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MARION COUNTY

COMPREHENSIVE LAND USE PLAN

**PREPARED BY
MARION COUNTY PLANNING DIVISION**

**ADOPTED MAY 13, 1981
ORDINANCE NO. 601**

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MAPS

(Located in map pocket at the back of this report)

Parks and Recreation Map
Comprehensive Land Use Plan Map
Wildlife Habitat Map

PURPOSE

The Marion County Comprehensive Plan was developed for the purpose of providing a guide to development and conservation of Marion County's land resources. It is a generalized long-range policy guide and land use map that provides the basis for decisions on the physical, social and economic development of Marion County. It represents a public statement of the most desirable land conservation projections for the next 10 to 20 years. These policies and statements are based on inventories, developmental limitations, projected needs, public attitudes and the State Land Conservation and Development Commission Goals and Guidelines.

The Plan also coordinates the various factors which influence community development such as power and water, transportation, housing, commerce, industry, schools, land use, recreation, and natural resources. It establishes goals and policies which recognize and plan for the interrelationships and interactions of these factors.

The main objectives of this Comprehensive Plan are:

- a. To prevent future conflicts between land use activities.
- b. To provide a basis for the decisions of elected officials, planners, public agencies, and individual citizens.
- c. To provide a source of information describing the conditions and characteristics of the community.
- d. To identify the direction and nature of changes which may be expected within the community.
- e. To provide a better understanding of specific actions, programs and regulations which may affect the general public.
- f. To establish a balance between the competing state and county resource preservation goals and development preferences.

INTRODUCTION

The Plan has been revised with the express purpose of providing an accurate statement of the County land use program and to comply with the State Land Use Goals. There are fourteen State Goals that are applicable to Marion County. It is the purpose and intent of the County Plan to comply with those State Goals.

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SCOPE

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developed. Comprehensiveness is required through the establishment of statewide planning goals and guidelines by the Land Conservation and Development Commission in 1975.

It is recognized that urbanization must be a shared responsibility between the County and the city involved. Within the general framework of the County Plan, it should be the responsibility of each individual city to develop detailed plans for land use allocation and community development within its urban growth boundary, and specific implementation programs for such plans. Where such detailed plans are already in existence, they have been incorporated within this Plan. ORS 197.190 specifically requires the County to coordinate land use planning within the County.

It is extremely important to maintain a clear distinction between the Comprehensive Plan itself and implementing measures. Implementing measures include such controls as the zoning and subdivision codes, public land acquisition, taxation policies and public improvements. These measures are specific actions which are taken to transform the Plan proposals and policies into reality. This Plan does not automatically change zoning; however, an Oregon Supreme Court decision in 1975 reaffirmed that the comprehensive plan and the implementing zoning must be consistent with each other and the zoning must be subordinate to the Plan. The Comprehensive Plan establishes a guide for future zoning within the county as well as a Plan for all other land use decisions.

As part of the Plan implementation process, existing zoning is reviewed to determine the appropriateness of the zoning to the achievement of the long-range goals and objectives for land use, conservation and development stated in the Plan. The views of area residents concerning zoning will be sought through the Citizen Involvement Program. Proposals for rezoning any portion of the County resulting from this review will be processed through the normal zone change procedures, requiring public notices, public hearings and citizen involvement.

PLANNING PROCESS

The preparation of a comprehensive plan involves several logical steps which may be referred to as the planning process. Basically, the steps (or phases) of the process may be identified as:

- a. Research - the collection of physical, social, economic and demographic information.
- b. Analysis - the studying of information, definition of problems, identification of possible solutions.
- c. Plan - the evaluation of possible solutions and the selection of a course of action.

- d. Implementation - carrying out the Plan directives by establishing land use control ordinances and other specific programs that accomplish the intent of the Plan.
- e. Review and Amendment - continuously monitoring the validity of the policies and recommendations of the Plan, and amending them as necessary to accomplish long-range goals and objectives. Amendments and changes in the Comprehensive Plan can be made by the Board of Commissioners but only after holding public hearings on the proposed amendments and changes.

The last step indicates that the process is continuous, and also implies that it may be repeated. While the Plan is being used to guide development and implementation programs, it is constantly being monitored to be sure that its guidelines are still valid. With the passage of time and the changing of conditions, the Plan may require revision.

CITIZEN INVOLVEMENT:

Citizen participation is desirable in many areas of governmental activity. In the planning process, where governmental policies are being established, citizen participation is not only desirable but essential. The LCDC Citizen Involvement Goal No. 1 requires the opportunity for citizens to be involved in the planning process. In the preparation of the Marion County Comprehensive Plan, citizens participated in all phases of the Planning process.

Marion County developed an active citizen involvement program by establishing Area Advisory Committees (AAC's) and a committee for Citizen Involvement (CCI). The CCI is a committee of citizens of Marion County that developed and monitored the citizen involvement program to assure that there are opportunities for all citizens to take part in planning decisions.

Area Advisory Committees (AAC) are made up of interested citizens appointed by the Marion County Board of Commissioners to provide guidance and recommendations on planning issues. The members of the 8 area committees have reviewed and commented on the County Goals and Policies and land use designations contained in the Comprehensive Plan. These advisory committees also take part in the implementation phase of the planning process. In accomplishing the planning goals and policies, the Area Advisory Committees plus individual citizen response, played a major role in determining the zoning patterns in their areas.

A detailed description of the citizen involvement program used in the development of the Plan is included in the Background and Inventory Report. In anticipation of Plan implementation the County has reevaluated its Citizen Involvement Program. The large committees in each of eight areas have been reduced in size to 4 to 6 members. At least one member of the County Planning Commission is on each area committee. The Planning Commission has been designated the Citizen Involvement Committee. Having a Commission member on each area committee will improve communication.

The Planning Commission will be studying and making recommendations on ways to implement the Comprehensive Plan. They will seek the assistance and input of the members of each area committee before forwarding their recommendation to the Board of Commissioners. Area committee members can provide their input through the Planning Commission or directly to the Board.

The Staff will continue to seek input from the Planning Commission members and/or area committee members located within the affected area on administrative decisions and permit applications scheduled for public hearing. Any input received will be noted in Staff reports and made part of the record.

Policies

1. The Marion County Planning Commission shall serve as the Citizen Involvement Committee. The Committee shall periodically review the citizen involvement process and make recommendations on how the process can be improved.
2. The Board of Commissioners shall appoint 4 to 6 citizens from each of eight geographical areas of the County to serve as an Area Advisory Committee. The Planning Commission shall designate one of its members to serve on each committee.
3. A chairman shall be selected from the members of each committee. The Chairman shall receive all Staff requests for input on applications within the area represented by the committee. The Chairman shall solicit input from those committee members familiar with the property in question. Committee members shall have the opportunity to provide their response directly or through a committee member to the Board of Commissioners Staff or Planning Commission.
4. At the request of the Planning Commission, a majority of committee members, or on his own initiative, the Chairman shall schedule meetings of the Area Committee. Members shall be given at least three days notice of meetings.
5. The CCI shall meet with the Chairmen of all committees at least once a year to receive comments on how the process is working and to report on the status of Plan implementation.
6. The general public shall be afforded the opportunity to be involved in all phases of the planning process as provided for in the Citizen Involvement Program adopted by the Board of Commissioners.

USING THE PLAN

A primary consideration in the preparation of the Comprehensive Plan should be its usefulness. The Marion County Plan is a statement of public goals, policies, objectives,

and standards that are intended to be used in making specific decisions about present and future land use. The following explanation should help to understand what these terms mean and how they are used in the Plan.

<u>Definition</u>	<u>Example</u>
<u>Goal:</u> A general statement of intent, point of view or desired status to achieve or maintain through implementing measures	To provide areas in rural Marion County for residential development with a variety of locations, types and densities
<u>Policy:</u> A commitment to pursue a course of action which will influence specific decisions	Rural Residential development should be limited to areas of non-farm or forest lands and limited to rural densities
<u>Objectives:</u> A scheduling of actions outlining who does what and when	Marion County will identify rural lands suitable for residential development by identifying non-farm or forest lands and justifying an exception to the LCDC Agricultural Goals No. 3 and 4
<u>Standards:</u> A set of numbers or specifications which measure and quantify the subject matter found within the policy statement	Rural Residential densities shall not exceed one dwelling unit per acre

Statements of goals, policies, objectives and standards are included within each appropriate plan section to specify the County's position on the subject matter. In some instances certain statements, such as a policy, may apply to more than one subject. These statements, together with the Land Use Plan Map, Transportation Map and Parks and Recreation Map, are the mechanism used to convey the desired direction and intent of County land use positions.

In addition, the Plan contains intent statements in narrative form. These statements explain the basis and intent for the County's position on each subject in the plan and have significance in clarifying and setting County policy.

Goals, policies, objectives and standards are implemented when the County reviews individual land use actions. To determine whether a specific land use proposal is appropriate, a decision must be made of the applicability of each goal, policy or standard. These evaluations form the comparative justification for approving or denying land use proposals.

The Plan can be a very positive aid in providing information and guidance to anyone seeking to purchase or develop property. The Plan should be used by the County, other agencies, private businesses, and individuals in planning for future investments and lifestyles. Before a decision is made to invest in or develop property, the Plan should be

consulted to determine if the property owner's interests are consistent with the Goals and Policies. If property owners purchase land that is not designated for their intended use, then they must bear the responsibility of the speculative decision.

Expectations for the future use of land in Marion County are defined so that property commitments can be made with a degree of confidence and reliance on land use controls. This assists anyone involved with land in the County in making decisions that will be in the best interests of themselves and the public.

PLAN AMENDMENTS:

To maintain the Comprehensive Plan as an accurate statement of County land use goals and policies based on current inventory data, it is necessary to periodically review and evaluate it. If changes in the social, physical or economic conditions of Marion County occur it will be necessary to restate the land use goals and policies as well as the land use designations on the Plan Map. In any case Plan amendments must be consistent with the State Land Use Goals and applicable land use laws.

Policy 1. The Comprehensive Plan and implementing measures shall be reviewed and updated at least every five years. The review process shall include opportunity for the general public, area advisory committees and state and federal agencies to submit proposed changes and to review and comment on any amendments being considered by the Planning Commission and the Board of Commissioners.

Plan amendments may range from individual property requests to a complete Plan revision. The need to revise the Plan on an individual property can be considered through an application by an affected property owner at any time. The complete planning process described earlier will be followed in the review of major Plan changes or complete Plan revisions.

