trends and forecasts. In general, most activities may occur in either a general commercial zone or a general industrial classification. Of particular interest is the community shopping center which has special separate from downtown development. The following reviews the siting needs for these three categories.

*General Commercial* - General commercial is a possible location for retail trade, personal services and professional services, and may have limited application to distribution. Except for professional offices and clinics, it is not the preferred zone for healthcare facilities. General commercial siting criteria are:

- Access to, and visibility from, an arterial is important. Preferably, business traffic should come along a signalized collector street, perpendicular to an arterial.
- Land should be generally flat, with slopes less than 5%, and capable of being provided with urban level sanitary sewer/water services and storm drainage.
- Preferably, sites should extend perpendicular to (instead of parallel to) major arterials to minimize "strip" commercial appearance.
- If possible, the sites should be within walking distance of multiple family to reduce travel distance and times for industrial workers.
- There are no particular limitations on the continued use of Main Street as the primary commercial area.

*General Industrial* - General industrial is a possible location for distribution businesses and the expansion of existing manufacturers. General industrial siting criteria are:

- Land should be generally flat, with slopes less than 5%, and capable of being provided with urban level sanitary sewer/water services and storm drainage.
- Proximity to a railroad track, while not necessary, is beneficial.
- Preferably, the industrial areas should be contiguous to one another to reduce traffic between industrial areas.
- Sites should have indirect access to an arterial or collector street and certainly avoid the use of residential streets due to the noise and nature of industrial

---

traffic.

- If possible, supporting commercial uses should be allowed within the industrial area, or be in close proximity, to reduce travel distance.

*Community Shopping Center* - A community shopping center is a possible location for local retail, personal services and professional offices. It is typically anchored by a grocery store supported by a variety of smaller stores (e.g., video rental, bakeries, personal services, etc.), with one or more restaurants. Community shopping center siting criteria include:

- For commercial viability, the center should be visible from, and have direct access to, an arterial street, such as Main Street or 1<sup>st</sup> Street.
- Primary vehicular access should be from a perpendicular public street with a traffic signal, to minimize traffic congestion.
- Although pedestrian and bicycle access is encouraged, these centers are primarily auto-oriented in order to be commercially viable; separation from a downtown may be necessary.
- Approximately 7 to 10 contiguous acres are needed. This assumes a 30,000 to 40,000 square foot supermarket and 15,000 to 20,000 supporting commercial space. A smaller area may be feasible.
- The site should be flat (typically with 5%, or less, slope) and regularly-shaped, to maximize development efficiency.
- The site must be capable of being provided with urban level sanitary sewer/water services and storm drainage.

### 3.3 Site Requirements - Specific Industries

The siting requirements of each identified industry category are reviewed below:

- A. Warehousing and Distribution - As noted, the new Highway 22 interchange lends itself to this type of business. The interchange and industrial and nearby industrial land will place commercial traffic within eight to ten minutes of Interstate-5. Specific needs vary with firm and by product. It would appear that 30 to 50 contiguous acres would be the minimum necessary to accommodate building and parking needs of this industry.
- B. Expansion of Existing Firms - Manufacturing requirements vary considerably. It is assumed the current locations are adequate to serve existing businesses.
- C. Trade and Services - The Comprehensive Plan supports a strong downtown. The downtown is well defined but contains many vacant storefronts. However, the City has placed a renewed emphasis on transportation access and visual improvements. Better

---

utilization of the downtown buildings would likely meet most local retail needs.

The City will likely need to establish a small community shopping center as the population approaches 4,000. Ideally, the shopping center would be located away from the downtown area with access to a collector or arterial street. Uses would be designed to offer retail activities, such as a (larger) grocery store, that are not suited for downtown locations. There could be some potential for including offices within existing commercial areas or as part of a community shopping center.

- D. Healthcare - Facilities such as nursing homes and assisted living centers are conditionally permitted in the Residential Multi-family zone and potentially conditionally allowed in the Commercial zone through interpretation. As self contained facilities, proximity to the downtown is not critical in their location. Given an apparent surplus of designated residential land, it is not anticipated that new zones or land will need to be identified for these uses.

It is also important to note development of the interchange area for warehousing and distribution could lend itself to the creation of an industrial park serving other businesses. This could attract firms from the Salem area in search of lower cost and greater quantities of land. While this is not a "targeted industry," it has the potential to generate additional economic development.

#### 3.4 Site Considerations for Other Industries

A number of other industry categories were considered, as were local and regional industries, but were rejected as target industries. Potential land needs for these categories and industries are noted below:

- A. Mining - As noted, unless new commercial discoveries are made within the vicinity, local growth is not expected in this category.
- B. Construction - Construction is generally dependent on activity in other industrial categories and was not viewed as a separate growth category. The region contains a number of construction firms so that additional land is unnecessary for this use.
- C. Government - The vast majority of government jobs are located in Salem. With the exception of the grade school, local public sector employment is expected to be limited. There are no immediate plans to expand or relocate the school.
- D. Agriculture - As noted, it appears the food processing industry is consolidating, not expanding. Since water availability and sewage treatment may be an issue, no additional land is identified for these uses.

- 
- E. Technology - The current hi-tech industry boom (and current bust) is not likely to impact Aumsville in the near future. While sufficient land is available for this type of industry, the City lacks a labor pool with the necessary technical skills and is probably too far removed from Metro's "Silicon Forest" to interact with existing firms. Again, while a firm may consider the City, and industrial land can be made available, this is not a priority based on previously noted factors.
- F. Tourism - Aumsville is not a destination tourist center. While the City once considered a highway commercial zone at the Highway 22 interchange, it was generally conceded that tourists on Highway 22 are on their way to other places. Special provisions for this industry are unnecessary.

### 3.5 Summary

The proposed targeted industries involve warehousing and distribution, local trade, personal services and professional services, expansion of existing manufacturing plants and healthcare facilities. With the possible exception of specifically identifying a zone or standards for a commercial shopping center, the existing Commercial and Industrial zones provide the necessary zoning mechanisms to establish these uses, as well as allow others not considered as "targeted" industries. Further, with some modification, the existing RM zone is also found suitable for the establishment of nursing facilities and assisted living centers.

The question is whether there is adequate land, in sufficient quantity and correct location, to meet these needs. This is discussed in Chapter 4.

---

## CHAPTER 4 - INVENTORY

### 4.1 Introduction

The current Comprehensive Plan includes an adopted land inventory analysis. Recent Plan and zone map amendments have modified the amount (and location) of industrial and commercial land within the Urban Growth Boundary. This Chapter reviews the *current* inventory to determine if additional land is necessary, and at what quantities and locations, to meet the needs of the targeted industries.

### 4.2 Current Inventory Assessment

#### *Industrial*

The most recent Periodic Review established a ratio of industrial land to each resident at 0.059 acres per person. The City deliberately chose a high ratio to enable the City to expand its economic base and to utilize some locational advantages of being along a major state highway, near an interstate and near the Salem metropolitan area. The interchange improvement and widening of Highway 22 were perceived to further increased industrial development opportunities. Based on the 0.059 ratio, 244 acres of Industrial land are needed over the planning period to meet the expected population projection of 4,127.

Presently, there are 142 acres of Industrial land, of which 94 acres are buildable. This represents a deficit of 102 acres. Subsequent revisions converted approximately 20 acres of Medium Density Residential land to Industrial and converted one-acre of Industrial land to Commercial. The net effect was to reduce the deficit from 102 acres to 83 acres. Therefore, the current land use inventory indicates a deficit of 83 acres to meet anticipated industrial land needs.

#### *Commercial*

In a similar vein, the Periodic Review established a ratio of commercial land to each resident at 0.009 acres per person. The City acknowledged there is no one formula to assess need but concluded this was an adequate amount to address local commercial requirements while recognizing the City of Salem as the regional retail center.

Based on the 0.009 ratio, 37 acres of Commercial land are needed by 2015. A total of 37 acres were identified, 12 of which were buildable. A subsequent Plan amendment and zone change added one acre. Therefore, based on the existing analysis, the inventory indicates a one-acre surplus to meet anticipated commercial land needs.



---

### 4.3 Modified Inventory Assessment

#### *Industrial*

While the original inventory was based on anticipated industrial development, the reality has been quite different. In spite of all the highway improvements, a vast majority of the City's industrial land remains vacant.

The actual ratio between residents and *developed land* is significantly different and considerably less than the ratio contained in the Plan. Currently, only 46 of 142 acres of Industrial designated land are developed creating a ratio of 0.0153 acres per resident (year 2000 = 3,003). Extrapolating this to the anticipated population of 4,127 in 2015, approximately 63 acres will be necessary. In other words, at the current level of *development* the City would have a **surplus** of 79 acres by 2015.

Even if the industrial rate of development were to triple for the *marginal* increase in population, only 52 additional acres will be needed. This would still leave a surplus of 44 acres. To put it another way, the current rate of development would need to increase nearly **sixfold** for the current surplus to be consumed by 2015. Again, this does not take into account locational factors, but does signify that based on current growth rates and even a significant increase in the current development rate, the City has sufficient land to meet industrial needs to 2015.

#### *Commercial*

As with the industrial inventory, the projected need was based on the current land ratio. Again, the actual ratio between residents and *developed land* is different. Only 26 of 38 acres of commercial land is developed creating a ratio of 0.0086 acres per resident (year 2000 = 3,003). Extrapolating this to the anticipated population of 4,127 in 2015, approximately 35 acres are necessary. The anticipated need and projected needs are a closer match than the industrial land, but again illustrates the City has some flexibility in its zoning. In addition, it is anticipated a portion of this demand can be met through better utilization of existing parcels or leasing vacant storefronts.

#### *Summary*

*Based solely on population and existing development*, the City has sufficient land to meet commercial needs and a significant surplus with regard to industrial development. This later conclusion is a radical departure from the current Plan expectations. The reality is that little economic development has occurred over the last 10 to 15 years. While City policy clearly encourages growth, it simply has not developed as anticipated, even with the improvements to Highway 22. It would take an unprecedented increase in

---

the rate of development, and over a short period of time, to reduce the current industrial land surplus.

In the face of a statewide land use program that seeks to limit urban growth boundaries, it is extremely difficult to support the need for an 83-acre industrial expansion when the evidence indicates otherwise. Interim steps can be taken to promote development that can justify expansion in future years, and the City should continually monitor the rate of development on industrial land.

Currently, the larger issue facing the community is not whether there is sufficient industrial, or commercial, land but whether it is available in the right combination of quantity and location to meet the expected demand for the targeted industries. That is the purpose of the following section.

#### 4.4 Inventory Assessment Based on Target Industries

- A. Warehousing and Distribution - As noted, the Highway 22 interchange lends itself to this type of business. There are seven parcels located to the south of the interchange (Township 8 South; 1 West; Section 30) and currently zoned or designated for Industrial use (see Map Exhibit "A"). The total area contains approximately 95 acres. This is greater than the 30 to 50 acre area range noted in Section 3.3. This location has relatively easy access to Highway 22 and is within a short distance of Interstate-5. Finally, as mentioned earlier, development of this site could attract other firms in the region that wish to expand and currently lack sufficient land.

With regard to the general siting criteria, the property is relatively flat, fronts along an arterial and is in relatively close proximity to the east-side commercial areas. If necessary, the Industrial zoning could be modified to permit limited commercial uses (e.g, convenience store or small restaurant) in support of industrial development as a means to reduce commercial traffic along 1<sup>st</sup> Street. Some type of interior street system will be necessary to serve development, possibly the creation of a frontage road is necessary. Finally, while not critical, it may be possible to create a rail spur to serve the property.

- B. Expansion of Existing Firms - As noted, it was assumed the current locations are adequate to serve existing businesses. Efforts should be made to ensure adequate land is maintained to avoid their possible relocation to other communities.
- C. Trade and Services - Better utilization of the downtown buildings would likely meet most local retail and service needs, including professional services. With

---

regard to a small community shopping center, there are a number of parcels located on the east end of Main Street that could be redeveloped to meet this purpose. This area includes 10 parcels within Township 8 South; 1 West; Section 25CC, totaling approximately 14 acres (see Map Exhibit "B"). No more than half of this site is developed with buildings and improved parking, located mainly adjacent to Main Street. The existing grocery store can serve as the anchor, with sufficient land for expansion. New commercial buildings can be developed and integrate into the existing bank, restaurant and post office. On balance, this area is more than sufficient to develop a community shopping center.

Regarding the siting criteria, the site is visible from, and has direct access to, an arterial street. It may be possible to install a traffic light at 1<sup>st</sup> or 3<sup>rd</sup> Streets to manage traffic. Its location at the east end of the City allows for vehicular access but does not interfere with development of the traditional downtown located further to the west. The site is relatively flat and is of sufficient area to be developed.

- D. Healthcare - Facilities such as nursing homes and assisted living centers are conditionally permitted in the Residential Multi-family zone and potentially conditionally allowed in the Commercial zone through interpretation. To avoid reducing the amount of commercial land, it would be preferable to restrict these uses to the RM zone. This is perfectly acceptable given the essential residential nature of the use. The use of the conditional use process would allow placement of restrictions to minimize adjacent impacts.

#### **4.5 Target Industry Summary**

The purpose of this Chapter was to determine whether there was sufficient land in the correct quantity and location to meet "target industry" needs. Regarding specific target industries, the City appears to be ideally situated, and in no case is the City lacking available land to meet these categories. These sites are either serviced or can be serviced, and in the case of warehousing and distribution, will have limited impact on the City's facility systems. Further, with regard to quantity, the City will retain a significant surplus of industrial land and at least meet all potential commercial land needs.

---

## CHAPTER 5 - ASSESSMENT POTENTIAL

### 5.1 Introduction

This Chapter brings the EOA to a conclusion and estimates the types and amounts of industrial and commercial development likely to occur in the planning area. This is based on factors discussed in previous Chapters, the identified target industries and the assessment of the communities strengths and weaknesses.

### 5.2 Comparative Advantages & Disadvantages

With the previous Chapters as background, certain assumptions can be made regarding Aumsville's comparative advantages and disadvantage regarding potential economic opportunities.