The flexibility of the planning program through amendments and changes based on new information is important but, at the same time, the integrity of the goals and policies must be maintained through long term stability and consistency in their application.

Policy 2. The procedures which Marion County will use to consider Comprehensive Plan amendments in addition to the requirements in State law, is as follows:

Individual Property or Quasi-Judicial Amendments:

Plan changes directly involving 3 or less properties will be considered a quasi-judicial amendment. Quasi-judicial amendments may be initiated by the subject property owners with an application form supplied by the Marion

County Planning Division. The amendment will be reviewed by the zone change procedure established in the Marion County Zoning Ordinance. A Plan amendment application of this type may be processed simultaneously with a zone change request.

Area-wide or Legislative Amendments:

Where more than three properties are involved, or where a change in the text of the Plan is proposed, the amendment will be considered a legislative amendment. Legislative plan amendments may be initiated only by the County Planning Commission or the Board of Commissioners. Any interested person may request changes in the Land Use Map or the text of the Plan by letter or petition. If the Commission or Board accept the request and initiate a change the review will follow the planning process described earlier.

Urban Area Plan and Boundary Amendments:

Urban Area Plan and Urban Growth Boundary changes shall be accomplished by the amendment procedure included in each city/county urban growth boundary and policy agreement. If no such agreement exists the applicable procedures described above shall apply.

LAND USE

As stated earlier, the central purpose of the Comprehensive Plan is to provide a guide for the utilization of the land resources of Marion County. To do this, consideration must be given to all types and categories of land use. And, because there are many other aspects of our society that interrelate with land use activities they all must be considered concurrently in developing a comprehensive land use plan. However, decisions on how to manage these other concerns should be consistent with and based upon land use considerations. This has been the approach used in developing the Marion County Comprehensive Plan. The Plan recognizes the land use impact of existing conditions and anticipates the possible impact of future changes. All other plan components that directly relate to land use such as transportation and recreation were first considered for their land use impact.

Even though this Plan deals primarily with rural areas, both urban and rural lands are included within the jurisdiction of the County and land use planning must be done for both. And, planning must recognize the interrelationships that exist between them. First, there is the economic interrelationship. Rural land uses (agricultural and timber production) are dependent upon urban areas for facilities to process and finish their raw products, to supply them with equipment needed for production and with household goods, and for

services such as medical, legal, educational, cultural, governmental, etc. Conversely, urban areas are depended upon rural areas to produce raw materials for processing and refining and as a market for goods and services.

Secondary, there is the physical interrelationship between urban and rural areas. Land area is finite and urban area expansion consequently means rural area reduction. This fact has an obvious impact on rural land use patterns. Where rural land adjacent to urban areas is being utilized for agricultural production, urban expansion requires conversion of the agricultural land. Another part of the physical interrelationship between urban and rural land use is the open space and aesthetic benefits that occur to the urban areas just by the existence of rural lands. Consideration of these interrelationships has been an important part of the planning process.

In addition to the urban-rural interrelationship, other rural land use related activities and interests must also be balanced. These include transportation, environmental quality, parks and recreation, economic development and energy planning. Individual consideration of these land use elements and appropriate policy statements are discussed in separate sections of the Plan.

The Plan is primarily concerned with coordination of rural land use activities with lesser emphasis on coordination of land uses with other rural needs and interests. The major rural land use issues discussed in the Plan are agriculture, forestry and rural development. Goals and policy statements that attempt to balance these significant interests are the heart of the Plan and are the primary consideration in making County land use decisions. The following is a discussion of the interrelationship of these rural land use elements.

Rural Issues and Problems

The majority of the lands in rural Marion County are being utilized for agriculture or timber production. These activities are directly dependent upon the land resource for their continued viability. They are also the dominant industries in Marion County.

One of the significant features of the existing land use pattern, as shown on the existing land use map in the Background and Inventory Report, is the existence of rural residential dwellings scattered throughout the County. Many of these homes are agricultural dwellings necessary for farm and forest maintenance. There is, however, an increasing proliferation of non-farm residences that create incompatibility problems. This is most apparent in agricultural areas close to urban centers.

Non-farm residences are dwellings for persons not directly involved with farming and are not employed or engaged in rural resource activities. The problems that scattered non-agricultural uses create in an agricultural area are both social and economic. Social problems develop between farm and non-farm people because of different life styles and different tolerances to farming practices. Non-farm people may object to the odors of agricultural production, to dust, chemical sprays, smoke and to noise. It then becomes necessary for a farmer to severely restrict his operations to comply with many of the objections. The non-farm people may also pose other problems for the farmer. Loose

dogs can cause injury or loss of livestock and poultry. Economic problems for farmers are often created when more restrictive methods of farming must be employed. Also, residential development may increase assessed land values on nearby lands which can drastically increase the overall tax burden, and result in the selling of farm land for non-farm purposes.

The best farm soils are also the most easily developed. Most of the urban development has taken place on lands suitable for farming. Rural areas have also experienced development such as acreage subdivisions that convert farmland to residential use or limit the use of nearby farmlands. As urban areas expand and rural developments occur, additional farm land will be converted to non-farm uses.

Farm operations require adequate amounts of land area to function economically. Farm operations range in size from smaller acreages intensively managed to several hundred acres for more extensive operations. Therefore, the parcel sizes available and the ownership pattern become critical factors in maintaining the flexibility of choice in farm operations. As parcels become smaller, the range of crop types and management techniques become limited. This loss of flexibility and freedom of choice in farming could become detrimental to accepted farm practices. The wide diversity in crop type and production techniques makes defining a specific minimum parcel size for farming very difficult in Marion County.

Land use controls can be employed to keep open future use options for resource lands. Control of land divisions and land use intensity are important means for protecting agricultural land. However, land use controls alone are no guarantee of maintenance of agriculture. Other factors such as market conditions, environmental choices, social attitudes, climate and taxation have significant affects upon agricultural production.

Forest lands also suffer similar problems. A majority of these lands are located in the National Forests and are restricted in use by the Forest Service. The majority of the remaining forest lands are not well suited for any use except timber production due to rugged terrain and their remoteness. There are, however, intermingled areas of gentle slopes that are also desirable for homesites, farming and other activities.

There is an increasing demand for recreational homesites and recreational facilities of all kinds in forested areas. The North Santiam River Canyon and its Little North Fork Canyon area are particularly popular and accessible. These steep, timbered areas are environmentally sensitive to human activity and are vulnerable to accidents such as fire. Many forest fires are caused by human activity or neglect. The development of homesites in forested areas increases the potential threat to the forest industry.

The division of forest land into small tracts usually results in uneconomic forest management units. This is a prime concern of the State Forestry Department. It has been their experience that as a parcel size decreases so does the landowner's desire and ability to economically manage the land for timber production.

These lands are a significant resource base for timber production. Their loss through small land divisions and non-forestry development will have an adverse impact on the forest land base and forest lands management programs. The State is committed to encouraging timber production on existing private small timber tracts. Management programs that include financial assistance are being made available by the State to enhance production.

Problems also occur when management techniques such as fire protection, harvesting, road building and slash burning adversely affect nearby residents. These conflicts usually result in curtailment of management practices which may result in uneconomic timber production on these lands.

To determine the appropriate extent of development of rural areas is a matter of setting priorities among the various alternatives ranging from full development to complete preservation of existing land use.

The need for rural development with its related service and environmental costs must be justified, especially when the loss of agricultural and timber production is involved. The costs of providing essential services to rural residential areas are significant when compared with more compact urban type development. Rural residential, commercial and industrial areas can have drastic affects on continued agricultural and forestry production. And, there are other significant environmental, social, economic and energy consequences to development in rural areas.

These concerns must be balanced against the positive social and personal benefits of rural living and the desire for an alternative life style. Economic demand and energy conservation must also be considered when commercial and industrial activities are proposed in rural areas. Rural lands best suited for residential, commercial and industrial development are those that minimize the conflicts with rural resource activities.

Existing economic, physical and social conditions as well as projections of the most desirable future conditions must be used to establish balanced policy and land use allocation. The balancing process should result in a plan that provides the greatest long term benefit to the greatest number of present and future citizens of Marion County. Individual sacrifices are often necessary to accomplish the greatest public benefit. Individuals who find themselves with land designated and zoned in a manner that does not accommodate their intended use should consider seeking other more suitable lands. Such a transition will be to the long term benefit of both the individual and the public.

Goal Exceptions

Within areas inventoried as farmland and forest land in the Background and Inventory Report are small clusters of non-resource uses. Due to existing residential, commercial, industrial and public facilities development on these lands and the commitment to additional development, these areas are no longer available for farm or forest uses. LCDC Goal 2 provides a mechanism for not applying the Agricultural and Forest Lands Goals to areas with these characteristics. This mechanism is the Goal exception process that requires specific findings justifying why such lands are not available for resource use.

Marion County has taken exception to both the Agricultural Lands and Forest Land Goals as part of the comprehensive planning process. Other exceptions may be approved in the future subject to review by the Land Conservation and Development Commission. The findings justifying the original exceptions are contained in Appendix A as amended. The lands for which exceptions were taken are identified as Rural Residential, Commercial, Industrial and Public and Semi-Public in Table No. 1 on page 15. These exceptions total 750,000 acres.

Land Use Designations

There are a number of interrelated issues that must be evaluated to determine the most appropriate use of land. Applying the State and County Goals to lands in Marion County and determining appropriate land use designations is a deductive process based on inventory data and how it specifically relates to the State Goal requirements.

The State Goals are of two types - site specific resource lands Goals and non-site specific Goals that have a secondary influence on land use designations. The Agricultural Lands Goal (No. 3) and the Forest Lands Goal (No. 4) are the two site specific resource Goals that dominate the land use pattern of Marion County. The other Goals, including Housing, Recreation, Transportation and Energy are not generally site specific but they have implications for certain lands. All rural land use allocations are evaluated first against the intent of the resource Goals and then the considerations included in the other Goals. While the goals all have equal standing and importance the two resource Goals provide the primary framework for evaluating and justifying land use designations contained in the Plan. The two resource Goals are explained in later Plan sections.

The Marion County Comprehensive Plan Background and Inventory Report contains information and maps of the land capabilities for agriculture and timber production. Additional information on parcelization, current and historical land use, development hazards and ownership are also included to provide a complete picture of the capability and availability of lands in Marion County for various uses. A review of this data reveals almost all of the rural lands in the County have some agriculture or forest use capability.