*Advantages* - Aumsville's comparative economic advantages include the following:

- Attractive natural setting and small town atmosphere.
- Within commuting distance of Salem, including its employment, retail and cultural amenities.
- Proximity to the Interstate-5 transportation corridor.
- Very affordable housing.
- Railroad access.
- Vacant industrial land.

*Disadvantages* - Aumsville's comparative economic disadvantages include the following:

- Workforce lacks significant education and high-tech skills.
- Lack of a significant downtown; Salem is effectively the community's shopping center.
- Lacks recognition as a potential industrial or commercial site; recognized more as a bedroom community.
- Adequate public services to meet future needs.

### 5.3 Assessment of Development Potential

- A. Warehouse and Distribution - Warehousing and distribution would be a strong fit for the community. There is adequate land available, with access to Highway 22 and within close proximity of I-5. Rail service can also be utilized. This type of activity does not require significant technical skills. Due to low housing costs,

---

employees would likely be able to both work and live in Aumsville. This activity also has *minimal impact* on public facilities and would not require significant upgrades to the existing systems.

- B. Expansion of Existing Firms - The primary advantage to the community is the cost involved in relocating an existing firm. As established businesses, the companies are able to draw on the area labor pool. Other economic factors will determine whether these firms expand.
- C. Commercial - Growth will occur simply due to population increases. The land and supporting public facilities are available to support this growth. There is also the strong possibility of creating a shopping center that does not detract from anticipated downtown improvements. No special technical skills are necessary for retail and service related businesses. Business expansion may be able to attract local residents as employees. However, it will likely require a significant growth in population before additional medical or legal professionals establish offices in the City. Growth in this sector may be 10 to 15 years away.
- D. Healthcare - The City has the available land and there are no significant public facility requirements. The proximity of the community to area hospitals is also a plus as is the relatively low housing and land costs. Staffing may be an issue; however, this is an industry-wide matter and not particular to the region. The small-town atmosphere may be a significant plus for medical professionals, especially if wages are competitive.

#### 5.4 Assessment Summary

The City possesses the necessary land, labor resources and locational advantages to attract the target industries. These industries should not have significant impacts on the City's public facilities. Their establishment will not occur overnight and in some cases are dependent on continued growth in the community's population.

From a land use planning perspective, the small town character of the community should not be dramatically altered by these changes. The warehouse and distribution industries will be located away from the commercial and residential core and will not alter the historical Main Street entrances to the City. Due to its possible location at the east end of Main Street, development of a community shopping center will augment, not interfere, with plans to develop the City's downtown. The natural growth of the community will spur new retail and service businesses that may also provide certain support services to potential industrial uses. It is quite possible to have a strong industrial-commercial link along 1<sup>st</sup> Street without affecting the city center.

---

## CHAPTER 6 - CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Compliance with Objectives

The introduction outlined nine objectives of this analysis. Compliance with these objectives is noted below:

- *Establish an economic profile for the community.*

This was accomplished in Chapter 1. The population is relatively younger, and family oriented, than the State and region and housing costs are considerably lower. However, it appears the City has not witnessed the benefits associated with the recent growth in high-tech industries. This is clearly reflected in education levels as well as income, and is probably the result of the commuting distance to the Portland Metro area.
- *Identify national, regional and local economic trends affecting the community.*

Chapter 2 concludes that high-tech and services related industries are supplanting traditional manufacturing businesses. Occupational opportunities will include the fields of computers, health care, research, education, and a variety of service related businesses. The region is basically following national trends but is likely to see greater overall employment opportunities due to population increases. Locally, the city is more dependent on manufacturing than any other segment. Salem, and to a lesser extent Stayton, provides much of the retail and service opportunities for the residents.
- *Analyze the types of businesses that are likely to locate in Aumsville over the next 20 years.*

This was completed in Chapter 3. The proposed targeted industries involve warehousing and distribution, trade, personal services and professional services, manufacturing plant expansion and healthcare facilities. With the possible exception of identifying specific design standards for a commercial shopping center, the existing Commercial and Industrial zones provide the necessary mechanisms to establish these uses. The RM zone is also suitable for the identified healthcare facilities.
- *Determine how employment trends match up with community planning goals and objectives, AND*
- *Revise targeted industries and commercial opportunities based on this match.*

---

This was indirectly discussed in Chapters 3, 4 and 5. The City wishes additional economic growth and development in its industrial area while maintaining its traditional downtown core and small-town appeal. The proposed target industries, and their locations, provide additional retail goods and services to a growing population while avoiding interfering with the downtown. Proposed industrial development will center on the Highway 22 interchange. As noted, it is quite possible to have a strong industrial-commercial link along 1<sup>st</sup> Street without affecting the city center. On balance, the proposal takes advantage of the City's attributes and allows renewal of the community's historic center.

- *Describe siting needs of targeted industrial and commercial development.*

This was accomplished in Chapter 4, both in general and specific terms. It was noted the City contains the necessary sites, both in location and quantity, to meet the expectations of the targeted industries.

- *Translate these siting needs into prescriptions for special commercial and industrial zoning districts.*

Based on material in Chapter 4, the existing zoning districts are acceptable for the proposed uses and in the necessary locations in the City. The City may want to consider certain modifications to the Plan policies and zoning requirements, which are discussed in Sections 6.2 and 6.3, below.

- *Analyze existing commercial and industrial land within the existing UGB to determine the extent to which these siting needs can be met.*

Again, pursuant to Chapter 4, it was determined the necessary sites, both in location and quantity, are available to meet the expectations of the targeted industries.

- *Evaluate alternative sites (first) within and (second) immediately outside the UGB that are suitable to meet identified needs.*

Due to the existence of available land, this step was unnecessary.

## 6.2 Comprehensive Plan Recommendations

This study envisioned redeveloping some 14 acres near 1<sup>st</sup> Street and Main Street intersection as suitable for a community-scale shopping center. This is not an immediate need, but will likely become increasingly important as the population nears 4,000. This development would be designed for businesses (such as a large grocery

---

store) that are not compatible with the more traditional, pedestrian-oriented downtown envisioned by the community. At a minimum, Comprehensive Plan policies should be amended to reflect this objective. Possible Plan language may be as follows:

- The City shall ensure sufficient commercial zoned land to provide for a community shopping center designed to serve primarily, though not exclusively, auto-dependent retail good and service uses. The land shall be located adjacent to a collector or arterial street but be situated as to avoid impacting efforts to redevelop the City's downtown commercial core.

*Supporting Findings:* Current economic policies encourage the continued maintenance of the downtown as the primary commercial area. As the population grows there will be the need to provide sufficient land for a larger commercial area to serve the community. This development is intended for businesses (such as a large grocery store) that are not compatible with a traditional downtown. By ensuring this land is available, this future need can be realized.

In addition, a policy should be in place to ensure adequate industrial land remains available for existing businesses to expand. Otherwise, the firms may need to consider relocation, possibly in another community. Suggested language includes:

- The City shall ensure adequate land is available to meet the expansion needs of existing firms.

*Supporting Findings:* Current economic policies ensure adequate supply of industrial land. This simply refines the current policy to address the needs of existing firms, one of the identified target industries.

### **6.3 Development Ordinance Recommendations**

#### *Assisted Living Centers and Nursing Homes*

As noted, these types of uses will be in greater demand as the nation's population begins to age. It appears the use can be conditional permitted in the Residential Multi-family zone by way of an interpretation for "hospitals." It is suggested the existing Development Ordinance language specifically allows these as conditional uses in the RM zones. Clear definitions are also necessary. The Development Ordinance must be amended as follows:



---

Section 1.00 Definitions

This section would be amended to establish a definition for "assisted living center" and "nursing facility." Definitions are consistent with State statutes regarding these facilities.

Assisted Living Center: Means a building, complex or distinct part thereof, consisting of fully self-contained individual living units where six or more seniors and persons with disabilities may reside. The facility offers a range of supportive services available on a 24-hour basis to meet the activities of daily living, health, and social needs of the residents, using a program approach that promotes resident self-direction and participation in decisions that emphasize choice, dignity, privacy, individuality, independence, and home-like surroundings.

Nursing Facility: Means an establishment with permanent facilities that include inpatient beds; providing medical services, including nursing services but excluding surgical procedures; and which provides care and treatment for two or more unrelated residents. In this definition, "treatment" means complex nursing tasks that cannot be delegated to an unlicensed person. "Nursing facility" shall not be construed to include facilities licensed and operated pursuant to any Oregon Revised Statute other than ORS 441.020(2).

Section 6.02 Residential Multi-family

The Residential Multi-family (RM) zone would be amended to conditionally permit assisted living centers and nursing facilities within the zone:

Section 6.02 (C), would be replaced with the following:

(C) Hospitals; assisted living centers and nursing facilities.

*Supporting Findings:* Chapters 3 and 4 identified a potential need for residential health care facilities. It was noted the existing RM zone may conditionally permit may provide land for this purpose owing to the residential character of the uses. The text amendments provide clarity in definition and listing as a conditionally permitted use.

*Industrial Zone Revisions*

It may be beneficial to allow limited commercial uses in industrial areas as a means to reduce impacts from industrial traffic. A conditional use application would be appropriate. This *is not designed* to establish a new commercial area serving the community but solely developed to augment industrial activity. The suggested language would amend Section 8.02:

- 
- (D) Commercial Activities - The following commercial uses may be conditionally permitted within the Industrial zone and subject to provisions in Section 8.02(E):
- (1) Convenience grocery store (under 2,500 square feet in size)
  - (2) Delicatessen shops
  - (3) Restaurants, excluding drive-in restaurants
  - (4) Other uses determined by the Planning Commission to be of similar character to those specified above.
- (E) In addition to obtaining the conditional use criteria, commercial uses listed under item (D), above shall not be approved unless the proposal satisfies the following specific criteria:
- (1) There is a demonstrated need in the industrial area for such a use, the use will primarily service industrial area customers, and the activity will not generate substantial customer traffic from outside the area.
  - (2) There is no suitable commercial land nearby.
  - (3) Traffic will not be generated by the use which would substantially hinder or impair industrial truck circulation in the area.

#### 6.4 Summary

Based on recent population and development trends, Aumsville is slowly becoming a bedroom community to Salem, and to a lesser extent, Stayton. In spite of the State's tremendous economic growth during the 1990s, the City did not witness significant new employment opportunities much less partake in the high-tech boom of that decade.

The danger in moving toward a bedroom community is that Aumsville can begin to lose its sense of place. It would mean greater vehicle miles traveled and more traffic on Highway 22. Citizens begin to spend their lives focusing on driving out of town for work, entertainment, dining and trade. It becomes difficult to generate civic interest when more residents begin returning home late in the evening, after community-wide meetings have started.

Aumsville does not have the educational, research or public facilities to embark on major industrial growth. Saying that, the City retains a distinctive small-town flavor and maintains excellent access to the major transportation corridors in the region. Further, it is fortunate to have a significant amount of contiguous industrial land and in locations that can take advantage of the transportation system.

The modern economic reality is that manufacturing is on the decline. Information, trade and service industries have become the economic engine for this nation, state and

---

region. Focusing on the community's strengths and needs, this analysis identified those industries and activities that may provide new economic opportunities.

A perfect example of this economic change is Nike. The firm can be considered a "virtual" company - it does not manufacture the goods it sells, these are produced elsewhere in the world. Its expertise is limited to design, marketing and distribution functions of a corporation. Business, growth and economic opportunities are moving along those lines and away from the classic steel mill and assembly line.

As stated, the small town character of the community should not be dramatically altered by these changes. The proposed target industries take advantage of what the City has to offer in respect to a changing economy. If successful, the proposal will promote jobs for residents, reduce travel time, improve the industrial and commercial tax base, and it is hoped, maintain if not promote the sense of place and community known as Aumsville.

---

## APPENDIX "A"

The Goal 9 Administrative Rule (OAR Chapter 660, Division 9), describes state requirements for an "economic opportunities analysis" in OAR 660-009-0015.

- 1) Review of National and State and Local Trends. The economic opportunities analysis shall identify the major categories of industrial and commercial uses that could reasonably be expected to locate or expand in the planning area based on available information about national, state and local trends. A use or category of use could reasonably be expected to locate in the planning area if the area possesses the appropriate locational factors for the use or category of use;
- 2) Site Requirements. The economic opportunities analysis shall identify the types of sites that are likely to be needed by industrial and commercial uses which might expand or locate in the planning area. Types of sites shall be identified based on the site requirements of expected uses. Local governments should survey existing firms in the planning area to identify the types of sites which may be needed for expansion. Industrial and commercial uses with compatible site requirements should be grouped together into common site categories to simplify identification of site needs and subsequent planning;
- 3) Inventory of Industrial and Commercial Lands. Comprehensive plans for all areas within urban growth boundaries shall include an inventory of vacant and significantly underutilized lands within the planning area which are designated for industrial or commercial use:
  - (a) Contiguous parcels of one to five acres within a discrete plan or zoning district may be inventoried together. If this is done the inventory shall:
    - A) Indicate the total number of parcels of vacant or significantly underutilized parcels within each plan or zoning district; and
    - B) Indicate the approximate total acreage and percentage of sites within each plan or zone district which are:
      - (i) Serviceable, and
      - (ii) Free from site constraints.
  - (b) For sites five acres and larger and parcels larger than one acre not inventoried in subsection (a) of this section, the plan shall provide the following information:
    - A) Mapping showing the location of the site;
    - B) Size of the site;
    - C) Availability or proximity of public facilities as defined by OAR Chapter 660, Division 11 to the site;
    - D) Site constraints which physically limit developing the site for designated

---

uses. Site constraints include but are not limited to:

- (i) The site is not serviceable;
- (ii) Inadequate access to the site; and
- (iii) Environmental constraints (e.g., floodplain, steep slopes, weak foundation soils).