The two resource Goals require the protection of all lands with productive capacity. In most of Marion County non-productive lands represent small areas intermingled with productive lands. In order to protect the resource lands from potential conflicts the resource designation is applied to the non-productive lands and the zoning regulations discourage use of non-productive lands for homesite development. One exception is in the South Salem Hills where there are larger areas of non-productive farm land where limited homesite development can be compatible with the low intensity farming occurring in the area. Within areas characterized as resource lands some lands have been developed for non-resource uses or pre-committed to development by surrounding development. In addition, there are instances when useable resource lands may be needed for some other use. Designation of usable resource lands for non-resource uses involves balancing the Goals pertaining to urbanization, transportation, energy, public facilities, etc. with the applicable resource Goal.

Lands needed to accommodate needed growth in incorporated cities were identified and separately designated as urban areas. State Goal 14 specifies the process by which these lands are justified for non-resource use. This involves projecting future city growth over the approximate 20 year planning period and identifying a sufficient amount of serviceable land around each city to accommodate this growth. A discussion of the urban growth boundary program is contained in the urbanization section of the Plan.

Land needed to serve the recreation needs of Marion County residents and visitors were also identified and included as part of the long range land use plan of Marion County. The needs identification and evaluation in the Parks and Recreation Plan is the basis for converting certain limited resource areas to public use.

In order to identify additional lands for other non-resource uses such as residential, commercial or industrial, an exception to the applicable resource Goal must be taken. The process of justifying alternative designations includes making findings that the land cannot be used for farm or forestry uses or is needed for alternate uses. The exception report containing these findings and maps of the various non-resource areas is appended to the Comprehensive Plan.

This process identified almost 93,000 acres, or 12.4 percent of Marion County, for development of one type or another. The remaining land area of Marion County (87.6 percent) is designated for agriculture and forestry uses with the Primary Agriculture, Special Agriculture, Farm-Timber and Forest Lands designations being applied. The differentiation between the areas specifically designated as agricultural land, the forest lands and the agriculture-forest mix is primarily based upon land capability and existing uses patterns. Each land use designation is described and explained in the following plan sections.

The following table is a breakdown of the acreage allocated to each of the Comprehensive Plan land use designations.

TABLE NO. 1
Acreage of Land Use Plan Designations

<u>Designation</u>	<u>Acreage</u>
Urban Areas - Within Urban	
Growth Boundaries	56,211
Rural Residential	18,730
Commercial	313
Industrial	733
Public and Semi-Public	16,750
Special Agriculture	24,198
Primary Agriculture	296,961
Farm/Timber	15,610
Forest	320,494
Total	750,000

AGRICULTURAL LANDS

Agriculture is the leading industry in the Marion County economy and it is a major user of land resources within the County. Marion County is also the leading farm revenue producing county in the state. This plus the tremendous diversity of crop types makes agriculture a dominant facet of life in Marion County.

The protection and preservation of farm land is primarily for the purpose of maintaining the soil resource and farm industry as a basis for food and fiber production now and in the future. Because of its dependence on the land resource, farming is sensitive to the effects of land use change and intensity. As explained in the rural issues and problems discussion, the division of land into small parcels and the presence of non-farm activities can drastically affect farm operations. Therefore, to achieve the goal of protecting and preserving the agricultural industry, non-farm activities in rural farm areas of Marion County must be strictly controlled.

It is further necessary to preserve and protect the maximum amount of the prime agricultural land resource. **GOALS AND POLICIES** In rural commercial agricultural production circumstances, the intent is to maximize agricultural production by intensifying management practices on a diversity of parcel sizes.

The preservation of this land has the secondary benefit of conserving the natural resources that are an asset to the physical, social and economic quality of life in Marion County. Public support for agricultural preservation has been repeatedly expressed through public workshops and hearings, advisory committee meetings and citizen attitude surveys.

Legislative policy and the Land Conservation and Development Commission Goal No. 3 on agricultural lands also indicates a need to preserve agricultural lands. The State Goal defines agricultural lands as all lands of Class I-IV soils identified by the Soil Conservation Service classification system and other lands which are suitable for farm use. Farm use is also defined as set forth in ORS 215.203 (2) as: "farm use" means the current employment of land for the primary purpose of obtaining a profit in money by raising, harvesting and selling crops or the feeding, breeding, management and sale of, or the produce of, livestock, poultry, fur-bearing animals or honeybees or for dairying and the sale of dairy products or any other agricultural or horticultural use or animal husbandry or any combination thereof. "Farm use" includes the preparation and storage of the products raised on such land for human use and animal use and disposal by marketing or otherwise. "Farm use" also includes the current employment of land for the primary purpose of obtaining a profit in money by raising or training canines. "Farm use" also includes the propagation, cultivation, maintenance and harvesting of aquatic species. It does not include the use of land subject to the provisions of ORS Chapter 321, except land used exclusively for growing cultured Christmas trees as defined in subsection (8) of this section, or land described in ORS 321.387 (1)(e) or 321.415 (5). The State goal is

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It is further necessary to preserve and protect the maximum amount of the prime agricultural land resource in blocks as large as possible to help assure future commercial agricultural production. In areas having special or unique agricultural resource circumstances, the intent is to maximize agricultural production by intensifying management practices on a diversity of parcel sizes.

The preservation of this land has the secondary benefit of conserving the natural resources that are an asset to the physical, social and economic quality of life in Marion County. Public support for agricultural preservation has been repeatedly expressed through public workshops and hearings, advisory committee meetings and citizen attitude surveys.

Legislative policy and the Land Conservation and Development Commission Goal No. 3 on agricultural lands also indicates a need to preserve agricultural lands. The State Goal defines agricultural lands as all lands of Class I-IV soils identified by the Soil Conservation Service classification system and other lands which are suitable for farm use. Farm use is also defined as set forth in ORS 215.203 (2) (a): '... "farm use" means the current employment of land for the primary purpose of obtaining a profit in money by raising, harvesting and selling crops or the feeding, breeding, management and sale of, or the produce of, livestock, poultry, fur-bearing animals or honeybees or for dairying and the sale of dairy products or any other agricultural or horticultural use or animal husbandry or any combination thereof. "Farm use" includes the preparation and storage of the products raised on such land for human use and animal use and disposal by marketing or otherwise. "Farm use" also includes the current employment of land for the primary purpose of obtaining a profit in money by stabling or training equines. "Farm use" also includes the propagation, cultivation, maintenance and harvesting of aquatic species. It does not include the use of land subject to the provisions of ORS Chapter 321, except land used exclusively for growing cultured Christmas trees as defined in subsection (3) of this section, or land described in ORS 321.267 (1)(e) or 321.415 (5).' The State goal as

amended in 1994 indicates that these lands shall be preserved by applying Exclusive Farm Use zoning consistent with the requirements in OAR 660-033. These statutes and rules define high-value farmland and establish review criteria for many of the uses allowed in EFU zones. As a result the state land use program provides greater protection for high value farmland compared with other farmland protected under Goal 3.

Most of the lands presently in farm use in the County are of the Soil Conservation Service agricultural soil capability Class I through IV. This soil classification system is explained in the Background and Inventory Report. The General Soils Map also included in the report shows the location and extent of the soil classes. Agricultural production is not limited to the Class I-IV soils and soil fertility is not the sole determinant of what constitutes farmland. Therefore, it is necessary to describe more adequate criteria to define farm land in Marion County. The following criteria are used to determine which lands the agricultural preservation goal and policies should apply to.

- a. Soils that are suitable for agricultural production using accepted farming practices, especially Class I-IV soils.
- b. Areas of open land that are relatively free of non-farm conflicts.
- c. Areas that are presently in farm production or are capable of being farmed now or in the future.
- d. Those other lands that are necessary to protect farm uses by limiting adjoining non-farm activities.

Applying these criteria to the lands in the County reveals those areas that are defined as farm land to which farm zoning and the farm land protection policies will apply.

It is the intent of Marion County to maintain the capability to economically farm these lands by limiting conflicts with non-farm uses. This will be accomplished by prohibiting incompatible non-farming activities and by limiting land division to those compatible with agricultural needs consistent with the requirements of either ORS 215.213 or 215.283 and OAR 660-033.

The primary tools available to accomplish this goal are farm zoning and land division controls. Through the exercise of these controls, the agricultural industry can be maintained in the future. Even though land use controls can be effective in preserving agricultural lands, by far the most important aspect of this program is public attitude. Public support, particularly from farmers, farm related industry, and those people owning farm land in the County, is the real foundation upon which agricultural land preservation policies will be maintained.

The agricultural lands intended for preservation are shown on the Land Use Plan Map. There are three land use categories used to maintain agricultural production capabilities.

The first and most extensive is the Primary Agriculture designation which covers the high value agricultural lands that are predominantly irrigated large scale, extensive, commercial agricultural operations. The second is the Secondary Farmlands designation which is applied in areas of non-high value farmland with predominantly non-irrigated cropland and livestock operations. Because these operations tend to be less profitable many are subsidized by off-farm income. The third is the Special Agriculture designation that is applied to areas with a mixture of non-irrigated cropland, grazing, small scale or specialty farming, and non-farm homesites. Each is intended to recognize and protect the resource value of their respective areas, while using slightly different techniques.

PRIMARY AGRICULTURE

The areas identified as Primary Agriculture on the Land Use Plan Map are intended, as the name implies, primarily for agricultural use in large commercial farm units. The existing commercial agricultural enterprise of these areas is characterized by extensive irrigated agricultural use on high-value farmland, a large variety of crop types and a lack of significant areas of non-farm uses. And, quite importantly, there is widespread support from property owners for maintaining these areas for the exclusive use of farming and protecting them from non-farm conflicts. These areas are the foundation of the agricultural industry in Marion County and are intended to be maintained for long term agricultural production.