4) Assessment of Community Economic Development Potential. The economic opportunities analysis shall estimate the types and amounts of industrial and commercial development likely to occur in the planning area. The estimate shall be based on information generated in response to sections (1) through (3) of this rule and shall consider the planning area's economic advantages and disadvantages of attracting new or expanded development in general as well as particular types of industrial and commercial uses. Relevant economic advantages and disadvantages to be considered should include but need not be limited to:

- a) Location relative to markets;
- b) Availability of key transportation facilities;
- c) Key public facilities as defined by OAR Chapter 660, Division 11 and public services;
- d) Labor market factors;
- e) Materials and energy availability and cost;
- f) Necessary support services;
- g) Pollution control requirements; or
- h) Educational and technical training programs.

---

**MAP EXHIBIT "A"**

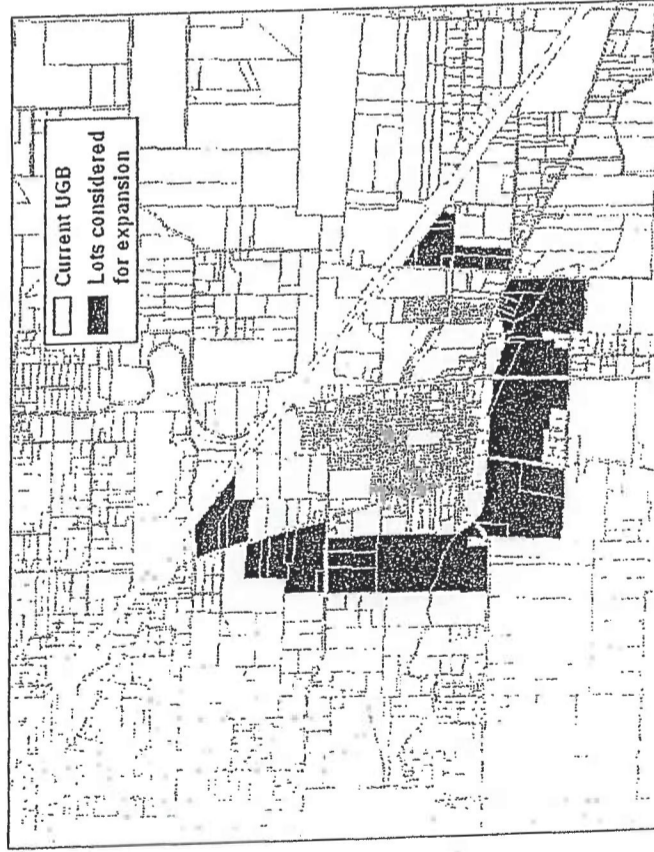
Township 8 South; 1 West; Section 30  
Tax Lots: 1600, 1700, 1800, 2000, 2100, 2200, 2300  
Approximately 95.0 total Acres

---

**MAP EXHIBIT "B"**

Township 8 South; 1 West; Section 30  
Tax Lots: 5000, 5100, 5200, 5201, 5300, 5400, 5500, 7400, 7500, 7501, 7600  
Approximately 14.0 total Acres

**Properties Considered for Aumsville  
Industrial Land UGB Expansion**



| Assessors Map # | Lot # | Zoning  | Size  |
|-----------------|-------|---------|-------|
| 82W25B          | 300   | SA      | 32.92 |
| 82W24C          | 500   | SA      | 9.26  |
| 82W24C          | 400   | SA      | 5     |
| 82W24C          | 501   | SA      | 12.9  |
| 82W24C          | 200   | SA      | 13.6  |
| 82W25B          | 200   | SA      | 5.03  |
| 81W30C          | 2400  | EFU     | 4.81  |
| 81W31B          | 600   | EFU     | 7.93  |
| 82W25C          | 100   | SA      | 58.58 |
| 81W30D          | 600   | SA      | 22.96 |
| 81W31B          | 500   | EFU     | 1.43  |
| 81W31B          | 400   | EFU     | 2.01  |
| 81W31B          | 300   | EFU     | 0.32  |
| 81W31B          | 200   | EFU     | 2     |
| 81W31B          | 100   | EFU     | 9.21  |
| 81W30D          | 900   | SA      | 5.97  |
| 82W25B          | 400   | SA      | 3.08  |
| 82W25B          | 500   | SA      | 3.25  |
| 82W25B          | 600   | SA      | 2.17  |
| 82W25B          | 700   | SA      | 2.3   |
| 81W30D          | 300   | SA      | 0.78  |
| 81W30D          | 400   | SA      | 1.38  |
| 81W30D          | 500   | SA      | 2.71  |
| 81W30D          | 700   | SA      | 2     |
| 81W30D          | 800   | SA      | 6.51  |
| 81W30D          | 1000  | SA      | 8.68  |
| 82W24           | 700   | SA      | 21.54 |
| 82W25C          | 800   | SA      | 41.45 |
| 82W36           | 200   | EFU     | 59.4  |
| 82W36A          | 100   | EFU     | 75.47 |
| 82W24C          | 100   | SA      | 3.41  |
| 82W25C          | 1000  | SA      | 1.5   |
| 82W25C          | 900   | SA      | 0.64  |
| 82W36           | 300   | EFU     | 4.92  |
| 82W36           | 100   | EFU     | 19.02 |
| 82W36A          | 1700  | EFU     | 4.62  |
| 81W30C          | 2700  | EFU/UTF | 16.69 |
| 81W31B          | 900   | EFU     | 28.55 |
| 81W31B          | 700   | EFU     | 45.78 |

**EXHIBIT 4**





# City of Aumsville

---

595 Main Street • Aumsville, Oregon 97325  
aumsvillech@viser.net • www.viser.net/~aumsvl  
Phone (503) 749-2030 • Fax (503) 749-1852

April 2, 2007

Based on our latest survey of water and sewer availability, the city is able to provide these services for water usage up to 25,000 gallons per day. Higher water usage than this, will need to have some discussion with the city.

The water line will have to be looped from a location in front of the Aumsville Elementary School, 572 N. 11<sup>th</sup>, approximately 1900 feet north to 8770 Aumsville Hwy. , also tying in the water line on Olney St. about 250 feet.

The sewer line extension would have to come from the main entrance to the city shops at 955 Olney approximately 700 feet to the west, just to get across to the west side of Aumsville Hwy. The total length the sewer lines that would serve the property, would be dependant on where buildings were sited.

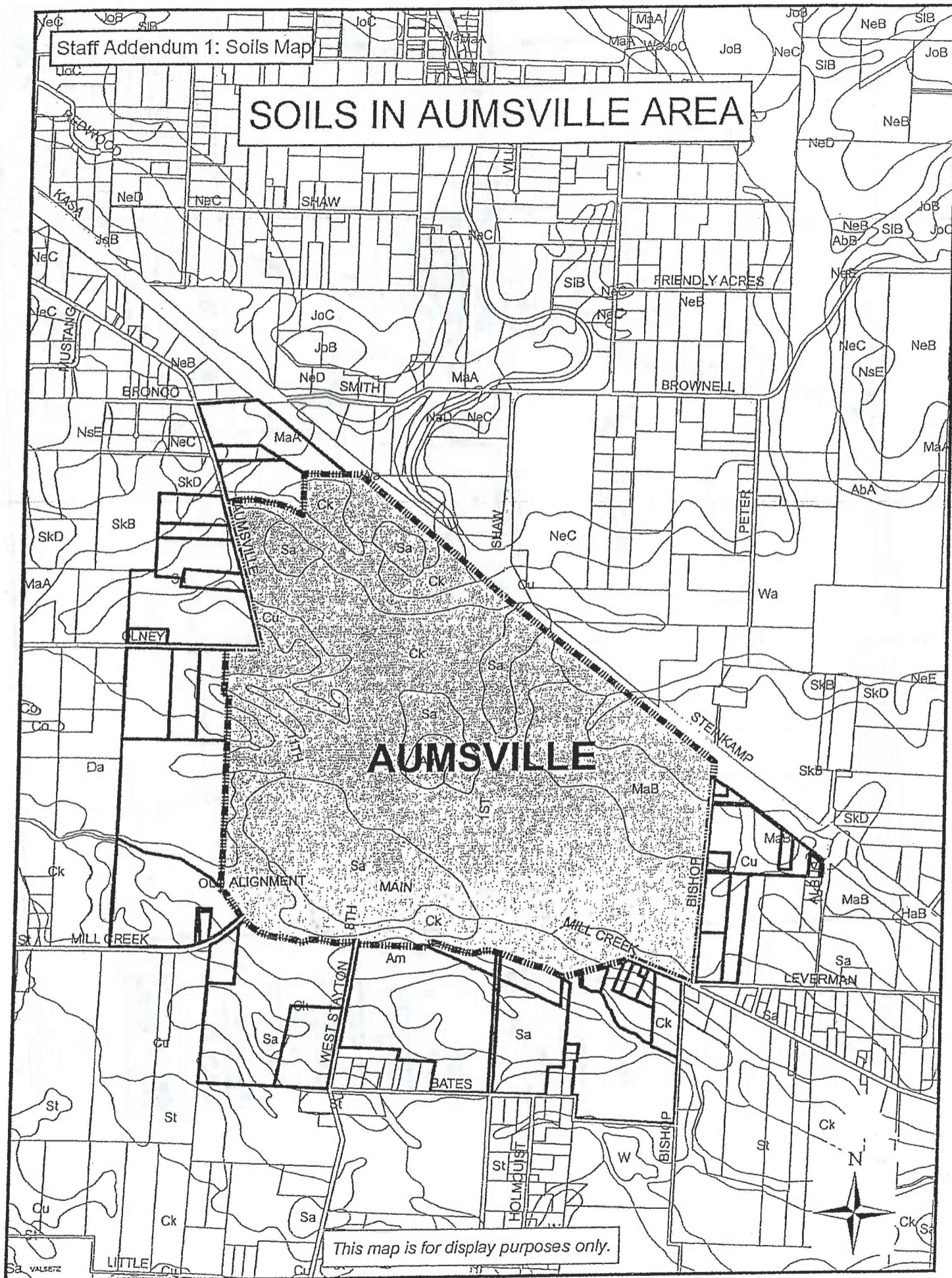
Sincerely,

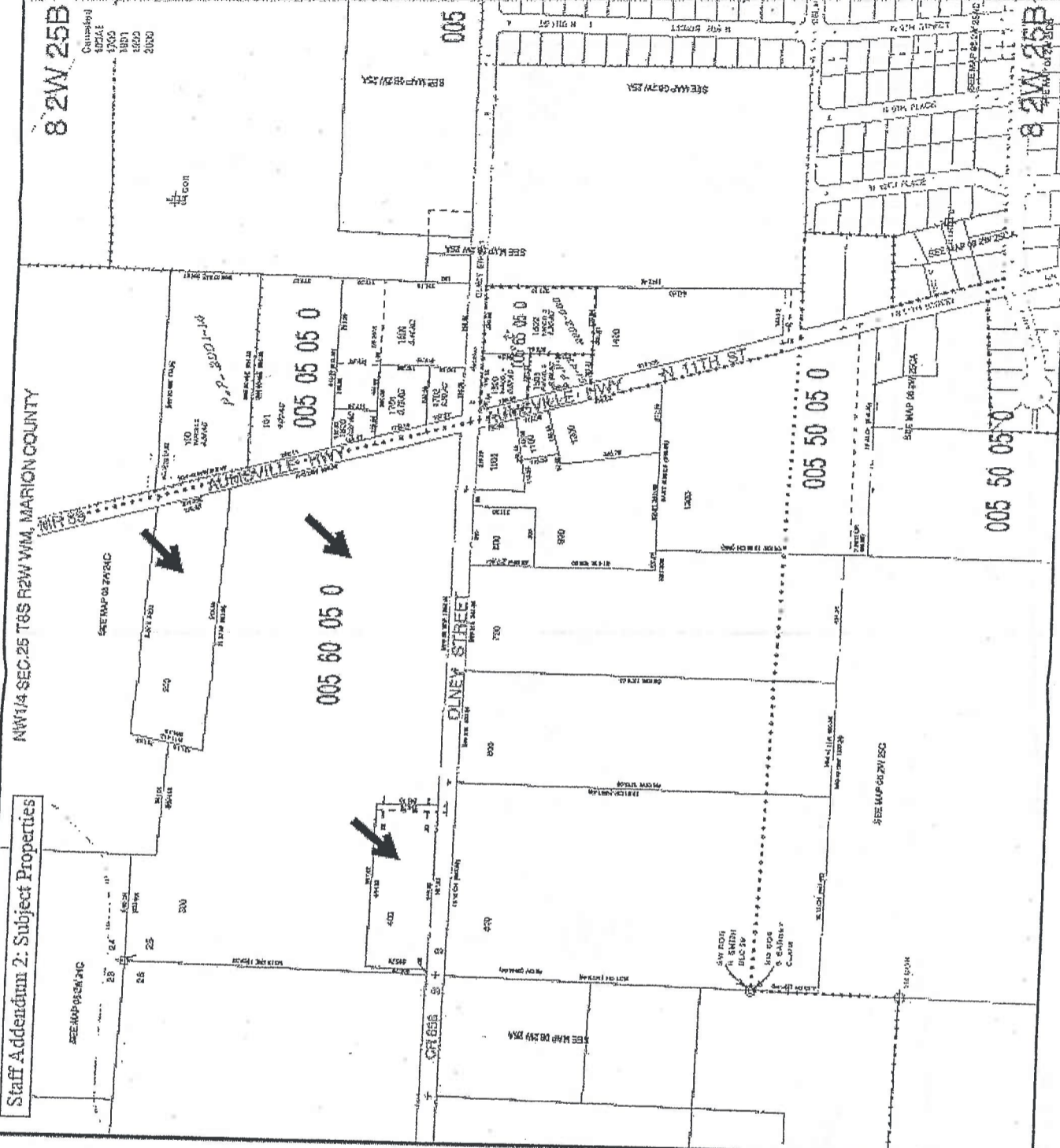
A handwritten signature in black ink, appearing to read "Steve Oslie". The signature is fluid and cursive.