The intent of the Primary Agriculture designation will be implemented by applying the EFU (EXCLUSIVE FARM USE) zone. To make the farmland protection program effective it is necessary to apply the Primary Agriculture designation and EFU zoning to large areas and in a blanket-like manner. Those lands on which EFU zoning is applied are predominantly high-value farmland with Class I-IV soil classifications. There are, however, intermingled, occasional parcels that are not economic or commercial farm units by virtue of size, shape, soils or use. Where they are few in number and area, these parcels are included within the Primary Agriculture designation to maintain the solidarity and preference for the farming community and to minimize conflicts on surrounding lands. Often these parcels can be leased for farm use or be combined with a farm operation. Allowing them to be divided into smaller parcels encourages non-farm uses and increases the potential for conflicts with farming operations on adjacent lands. For the same reason, it is important that any marginal farmland be retained in a commercial agricultural unit. In EFU zones maintaining the land in large tracts is preferred over attempts to increase productivity by creating smaller management units. There are many smaller tracts existing within the zone that can be used to support intensive small scale farm operations that need high-value farmland.

The EFU zone applies, at a minimum, the use limitations on high-value farmland included in OAR 660-033 and ORS 215.283. It does not allow lot of record dwellings [OAR 660-033-130 (3)] nor does it allow creation of new non-farm dwelling parcels [OAR 660-033-100 (11)] because these uses are not compatible with the intensive agricultural practices common on high-value farmlands. Farm and forest uses and other activities necessary to accommodate agricultural production are the main uses allowed on these primary agricultural lands. Additional uses which should be allowed are certain forest related uses and natural resource uses. Dwellings in conjunction with farm use are allowed if past income from the sale of farm products demonstrates that the farm use is a commercial agricultural enterprise. Certain businesses conducted in dwellings or in conjunction with farm use, mineral, aggregate, oil and gas uses, transportation uses, utility and solid waste facilities, parks and other public and non-profit uses as prescribed in ORS 215.213, 215.283, and OAR 660-033 may be allowed as a conditional use subject to meeting criteria that ensure there are no significant impacts on farming and other natural resources and that the use will have adequate services.

In primary agricultural areas, non-farm residences are considered a secondary use having a low priority and represent a potential farm use conflict. Where conflicts occur between non-farm residents and farming, the non-farmers are considered the intruders and are expected to tolerate necessary farm practices on adjacent lands and to control conflicting activities on their land. Where the property is predominantly not high-value soils and compatibility and service criteria can be met non-farm residences may be permitted as a conditional use on existing parcels within the Primary Agriculture area. The approval of non-farm residences shall be based upon a critical determination of compliance with the applicable criteria.

Only where there is a tight cluster of a number of small parcels that are developed or committed to non-farm related residential or other development are such areas considered appropriate for location of other non-farm uses or justifiable as exceptions to the Agricultural Goal. Careful consideration shall be given to the adverse impact on the integrity of the farmland preservation program when considering the approval of non-farm uses in the midst of areas designated Primary Agriculture.

An important aspect of the agricultural preservation program is the control of land divisions to maintain parcel sizes adequate to continue the commercial agricultural enterprise in the area. Unless the county determines that there are areas where a smaller minimum parcel size is appropriate the state statutes and rules provide that the minimum parcel size be at least 80 acres. In the primary agriculture designation there are areas where because of the requirements of commonly grown crops parcels represent field sizes larger than 80 acres. To ensure the continued availability of land in parcels large enough to efficiently farm land divisions are regulated to ensure that new parcels are consistent with the size of existing fields in the vicinity. This is achieved by increasing the minimum parcel size requirement where the average of all farm parcels in the immediate vicinity is more than 80 acres.

Other land division criteria are included in the zone to ensure that parcels created for any approved non-farm uses are no larger than necessary to accommodate the use, and that lot line adjustments involving parcels smaller than the minimum are consistent with the intent of the designation.

SECONDARY FARMLAND

The Secondary Farmland designation, and corresponding SFU (SECONDARY FARM USE) zone, are applied to areas that have been zoned EFU previously but would be overly regulated by the more restrictive provisions applied to high value farmlands in 1994 through changes in state statute and OAR 660-033. It also may be applied to areas that have been zoned SA previously but contain tracts that are predominantly high value farmland that need the increased protection afforded by the regulations in OAR 660-033 applicable to high value farmland. The Secondary Farmland zone will include the provisions in the state rules applicable to high value farmland so that any inclusions of high-value farmland will be afforded greater protection than applied to non-high value farmland.

These lands contain significant areas of non-high value farmland where the criteria and standards prescribed in ORS 215.283 and OAR 660-033 for non-high value farmland provide adequate protection to existing farm uses. These areas are not extensively irrigated and include a mixture of large and small scale cropland and livestock operations with some interspersed non-farm homesites or other non-farm uses. Because these farm operations tend to be less profitable many are subsidized by off-farm income. Therefore, the amount of past income that must be demonstrated to warrant a farm related dwelling is lower than required in the EFU zone.

There are Class IV through VIII soils within the secondary farmland designation so certain new non-farm uses may be allowed on these poorer quality soils that are not allowable in the EFU zone, such as dog kennels, landfills, golf courses, churches, schools, private parks, hunting and fishing preserve and campgrounds, "Lot of record" dwellings, and creation of new non-farm homesites. Review criteria ensure that they are located on soils with significant limitations for farm use and away from existing farming operations.

The 80 acre minimum lot size prescribed in state statute is adequate to retain the farmland in field sizes sufficient to continued farm use of these secondary farmlands. Due to past land divisions smaller parcels are available for those types of farm operations that do not need larger properties.

SPECIAL AGRICULTURE

The special agriculture land use designation identifies less extensive and specialized rural agricultural areas. The purpose of this designation is to identify, for special treatment,

those lands in Marion County that are characterized by small scale commercial farm enterprises or areas with a mixture of good and poor farm soils where the existing land use pattern is a mixture of large and small farm units and some acreage homesites. This classification is based on the premise that protection of Class I through IV soils in areas of mixed soil classification is feasible and desirable and that existing and potential productivity of the land resource can be protected. It also recognizes that protection of farm soils need not preclude the use of significant areas of poor farm soil for rural residential use. These lands are characterized by a diversity of existing conditions that include:

- a. Predominantly poorer hill soils with fewer crop type choices, often involving specialized crops. Typical soil types are a mixture of Class II through VI for agriculture.
- b. Generally a mixture of parcel sizes ranging between 5 and 40 acres.
- c. Existence of, or potential for, hobby or small farming units that are not full-time commercial operations.
- d. Special terrain, vegetation or other land conditions that could allow additional small farms with residences to be located without adversely affecting commodity production from the area.

The type of crops grown in the Special Agriculture area are predominantly orchards, grass seed and grains, grazing and a few specialty crops such as wine grapes and Christmas trees. The area is lacking in ground water for irrigation. Due to steep slopes and soil characteristics there is high erosion potential in many areas. The area is in a transition from the larger, marginal more extensive agricultural enterprises to smaller part-time farm units. Because of the marginal soil types, small lot parcelization and existing scattered non-farm development, the few remaining larger scale farm operations are being phased out. The limited crop selection and environmental constraints on certain crops, such as grass seed production, work a greater hardship on the farming interest in the Special Agriculture area than on the prime agricultural lands. Many of the parcels in the Special Agriculture area are idle or are sparingly used with such activities as sheep grazing. The large scale orchard operations of the past have largely disappeared in favor of smaller scale intensively managed orchards and other specialty crops.

A few areas have good to marginal timber site class capability and there are scattered patches of existing marketable trees throughout the area. As the trees are harvested very few land-owners are investing in reforestation of their land. Instead, it is either placed in a small hobby farm operation or it remains idle. There is value in maintaining the existing forested areas for harvest. However, it is questionable whether there is significant interest or potential to encourage long-term timber production for most of these lands. The same factors that are limiting agricultural production are limiting timber production in the areas: small lot parcelization, existing development and close proximity to Salem's urban area.

The forested parcels in the Special Agriculture area will be treated as a secondary farm related resource that is in transition to other uses, primarily small scale farming. Since these areas are not well suited to long-term timber land production, the SA (SPECIAL AGRICULTURE) zone will attempt to protect the existing timber resource and after harvest, allow their conversion to smaller parcels that, based on personal choice, may be used for small woodlots or small farms.

It is the intent of the Special Agriculture designation to recognize and encourage the transition of these lands into a more efficient and intensive agricultural area of special commodity production. This will be accomplished by discouraging speculation on the conversion of good farmland to homesite development and encouraging more intensively managed small farm units of generally 20 acres and larger in size.

A review of the existing parcel sizes in the SA areas finds 83 percent of the total parcels smaller than 20 acres while 70 percent are less than 10 acres in size. With this kind of small lot parcelization having occurred in the past, it is evident that most of these parcels are not large scale commercial farming enterprises. Scattered in amongst these small lots are the remnants of the past agricultural pattern of the area. Almost all of these are in either grass seed production, pasture, timber production or are idle. Owners of these parcels have indicated that these operations are marginal and it is becoming increasingly difficult to operate, particularly grass seed.

To encourage retaining the agricultural production capabilities that still exist, a shift to more intensified small farm operations for this area is encouraged. It is the intent of the SA designation to preserve the existing commercial farming activities while encouraging the transition to higher production capabilities through more intensive farm operations where appropriate. It is the intent of the Special Agriculture classification to allow no more than one dwelling for smaller farm units. These small farms are suited to management by the resident landowner so additional dwellings are not needed. These areas are not intended for management practices that are incompatible with interspersed dwellings or specialty crops.

It may be appropriate to allow partitioning of acreage homesites from a farm parcel or development of a planned residential development where the homesites are not on Class I through IV agricultural lands or Class VI through VIII soils in farm use or needed for farm purposes. Strict requirements are included in the SA zone to ensure that location of non-farm dwellings on agricultural soils is prevented and that new farm parcels will be adequate to support long-term commercial agricultural use.

AGRICULTURAL GOAL

To preserve and maintain agricultural lands for farm use consistent with the present and future need for agricultural products, forest and open space.

AGRICULTURAL LANDS POLICIES

1. Preserve lands designated as Primary Agriculture by zoning them EFU (Exclusive Farm Use). Lands designated as Secondary Farmland will be protected by the SFU (Secondary Farm Use) zone and lands in the Special Agriculture designation should be protected by the corresponding SA (Special Agriculture) zone.
2. Maintain primary agricultural lands in large areas with large tracts to encourage large-scale commercial agricultural production.
3. Discourage the development of non-farm uses on high value farmland and ensure that if such uses are allowed that they do not cause adverse impacts on farm uses.
4. Limit residential uses on high value lands to those dwellings where past income from the sale of farm products demonstrate that the dwelling will be in conjunction with the farm use. Non-farm dwellings should be limited to existing parcels composed of non-high value soils where the dwelling will be compatible with the surrounding farm area. The approval of non-farm residences shall be based upon findings that the proposed dwelling meets the applicable criteria in OAR 660-033.
5. Divisions of agricultural lands shall be reviewed by the County and comply with the applicable minimum parcel size and the criteria for the intended use of the property.
6. Farmland should be taxed at agricultural use value.
7. Additional housing allowed on farmlands shall be necessary for farm management purposes. These dwellings shall be manufactured homes so they can be removed when not needed, or be sited on the same tract as the principal dwelling.
8. The location of new dwellings must comply with density limitations intended to protect important and peripheral big game habitat.
9. When creation of a non-farm parcel is warranted, the size of the parcel shall be as small as possible to preserve the maximum amount of farmland in the farm parcel. Requirements may need to be imposed when non-farm parcels are allowed in farm areas to minimize the potential for conflicts with accepted farm management practices on nearby land. These may include special setbacks, deed restrictions and vegetative screening.

FOREST LANDS

INTRODUCTION

The forest lands described in the existing land use chapter of the Background and Inventory Report cover the eastern 43 percent of the total county area and are significant to the economic, recreational and environmental character of Marion County. The eastern region of the county is suited to forest use due to the large amount of precipitation, rugged terrain, remoteness from urban areas and large ownerships.

These forest lands provide the direct resource base for the forest industry and an indirect base for related industries. A majority of the water resources of the County originate in the forested areas of the County. These forests also provide abundant wildlife habitat and areas that are widely used for outdoor recreation.

The forest cover consists predominantly of the coniferous species of Douglas Fir, Western and Mountain Hemlock, Western Red Cedar and True Firs. Deciduous species occur to a lesser extent at lower elevations and have only limited commercial value.

FOREST LAND USE DEMAND

Forest lands serve a multitude of functions. The unique scenic and environmental qualities of forest lands make them attractive for recreational activities such as camping, hiking, fishing, hunting, water sports, etc. These activities, in addition to providing an important social benefit, also contribute significantly to the economy of Marion County.

Most water resources in the County originate in the many watershed areas high in the tree covered Cascade mountains. The trees and associated vegetation provide runoff control and therefore conserve the water and land resource. The conservation and protection of the watersheds is a key to maintaining the high quality and quantity of water supply. Forest land also provides an abundance of fish and wildlife habitat. A large number of animals require the cover, food supply, and protection provided by the timber and other vegetation for their continued existence.

The purpose of the forest land protection program in Marion County is to limit the uses of identified forest lands to timber production, farming, watershed, wildlife habitat, recreation and other compatible uses. Statewide land use Goal 4: Forest Lands indicates that on forest lands forest operations, practices and auxiliary uses shall be allowed subject only to such regulation of uses as are found in the Forest Practices Act (ORS 527.722). Uses

which may be allowed subject to standards set forth in OAR 660 Division 6 are: (1) uses related to and in support of forest operations; (2) uses to conserve soil, water and air quality, and to provide for fish and wildlife resources, agriculture and recreational opportunities appropriate in a forest environment; (3) locationally dependent uses; and (4) dwellings authorized by law. Uses allowed conditionally in designated forest lands must meet criteria that ensure development will be consistent with criteria in the LCDC rules.

Agriculture and timber production are similar and compatible land uses. The long-term growth aspect of timber production makes it different from other agricultural production. However, both programs need similar protection from non-compatible activities through zoning. It is the intent of Marion County to protect and maintain our forest resource by designating appropriate areas for continued forest activities. Many non-forestry activities are detrimental to the long term conservation of timber and related natural resources. Of particular concern are the conflicts homesites create when adjacent to forest lands. To provide sufficient control over incompatible uses, it is necessary to develop a forest conservation zone and apply it to those areas best suited to forest uses. In addition to land use controls, all forest management and harvesting activities on non-federally owned lands in Marion County must be conducted according to the rules of Oregon's Forest Practices Act, administered by the State Forestry Department.

FOREST LAND DESIGNATION

The lands intended and designated for forest land uses are shown on the Comprehensive Land Use Plan Map. The boundary between the agricultural areas and the forest land areas was drawn based upon soil type and suitability and existing timber growth. There is a transition area between lands used exclusively for farming and those lands dominated by forest use. There are forest lands that extend beyond the designated forest area as there are farm lands that are present within the forest designated lands. The separation between the lands designated as farmland and forest land is based on the transition in soil types and existing dominant land uses.

As seen in the Background and Inventory Report, National Forest lands, large public and private timber company holdings and small woodlot ownership including farm woodlots dominate forest production in Marion County. Approximately 206,000 acres of National Forest lands are owned and managed by the U.S. Forest Service subject to a multiple use plan. This area provides the majority of the public recreational, wildlife habitat and watershed opportunities within Marion County.

Additionally, a large area of public lands and private timber company properties is located between the National Forest and approximately the north-south township line which extends through Silver Creek Falls State Park. It is made up of large ownerships of from about 80 to several thousand acres and used almost exclusively for timber production, wildlife habitat and watershed protection.

The Forest Lands designation is applied to these areas consisting primarily of large commercial timber tracts with a minimum of agricultural mix. The area of the County designated for forest land is intended primarily for the management of timber resources. However, the other values noted above are protected as well. The management of timber resources requires large parcels and minimal amounts of non-timber related development and conflicting uses. These requirements are compatible with the protection of the other forest land values.

A minimum parcel size of 80 acres is applied to the forest land in Marion County. This minimum was chosen because it is consistent with the existing parcel sizes in this area being managed for timber production on a commercial basis. Also, this parcel size is consistent with OAR 660-06-026 and coincides with the recommendations of the State Department of Fish and Wildlife for the protection of significant deer and elk habitat. The desired maximum density of development in the significant habitat area, which relates closely to the Forest Land designation, is one dwelling or development cluster per 80 acres. With development limited to such low densities, the watershed, open space and other resource values found on forest lands will be protected.

FARM/TIMBER DESIGNATION

The Farm and Timber designation has been applied to lands in Marion County that support a mixture of both agricultural and forestry activities. Designated areas were characterized by wide varieties in terrain, soil types and land use conditions. These areas are located in the foothills of the Cascade Mountains and are characterized by steep canyons, broad ridge tops and narrow alluvial river terraces. Soil types vary considerably in agricultural productivity from Class II to VI agricultural capability. The area is predominantly Class 2 and 3 timber soils. Because practically all of the land is good quality forest land, the forest land goal has been applied. Wherever the terrain is not too steep and the soils have agricultural capability, the land is typically in farm use. Otherwise, the land is managed as woodland.

The variable terrain and crop capabilities have contributed to the existing land use pattern that is a transition area between the predominately large scale farms on the low land to the west and the large scale commercial timber operations on the higher elevations to the east. The most common management units in the FT areas range from 20 to 40 acres. Ownership fragmentation and the alternating farm and timber character make it unlikely that these smaller farm and timber tracts will be consolidated to achieve larger management units.

This area is primarily located within the peripheral deer and elk habitat as identified by the State Department of Fish and Wildlife. A density of one dwelling or development cluster per 40 acres is considered sufficient for the protection of habitat values.

Except for a 40 acres parcel size guideline, the standards and criteria applicable to farm, non-farm, forest and non-forest parcels and dwellings have been the same as those applied to designated Forest Lands.

The forest land rules adopted by LCDC indicate that plan designations and zones (such as the FT zone) that combine farm and forest uses cannot be retained unless the area contains such a mixture of agriculture and forest uses that neither Goal 3 nor Goal 4 can be applied alone. Although the FT plan designation and corresponding FT zone have been considered a Goal 4 zone they did not maintain the use distinctions established in the Goal 3 and 4 rules adopted in 1994. A review of the lands within the FT designation indicates that most tracts are either predominantly in farm use or predominantly in forest use. There are few tracts where both resource uses are so extensive that a combined agriculture/forest zone is needed. Therefore it is the intent that those tracts predominantly in forest use be redesignated as Forest Land and be placed in the Timber Conservation zone. Conversely, lands that are predominantly in farm use will be placed in a farm zone. As a result the FT plan designation and zone will no longer be applied and forest land will all be designated Forest Land on the land use map and be zoned Timber Conservation.

FOREST LAND GOAL

To conserve forest lands by maintaining the forest land base and to protect the county's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

FOREST LAND POLICIES

1. Protect the resource values of those areas designated as Forest Lands and those forest land within the Farm/Timber Lands designation by applying a Timber Conservation zone consistent with OAR 660 Division 6.
2. Non-forest and non-farm uses included in OAR 660-06-25 should be allowed when the activity meets criteria that ensure there will be no significant adverse impacts on farm or forest practices occurring on nearby lands or increase risks associated with fire.
3. Subdivision development and other land divisions creating new dwelling sites are not compatible with the protection and efficient management of Forest Lands and are discouraged. Division of forest lands into parcels smaller than 80 acres shall be permitted only for those non-forest uses specified in OAR 660-06-26 (2).

4. Lot line adjustments may be appropriate provided tracts over 80 acres are not reduced below 80 acres. Tracts capable of significant timber production but already below 80 acres should not be reconfigured in a manner that makes them less suitable for timber management.
5. Strict criteria should be applied to ensure that any dwellings and accessory structures permitted on existing parcels will not interfere with accepted forest or farm management practices on adjacent lands, have adequate road access, fire protection and domestic water supply, and do not increase fire hazards.
6. If special siting and fire hazard protection requirements are imposed dwellings may be appropriate on existing parcels with low cubic foot per acre per year productivity, on parcels with timber management limitations due to the proximity of dwellings and a highly parcelized ownership pattern, or on existing parcels of 160 acres or more created prior to January 1, 1994. Dwellings allowed under OAR 660-06-027 (1)(a), (c) and (d), as limited in the TC zone, are consistent with this policy.

RURAL DEVELOPMENT

Rural development is the conversion of land outside of all urban growth boundaries to a more intensive non-resource oriented use such as residential structures. It also includes the division of land into parcels for the purpose of accommodating non-resource uses, such as subdivision development.

Existing rural development in Marion County is predominately scattered single-family residences and a few rural communities which include a mix of rural residential, commercial, industrial and public uses. The general development policies applicable to rural lands in Marion County are:

1. All land divisions should be reviewed by Marion County for their compatibility with County goals and policies.
2. "Strip-type" commercial or residential development along roads in rural areas shall be discouraged.
3. Rural industrial, commercial and public uses should be limited primarily to those activities that are best suited to a rural location and are compatible with existing rural developments and agricultural goals and policies.