Steve Oslie  
Public Works Director

Staff Addendum 1: Soils Map

# SOILS IN AUMSVILLE AREA





**LEGEND**

**LINE TYPES**

- TAX LOT BOUNDARY
- OLD PROPERTY LINE
- UNCLERED RIGHT-OF-WAY
- ROAD RIGHT-OF-WAY
- RAILROAD RIGHT-OF-WAY
- STEEL RAIL, ETC.
- TAX LOT BOUNDARY (NON-PROPERTY)
- ADJUNCTION BOUNDARY
- PROPERTY PLAT BOUNDARY
- TAX CODE DELINEATE
- ENCUMBRANCE

**SYMBOL TYPES**

- D.W.C.
- CURBIC MARKS
- SURVEY POINTS
- CLIP CORNERS
- SECTION
- 1/4 SEC
- 1/4 SEC
- 1/4 SEC

**NUMBERS**

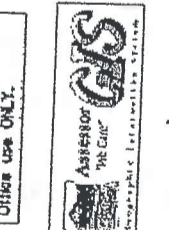
TAX CODE NO. 000 00 00 0

NOTICE: ALL ADJUNCTIONS EXCLUDE SURVEY POINTS THAT MAY BE POINTS ON THE ADJUNCTION.

THIS MAPS - WITH A THE MAP IS INDICATED ON THE ADJUNCTION LINES TO THE TAX MAP. GENERALLY THIS IS USED WHEN PROPERTIES DO NOT HAVE A TAX CODE.

ADJUNCTION ARE USED WITH ENCUMBRANCES IN ORDER TO SHOW ENCUMBRANCES.

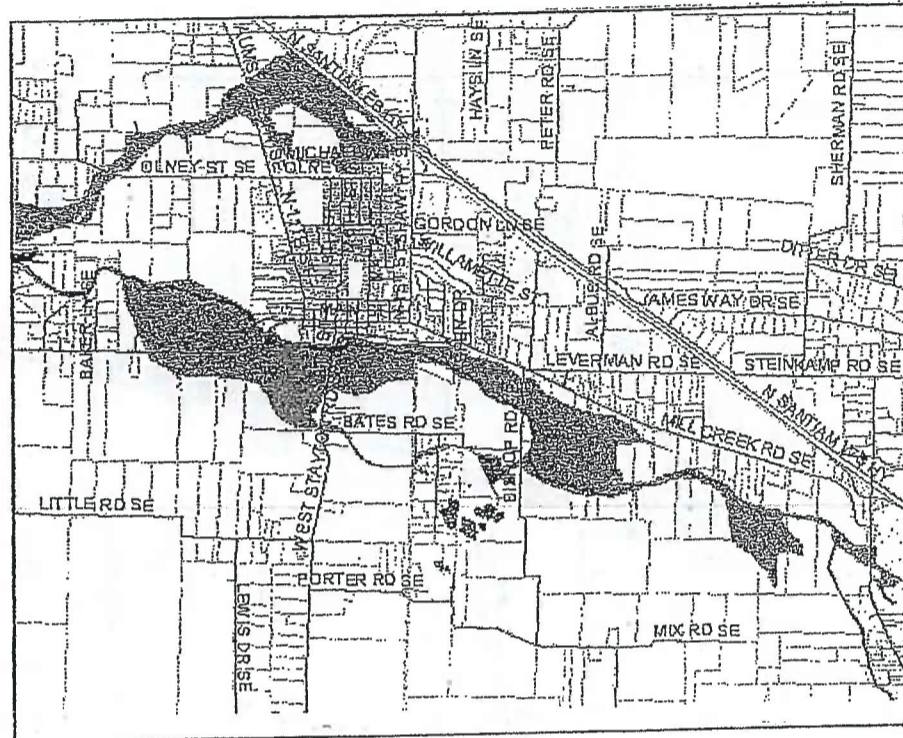
**NOTICE: This map was created for Assessor's Office use ONLY.**

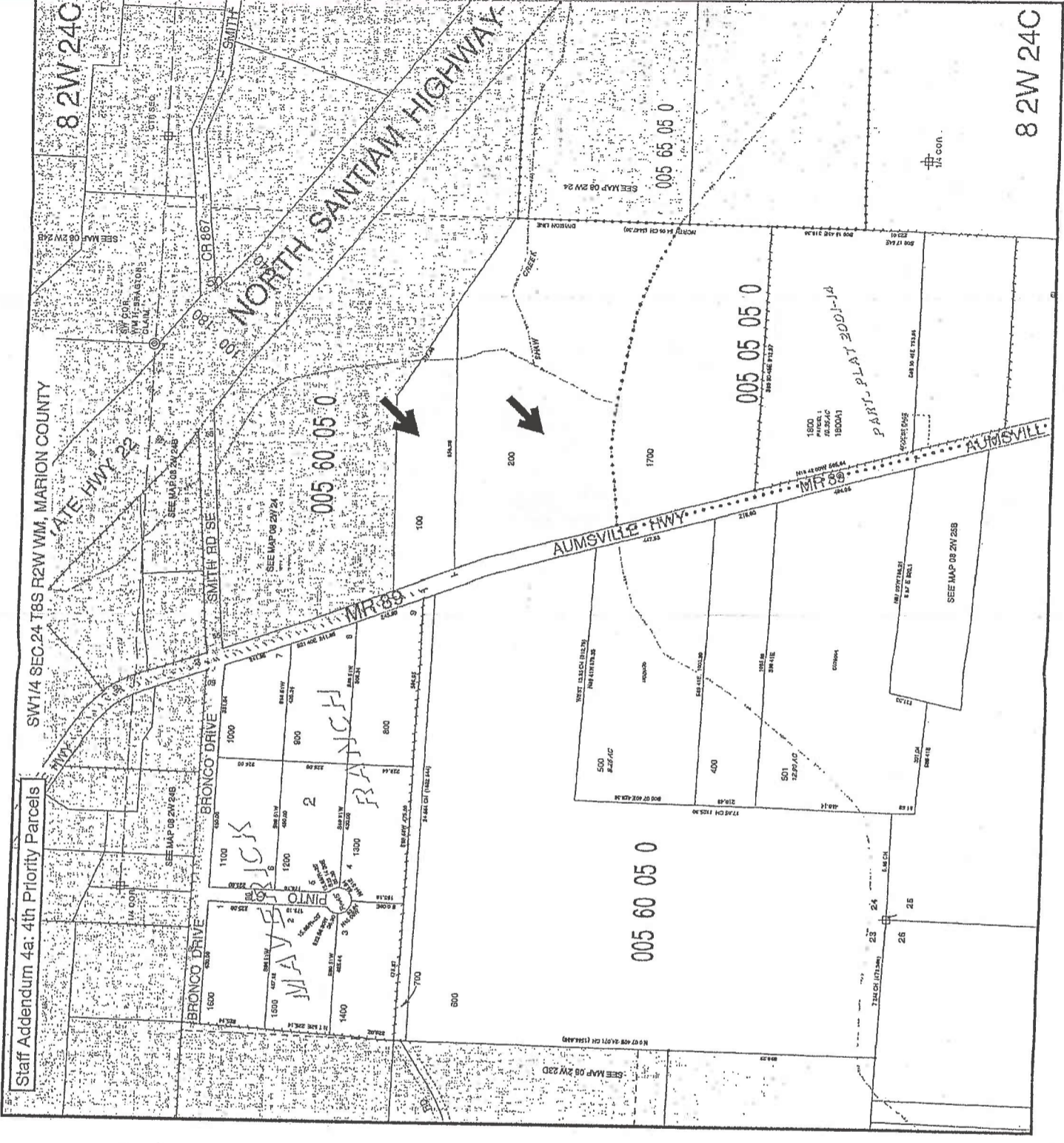


SCALE 1" = 200'