The following is a discussion of each category of rural development.

RURAL RESIDENTIAL DEVELOPMENT

The availability of adequate shelter is one of the basic needs for the citizens of Marion County. The location of this housing has traditionally been affected by economic conditions, public facilities availability and individual choices in life style. Since most of the employment opportunity and public facilities and services are located within cities, a majority of the population resides in these urban areas.

Marion County land use policy directs a majority of the development that will accommodate future population increases into urban areas. The cities throughout the County are responsible for providing the supportive services and developable area for needed housing. Each community's Comprehensive Plan should include a housing element that provides for adequate housing so that those wishing to live in that particular community are not forced to live in rural areas. With the majority of residential development directed to the 19 urban areas, rural lands in Marion County are not expected to bear the major burden of providing land for future housing.

The establishment of rural homesites occurs as both agricultural and non-agricultural related structures. Agricultural dwellings are those related to and necessary for the use of farmers and foresters and those assisting in agricultural production. Non-agricultural residences provide housing for persons not involved in rural business activities, such as

farming. These dwellings are occupied by individuals not employed or directly involved in activities related to the land on which they are located.

At one time nearly all of the rural dwellings were related to agricultural or other rural activities. Increased mobility and flexibility in life styles increase the desire of many to live in rural areas. Rural living offers an alternative life style to urban small lot subdivision or townhouse conditions. A rural homesite can provide unique scenic and open space benefits and an alternative housing type and lifestyles that has important social and personal benefits. It, however, may result in the alteration of the rural character of an area and can also adversely impact farming and forestry practices if not properly controlled.

Rural living carries with it a responsibility not always understood or accepted by rural residents. Individuals must provide for many services usually supplied by cities or special districts, such as sewage disposal and water supply. Other necessary services, such as schools and fire protection, can be more costly because of the low density development that results in spreading the services over a larger area with fewer benefitted properties to fund the services.

A review of past rural housing activities and future population increases indicates a significant demand for rural housing. Through subdivision and partitioning of rural lands, a significant amount of land is being converted to rural homesites. County records indicate that on the average approximately 1,300 acres each year have been approved by the County for subdivision or partitioning outside of urban growth boundaries. In addition, there are many pre-existing lots of record created prior to County land use control that are potential homesites. As a result of all of these divisions, it is estimated that an average of approximately 500 new residential dwellings are built on rural lands in Marion County each year. A portion of these are residences related to farming and forestry activities and non-resource related residences in agricultural areas by special permit. However, between 350 and 400 non-farm related dwellings are being developed in rural Marion County each year. The population projections listed in the Background and Inventory Report indicate an additional 33,142 persons will live in rural Marion County by the year 2000, which will require more than 5,500 new dwellings in rural Marion County.

With the finite land resources, the need to preserve and protect farm and forest land, and the conflicts between agricultural and non-agricultural activities, it is necessary to balance these competing issues by limiting rural residential development.

The housing goals of Marion County are:

- a. To facilitate the development of safe, affordable housing by providing for a variety of choices in type, location and density consistent with urban and rural land use plans.
- b. To minimize adverse social, economic, environmental and energy impacts resulting from housing development in rural areas.

The designation of rural residential areas is the result of a process of elimination. Separating out agricultural lands, forest lands, urban areas and lands that are undevelopable due to hazards leaves lands that are suited to rural residential development. The resulting areas are shown on the Comprehensive Land Use Plan Map as Rural Residential. These lands include parcels that are divided or built upon to the degree that they are no longer available for farming or timber production, are irrevocably committed to non-agricultural uses or consist of predominately unproductive soils.

Within the areas designated for rural residential development there are Class I-IV agricultural soils and areas inventoried as forest lands. Because these lands are being designated for other than farming or forestry, the County was required to justify an exception to the LCDC Agricultural and Forestry Goals. Most of the exception areas are built upon and/or committed to non-resource uses. The detailed explanation and findings justifying goal exceptions is included in Appendix "A".

The Rural Residential designation is applied to those lands that are intended to be developed primarily with acreage homesites. In addition, the following general categories of use may be permitted subject to County approval based on land use policy guidelines: residential subdivisions, private commercial and public recreation facilities, farm and forest use, mineral extraction and public facilities.

It is also the intent of the Plan to assure that the type of residential use locating in the Rural Residential area is of a type which cannot readily be supplied in an urbanized area. That is, the residential use should be for the purposes of providing housing in a low density residential environment. In this Plan, 1.5 acres per dwelling unit is generally considered as the maximum density. In areas that have development limitations, lower densities may be required to minimize the potential for adverse impacts of development on public health and the quality of the environment.

Typical urban style tract subdivisions, at whatever the lot size, clearly do not provide this type of housing environment. Emphasis must be placed on providing open space amenities, maintaining the rural character and ensuring compatibility with existing agricultural, forestry or other resource operations.

Because urban services, especially sewer and water, are very costly to provide to relatively low density rural developments, criteria will be applied to these areas to ensure that densities are low enough to avoid the need for these services. The majority of lands designated for acreage homesites have characteristics that will result in limitations to development. Some areas have steep slopes and poor soil characteristics that will require larger parcel sizes due to septic tank filter field limitations, the need for extra areas for roadway and building site contouring, the need to incorporate unbuildable areas and scarcity of water supply. In addition, individual choices of open space needs may result in larger parcels. Because of these factors, rural residential development will occur on a range of parcel sizes. Unnecessarily large rural homesites generally do not provide for reasonably efficient utilization of the land. Therefore, in areas without environmental limitations the optimum lot size will be from 1.5 acres to 3 acres.

The predominant zoning category applied to the land within the Rural Residential area will be the Acreage Residential (AR) category. The Acreage Residential category may be used with a numerical suffix (i.e., AR-3, AR-5, etc) to indicate the minimum lot size needed to protect the character and environmental stability for an area and the public health and safety.

There are approximately 18,730 acres of land identified in Marion County for rural residential use. These areas presently contain approximately 3,250 dwellings. Assuming that the average overall density of these areas is 2.5 acres, 8,125 acres are already developed. This leaves about 10,605 acres as buildable residential lands in rural Marion County. Using the same density assumptions these buildable lands can accommodate 4,242 dwellings. When all rural residential lands are developed the population of these areas is projected to total more than 20,000 persons. Data is not sufficient to project how long this supply of rural residential land will last. However, building permit records suggest that toward the end of the 20 year Plan period vacant rural homesites will be very scarce.

As rural residential homesites become more scarce the cost per homesite will rise and the pressure to open more land for rural residential development will increase. The escalating cost of rural residential homesites will eventually limit the purchase of rural lots to those in the upper income brackets and effectively force those prospective homeowners with low and middle incomes into urban areas.

To obtain maximum utilization of the lands currently designated for rural residential development innovative systems of development and design should be encouraged. These systems could consist of new siting techniques, such as clustering, to adapt development to the terrain or vegetation characteristics of the site and to take advantage of technological advances in waste disposal and water supply systems. Through encouraging the uses of new development concepts lands now considered limited in their rural residential development potential could possibly be developed much more efficiently. Such approaches can increase the capacity of the lands now designated for rural residential use while decreasing the impact of development on surrounding resource lands.

RURAL RESIDENTIAL POLICIES

1. Marion County will cooperate with the Marion County Housing Authority and other agencies to develop programs and funding sources to increase the level of support for maintenance and rehabilitation of exiting housing in rural areas.
2. Marion County will cooperate with governmental agencies and housing authorities within the region to promote unified housing policies and to ensure an equitable distribution of assisted housing units throughout the County.
3. Marion County will attempt to keep development requirements to a minimum so that the cost of rural residential housing can be kept as low as possible consistent with public safety and health requirements thereby helping to make rural housing a viable housing choice available to low and moderate income families.

4. Marion County will encourage rural residential housing that takes maximum advantage of renewable energy resources and use of innovative technology in order to make rural housing as energy efficient and self-sustaining as possible to reduce the public cost of providing basic utility services to rural housing.
5. Marion County considers rural residential living a distinct type of residential experience. The rural life style involves a sacrifice of many of the conveniences associated with urban residences and the acceptance of lower levels of governmental services, narrow roads and the noises, smells and hazards associated with rural living and accepted farm and forest management practices. Marion County finds that it is financially difficult, not cost effective and inconsistent with maintaining a rural life style for government to reduce or eliminate the inconveniences caused by lower levels of public services or farming and forest management practices. When residences are allowed in or near farm or forest lands, the owners may be required to agree to filing of a declaratory statement in the chain of title that explains the County's policy giving preference to farm and forest uses in designated resource lands.
6. Where designated rural residential lands are adjacent to lands protected for resource use a reasonable dwelling setback from the resource land should be required, and any other means used, to minimize the potential for conflicts between accepted resource management practices and rural residents.
7. Lands available for rural residential use shall be those areas developed or committed to residential use or significant areas unsuitable for resource use located in reasonable proximity to a major employment center.
8. Since there is a limited amount of area designated Rural Residential efficient use of these areas shall be encouraged. The overall density of Rural Residential areas shall not be less than 1.5 acres per dwelling allowing for a range of parcel sizes from 1.5 to 3 acres in size unless environmental limitations require a larger parcel.
9. When approving rural subdivisions and partitionings each parcel shall be approved as a dwelling site only if it is determined that the site: 1) has the capacity to dispose of wastewater; 2) is free from natural hazards or the hazard can be adequately corrected; 3) there is no significant evidence of inability to obtain a suitable domestic water supply; and 4) there is adequate access to the parcel.
10. All residential uses in rural areas shall have water supply and distribution systems and sewage disposal systems which meet prescribed standards for health and sanitation.
11. Rural residential subdivisions shall be required to have paved streets, except when only a few land parcels are involved and there is no potential for increased traffic demand on the roadway or if the subdivision involves extremely large land parcels.