Plotted: May 03, 2005

Staff Addendum 3: 100 yr Flood Plain





**LEGEND**

**LINE TYPES**

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

**SYMBOL TYPES**

- RAILROAD
- CONTROL POINTS
- SURVEY MONUMENTS
- CLA COURSES
- SECTION
- 1/4 SEC
- 1/4 SEC
- 1/4 SEC

**NUMBERS**

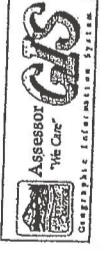
TAX CODE NO.  
000 00 00 0

ACREAGE - ALL ACREAGES EXCLUDE ANY PORTION THAT MAY LIE WITHIN THE INDICATED PUBLIC RIGHT OF WAY.

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

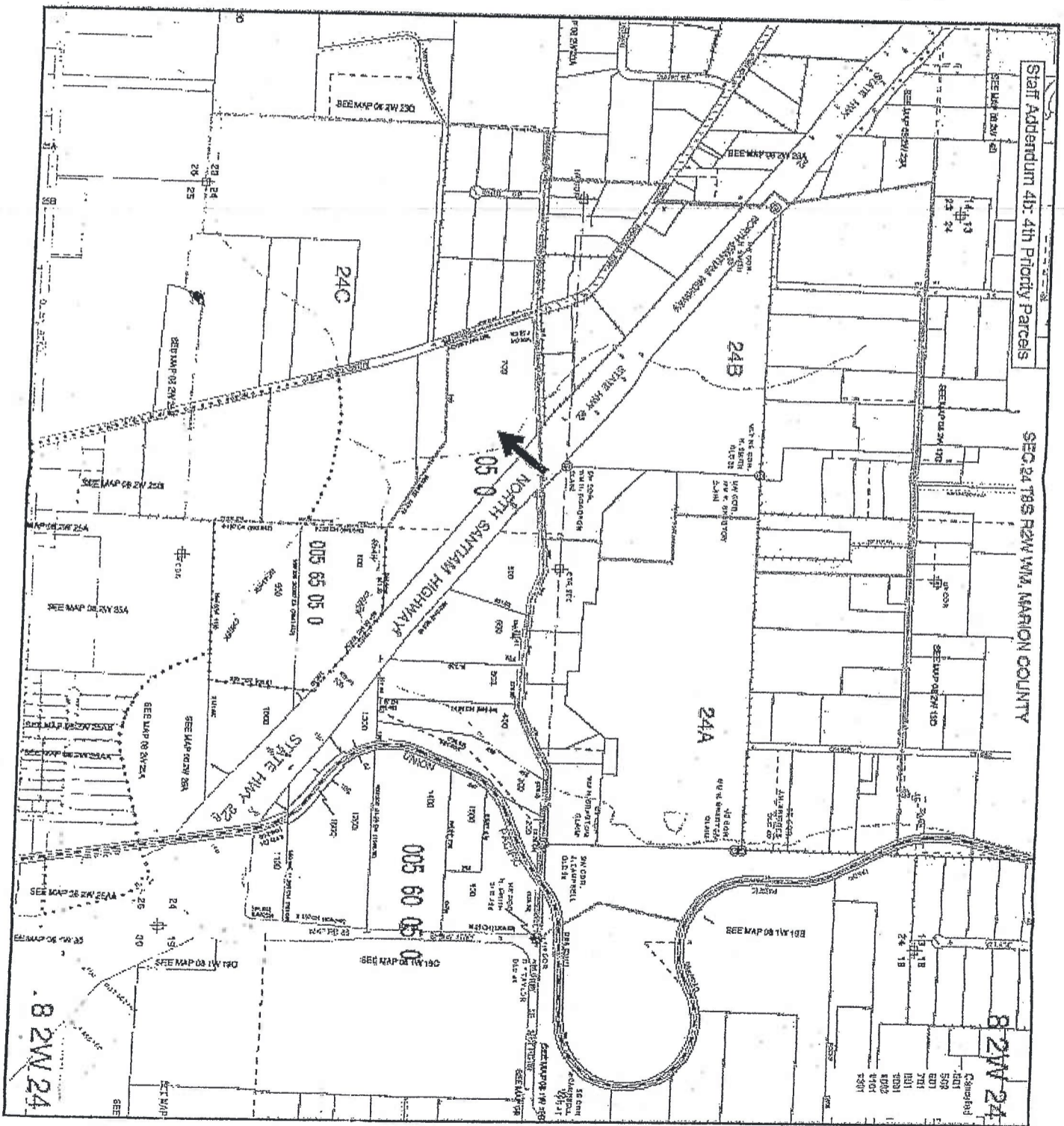
ARROWS ARE USED WITH DIMENSIONS IN AREAS OF GREATER COMPLEXITY.

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



SCALE 1" = 200'  
or 1:2000

Plot file created: May 25, 2004  
4:\mapinfo\marion\



LEGEND

- |                                   |                               |
|-----------------------------------|-------------------------------|
| DATE TYPED                        | NO. PAYMENT LITS              |
| TAX BY SKETCH                     | .....                         |
| NO. FURNISH-MAT                   | HATCHED MESH-PAY-MAT          |
| RELAND                            | SOLID Hatched-BY-MAT          |
| STREET, LAKE AND TAIL CUT DENOTES | SPREAD LAKE, ETC. NON-PAYMENT |
| SEPARATE PROPERTY                 | PARTIAL PAY-MAT               |
| TAX CODE DENOTES                  | ZONING                        |

- STANDARD TYPES
- DLB
  - CENTRAL MEAN
  - WARRANT ENCLOSURE
  - CLA DENOTES
  - SECTION 1/4 SEC
  - 1/4 SEC
  - 1/4 SEC

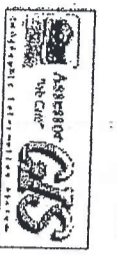
NUMBERS

TX DECK NO. 000 00 00 0

NOTE - ALL APNs are subject to change without notice.

NOTE - ALL APNs are subject to change without notice.

NOTICE THE MAP WAS PREPARED BY THE ASSESSOR'S OFFICE FOR OFFICE USE ONLY.



APRIL 17, 2006  
7:43 AM  
Print this drawing: May 28, 2006

County Planning Division  
1st St. NE, Room 2190  
14500  
Salem, OR 97309

**DEPT OF**

**JAN 11 2008**

**LAND CONSERVATION  
AND DEVELOPMENT**

**HAND DELIVERED**

ATTN: Plan Amendment Specialist  
Dept Land Conservation and Dev  
635 Capitol St NE, Suite 150  
Salem OR 97301-2540