12. Where a public or community service district exists, the extension of services within designated rural residential areas may be permitted. The district may be allowed to provide service extensions to lands outside the designated residential areas if necessary for health and safety reasons but the district shall only annex lands designated for residential use.
13. Where the use of community water supply and waste disposal systems are cost effective and there is not a service district able to provide the service they may be allowed. The availability of community water or sewer services shall not be considered justification for increasing the density of development beyond 1.5 acres per dwelling.
14. In rural residential areas within one mile of an urban growth boundary, a redevelopment plan may be required as a condition of land division. The plan shall demonstrate that reasonable urban density development is possible should the urban growth boundary need to be expanded in the future.
15. Where parcels of 20 acres or larger are suitable for rural residential development and previous nearby development does not create a precedent for conventional subdivision development, the developer shall be encouraged to cluster the residences through the planned development process to retain any resource use potential, preserve significant blocks of open space and wildlife habitat and to provide buffers between the residences and nearby resource uses and public roadways.
16. The Acreage Residential (AR) zone will be the predominant zone applied to the lands designated Rural Residential. A numerical suffix may be used to indicate the minimum lot size allowed in the zone.
17. In rural areas mobile homes will be allowed on the same basis as conventional single family housing.

RURAL DEVELOPMENT CENTERS

Most commercial facilities in Marion County are located within urban areas where they are most adequately provided with support services and transportation facilities. However, there are several distinct rural commercial or industrial areas that provide convenience stores in established rural communities and along major travel routes to reduce the need for rural residents or travelers to drive long distances for basic supplies. Rural development centers are of three types: rural communities, rural service centers and freeway interchanges.

RURAL COMMUNITIES

The communities of Brooks, Butteville, Mehama and Marion provide basic commodities and

services to their surrounding areas and a sizable number of residences within the immediate community. These communities have fairly diverse types of activities, including residential, commercial and, in some cases, industrial development. They are at a stage where development has created, or soon could create, the need for water systems. These communities should remain rural in character by limiting activities to those consistent with a low density rural community. Where a community service district is necessary to correct health hazards or where a district will be cost effective without encouraging development of resource lands or urban density development, provision of public sewer and water service may be appropriate. Marion County does not encourage individual private systems in these communities.

The following is a discussion of the rural communities and the County's intent for their future development.

Brooks is the most widely developed rural community in rural Marion County. There are significant residential, commercial and industrial uses with increasing demand for further development. Development has already created sewage disposal and water supply problems. Until the area incorporates, any development should be limited to low density activities that are consistent with the rural character of the community. If a community service district is established it should be cost effective without encouraging urban densities or development on nearby resource lands. Residential development should be contained within those areas identified for residential development on the Comprehensive Land Use Plan Map. Industrial and commercial development should be restricted to the general areas surrounding the interchange at Interstate 5 and along Brooklake Road from the interchange east to Brooks. If more extensive development is desired, or if cost effective means are not available to resolve sewage disposal and water supply problems the community should incorporate, establish an urban growth boundary and provide full urban services.

Butteville is one of the earliest settlements in Marion County and has historical significance. It is a small but established residential community with limited commercial and no industrial development. Due to its proximity to the Willamette River and Champoeg State Park additional riverfront homesite development and development of limited commercial activities is a possibility. Any development of this kind should be limited to the residential and commercial uses shown on the Plan Map and should be consistent with low density rural development standards. Community sewer and water systems should not be needed.

Mehama is located along the North Santiam River and State Highway 22. There are residential, commercial and industrial activities located in this community that serve regional needs which include the logging industry, recreational activities and highway related services. Immediately south across the North Santiam River is the city of Lyons in Linn County. A portion of the Mehama area has been included in the Lyons Urban Growth Boundary. The Lyons-Mehama Water District is a private agency that provides water to the city and to the area within the urban growth boundary. The District also provides service to land outside the proposed boundary within the Mehama area.

The provision of water and other public services in this community should be accomplished on a coordinated basis considering the service needs of both the urban and rural development areas in Lyons and Mehama. New commercial development should be located within the urban growth boundary. Rural densities should be maintained outside the urban growth boundary by requiring residential parcels of more than one acre and by maintaining only the present rural level of commercial and industrial activity. Basic public services, such as schools, fire and police protection provided outside the urban growth boundary should continue at levels adequate to meet rural needs except that it may be appropriate for the District to provide water service within the designated rural development area.

Marion consists of approximately 75 dwellings, an elementary school and a half dozen commercial uses. The commercial uses are mostly convenience services for the community and surrounding rural area and are located on the east side of Marion Road south of the Stayton Road intersection. Enough land has been zoned commercial to accommodate needed services. Development should be limited to infilling of residences within the designated area and compatible industrial development adjacent to the railroad.

Appropriate zones for these rural communities are CR (COMMERCIAL RETAIL) for convenience retail stores, CG (COMMERCIAL GENERAL) for commercial services such as auto repair and AR (ACREAGE RESIDENTIAL) for residential areas. Existing industrial uses are zoned IP (INDUSTRIAL PARK), IL (LIGHT INDUSTRIAL), and IH (HEAVY INDUSTRIAL). The IR (RURAL INDUSTRIAL) zone should be used for new industrial development. Existing residential areas with smaller lots are zoned RS (SINGLE FAMILY RESIDENTIAL).

Rural Service Centers

Sixteen smaller commercial centers are considered rural service centers. They are generally located at highway intersections and include one or two stores that provide limited convenience goods and services. There may also be a related small cluster of residences. These centers should remain substantially as they are, small in size and rural in character, with no demands for urban services. They should continue to provide the basic conveniences and service needs of the neighboring area with minimal adverse impact on surrounding farming or forestry activities. The development of additional residential homesites at these centers is discouraged.

The sixteen rural service centers are: St. Louis, Waconda, Hopmere, Quinaby, Labish, Norton's Corner, Monitor, North Howell, Central Howell, Pratum, Macleay, Shaw, Drakes Crossing, West Stayton, North Santiam and Talbot. Labish Village is unique in that sewer service has been extended to it from Salem. This extension was in response to malfunctioning septic tanks due to poor soil characteristics and the urban density of the subdivision lots. The sewer service was extended solely to alleviate the health hazards and should not be a stimulus to higher density development.

Freeway Interchanges: There is a legitimate need for development of commercial facilities at interchanges along I-5 and State Highway 22 (Santiam Highway) in Marion County to

serve the traveling public. Primary uses would be gasoline service stations, truck stops, restaurants and motels.

A marked difference exists in the interchange spacing pattern between the North Marion County and South Marion County section of Interstate 5. North of the Salem urban area, the three interchanges are a minimum of six miles apart (Brooks, Woodburn and Fargo). South of Salem there are four interchanges with a minimum of one mile separation (Delaney Road, North Jefferson, Ankeny and Talbot). Development has already taken place at all of the interchanges in North Marion County. Along the south section of I-5 development has taken place only at Delaney Road.

At the Brooks and Fargo Road interchanges the uses range from service stations, restaurants and towing service on smaller acreage to truck terminals on larger parcels. Other freeway services such as motels and recreational vehicle parks, are a real possibility in the in the near future. Although some of these services are provided at urban interchanges, not enough developable land is available to accommodate the needed services. It is doubtful that the scope of development at the three most southerly interchanges south of Salem will reach the levels expected north of the city and there does not appear to be the need for truck terminals in this area. A service station, small restaurant and motel or recreational vehicle park are the maximum expected at any of these interchanges during the planning period. Due to its proximity to the southerly entrance to the City of Salem, the Delaney Road interchange will experience more intensive development and may someday be included in the Salem Urban Growth Boundary.

Rural Development Policies

1. Where there is a demonstrated need for additional commercial uses in rural Marion County they should be located in designated rural communities or rural service centers. In addition, small neighborhood convenience stores may be located at major intersections within areas designated for Rural Residential use.
2. The boundaries of identified rural communities should not be expanded to accommodate additional development.
3. Service districts within rural communities may be created and expanded to serve the entire designated rural community; however, services shall not be extended outside of the community unless necessary to correct a health hazard.
4. Public facilities in rural communities should be designed to service low density rural development and not encourage urbanization.
5. Additional residential development should be discouraged at rural service centers. Only rural service businesses and related uses should be located at these centers.
6. The Fargo Road, Brooks, Sunnyside-Delaney, North Jefferson, Ankeny and Talbot interchanges along I-5 and the Santiam interchange on Highway 22 are appropriate

locations for highway related services. Other types of commercial or industrial uses shall not be permitted at these locations.

7. Expansion of Interchange District zoning at any particular interchange shall only be considered when:
 - (a) Adequate services to support freeway related uses are available.
 - (b) All designated lands at the interchange are committed to development, or vacant designated lands are unsuitable for the proposed use; or
 - (c) The zoning is needed to allow expansion of an existing use allowed in the Interchange District zone, and it is not economically practical to expand the use on non-contiguous lands designated for interchange development at the same interchange.

RURAL INDUSTRIAL

The majority of industrially designated land in Marion County is located within urban communities. This approach has been followed due to the need most industries have for urban services, nearness to the labor force, developed transportation systems, etc.. Due to its urban location, level of available services, and limited quantity, urban industrial land becomes very valuable - demanding a relatively high price per unit area. The predominant zoning category that will apply to these urban area industrial lands is the IP (INDUSTRIAL PARK), IL (LIGHT INDUSTRIAL), and IH (HEAVY INDUSTRIAL) zones.

There are several rural areas in Marion County where industrial development has occurred. This development ranges from farm and forest related operations such as farm products processing and lumber mills to non-resource related businesses such as mobile home manufacturing. Marion County is recognizing most of the existing industrial operations by designating them for industrial use. It is the intent of Marion County to allow existing viable industrial activities to continue to operate in rural Marion County.

New rural industrial development may also be justifiable. Industrial uses operated in conjunction with farm use or forest use are recognized as a legitimate need. The various resource zones provide for consideration of these uses under the conditional use procedures and criteria. These uses may include, but are not limited to, storage and processing of farm crops grown in the vicinity, custom harvesting services, farm equipment repair and fabrication. It is the intent of Marion County to allow such uses in resource areas when the use meets the criteria for non-farm or forest uses in the applicable resource zone. Where a suitable location is available in a rural community on designated industrial lands, or on developed or committed non-resource lands, these locations should be given preference, all other factors being equal.

There are also industrial uses not directly tied to a resource base that may be appropriate in rural areas. Certain heavy commercial or light industrial uses have very few employees,

involve limited on-site operations, generate little additional traffic, require buildings similar to those common in rural areas, present few potential conflicts with nearby resource uses, do not require public sewer or water services and often provide services needed by rural residents.

There are rural locations where such uses may be adequately accommodated without creating conflicts with resource uses. Depending on the character and siting requirements of the particular industry a location in a designated rural community, within a rural residential area or on an isolated site with little resource value could be appropriate.

In most areas of the County the need for rural industrial sites is limited and can be considered on a case by case basis. A rural industrial zone is included in the Zoning Ordinance with detailed criteria to ensure that new industrial development in rural areas is fully justified.

Over the years, many industries that do not require urban services have sought rural locations near Salem. Marion County has recognized this need by allowing incremental additions to the industrial zoning in the Brooks area north of Salem. Industrial zoning has also been applied to lands on State Street extending easterly from the Salem Urban Growth Boundary.

It is the County's intent that the State Street area provide the needed inventory for Rural Industrial sites near the Salem Urban area. Other locations near Salem should be allowed only if it can be shown that sites are not available at the Brooks or State Street Rural Industrial areas.

Rural Industrial Policies

1. Industrial uses in conjunction with farm, or forest uses shall be evaluated to determine if they need to be located on resource lands or whether an equally suitable location is available in an urban area or on non-resource lands in a rural area.
2. Rural industries should be compatible with existing development and farm or forest uses in the vicinity, should not involve a large number of employees, should not require heavy truck traffic through residential areas or on unimproved roads, and should not have the potential to exceed the environmental capacity of the site or require urban services.
3. A non-resource related industrial use should not be permitted on resource lands unless an evaluation of the relevant County and State Goals and the feasibility of locating the proposed use in an urban growth boundary or rural non-resource lands show that the proposed site on resource lands is the most suitable.

PUBLIC AND SEMI-PUBLIC FACILITIES

Certain facilities and services are required to support the various levels of development in Marion County. The type and intensity of development determine the level of need for these facilities.

The Public Facilities and Services Goal of Marion County is to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The availability of public facilities and services is a very significant determinant of the land use pattern. The existing pattern is primarily due to the location and level of public services available. The County and State highway system, for example, has had a dominant effect on the establishment and extent of development. With the ease of auto travel, individuals no longer need to live near their work or goods and services.

Public facilities are usually built to satisfy an existing or anticipated need for the services. When provided, these facilities can also have the affect of encouraging or making possible additional more intensive development within their service area. They also usually increase value and add benefits to each property served.

Within urban areas, the provision of public services is a necessary requirement of urban density development. In rural areas, the establishment of public facilities can, however, have a detrimental affect of encouraging urban sprawl which destroys the rural character by over-development. Basic facilities include sewage disposal, water, police protection, fire protection, schools, roads and utilities. The level of provision of these facilities varies from minimal provision of the basic services in rural areas to the more elaborate and complete provision of public facilities and services in incorporated cities.

Public services are provided either by an incorporated city government, by special purpose private districts, or by County service districts. The revenue to support these facilities is usually gained by levying user fees and property taxes. Providing these public facilities is expensive. Therefore, the cost effectiveness of providing these facilities is dependent upon the number of persons benefitting. As densities increase, the cost to each property owner is reduced. Therefore, the provision of public services is much more cost effective in the more intensely developed urban areas than in lower density rural areas.

Urban Services

The 19 cities in Marion County provide differing levels of public facilities. Most of the smaller cities provide only minimal service. As the size of the city increases, the services provided become more varied.

The growth and development of urban areas is dependent upon their ability to provide the basic urban services. Urban growth boundaries have been established on the premise that

an efficient means of supplying needed services can be achieved and can be financed. The provision of urban services should be designed to maximize the efficiency of developing urbanizable lands according to each city's land use plan.

As urban growth policies recognize, urban services should not extend beyond the urban growth boundary of each city. This not only limits the development potential in rural areas, it also maintains the integrity of the urban growth program.

Rural Services and Facilities

Services and related facilities for rural land uses provided directly by Marion County include police protection, public roadway construction and maintenance, parks and recreation facilities and animal control. The County has direct responsibility for planning, implementation and financing of these services.

Special service districts provide fire protection, educational facilities, domestic water supply, soil and water conservation, irrigation and drainage. Marion County contains 190 special service districts. Through legislation passed in 1978, it is the task of the special districts to bring their programs into conformance with State Goals and local government comprehensive plans. Seventy-three of these districts have programs which directly affect land use. Marion County has entered into agreements with those districts with the most direct involvement in land use issues in an effort to coordinate the district's program with the State Goals and the Marion County Comprehensive Plan. Coordination consists primarily of referring proposed land use changes to the district for review and comment.

Schools: Marion County has 39 school districts. The State Department of Education sets operational standards. There are currently 37 elementary schools, 3 middle schools and 10 senior high schools serving rural Marion County. These schools employ 887 teachers and serve 12,521 students. At present most school districts in rural Marion County are able to adequately serve the student population.

Fire Districts: Marion County has 21 rural fire protection districts. These districts must comply with standards established by the State Fire Marshall. All of rural Marion County is served by a fire district except for some land in the South Salem Hills and an area in the eastern part of the county. In this unserved area limited fire protection is provided by state and federal agencies.

Water Districts: There currently is one domestic water district in rural Marion County - the Lyons-Mehama Water District. This district extends from the city of Lyons in Linn County to Marion County in the Mehama area. Specific policies affecting this district are included in the rural development policies section of the Plan.

Water control districts deal with drainage and irrigation in the rural areas in Marion County. Currently there are three such districts; Beaver Creek, Santiam and South Santiam.

Sewage Service Districts: The Labish Village Sewer District is the only rural sewage district and serves only Labish Village. This subdivision, just north of the Salem Urban Growth Boundary, was originally developed using septic tanks; however, due to repeated septic tank failures and the imminent health hazard, the Labish Service District was created and a truck line was extended from the Salem urban area to provide sewer service.

Other rural services and facilities are provided by the private sector or public utility companies. Those services provided by the public utilities include telephone, electricity and natural gas. Coordination of private utility service needs is achieved by the County during the development review process.

Private facilities include private recreational, educational and cultural facilities, churches and private roads, water and sewer systems and garbage collection.

Private Sewage Treatment Facilities: There are seven systems in operation in rural Marion County. Basically there are two types of systems: Mechanical which is the most widely used type; and non-mechanical or lagoon systems. These can be designed and used separately or combined to allow the most efficient use of both. All of these are currently experiencing problems ranging from poorly trained operators to inadequately designed systems. Some problems should be eliminated by establishment of local policies dealing with the use of these systems. This would allow the County to evaluate the feasibility of the systems. Some problems could be eliminated by establishment of local policies dealing with the use of these systems. This would allow the county to evaluate the feasibility of the system prior to approval of the proposed development.

Private Water Systems: Private water systems are defined by the State as a water source serving more than three residential units which is not a municipal or public water supply. There are currently 80 of these systems operating in Marion County. The State Health Division in cooperation with the Environmental Protection Agency control and review these systems. Each month samples of the water source for each system are submitted to the EPA for review of water quality. If any source is found to be below standard EPA notifies the State Health Division for follow-up. Maintenance and submission of the samples are solely the responsibilities of the users of the system.

Rural Service Issues

Rural Development Impacts on public agencies:

Rural residential development at the maximum 1.5 acres per unit overall rural density places a greater demand on police and fire protection agencies than farm and forest land where residential density is much lower. School districts that include significant areas designated for rural residences might have to expand facilities to accommodate the greater populations. In the discussion of rural residential development it is noted that those wishing to live in rural areas must be prepared for lower levels of services than found in urban areas. However, the County, fire and school districts must still provide minimal services and this can be costly because low density areas do not generate adequate tax

revenue compacted to the high cost of providing services for scattered low density development.

In agricultural and timber areas, development is scattered and is predominately farm or forest related. Due to the larger land ownerships and self sufficient character of farm and forest management rural service needs in these areas are limited but costly to provide. Police and fire protection and transportation to schools are the basic public services required.

In agricultural areas animal control is also important. Every year sheep are lost due to dogs running free in farming areas. Marion County Dog Control provides protection and enforcement in these areas in an attempt to minimize the problem. Farming areas which are in close proximity to rural residential development have a higher incidence of this problem.

Community Sewer Systems: Rural developments must have sufficient land with suitable soil characteristics to provide a viable subsurface disposal system. In areas where soil type or terrain restrict the use of standard subsurface septic systems, private community water or sewage treatment facilities may be provided if enough property will benefit to make construction economically feasible. Experience with privately maintained systems has been mixed as noted above. When difficulties arise the County is not in a position to assume responsibility.

Non-mechanical sewer systems have the fewest problems. The design is very basic so less can go wrong. A well designed lagoon system has no odor problems and is not visible from surrounding properties. However, poor construction can cause leakage which is the case with some of the systems currently in operation. A study conducted by DEQ in 1980, of mechanical systems in the Willamette Valley (six counties) isolated several concerns common to this type of system. The foremost problem is poorly trained personnel and insufficient operating and maintenance funds. Mechanical malfunctions of the plants was a relatively minor problem. When mechanical malfunctions occurred it was frequently on systems which were overtaxed.

In order for private community systems to be an effective and safe means for treating waste water in rural developments, maintenance personnel need to be trained and certified. The County must also be directly involved in approval of initial assessments for maintenance and operation of private sewage treatment facilities. Too often these are set low to be attractive to new purchasers but are not reasonable in the event of needed repairs or even routine maintenance. Also, by controlling densities as outlined in the Comprehensive Plan and reviewing system designs prior to final approval of proposed development overtaxing of the system could be eliminated. Other controls such as specific bonding requirements, sludge disposal and more restrictive monitoring would also aid in minimizing difficulties.

Road Standards for Rural Development: Where additional rural development is allowed existing roadways must be brought up to standards established by the Public Works Department. In new rural residential subdivisions full street improvements will be necessary on public roads providing access to more than four homesites. All costs for

road and drainage improvements will be the responsibility of the developer and/or residents of the new development. Where Marion County will become responsible for road maintenance strict construction standards will be applied to insure maintenance will be as economical as possible. Due to financial constraints, the County may encourage private maintenance agreements for public roads if the road is not an integral part of the regional transportation system and it is not in the public interest for the County to assume maintenance responsibility. (see Transportation section for Road Access Policies).

Proper Location of Public and Semi-Public Uses in Rural Areas: Public and semi-public buildings and uses, although necessary to provide services of benefit to the public, can be incompatible with management of resource lands in rural residential areas. In farm areas, parks, public power generation facilities, solid waste disposal sites, churches, schools, golf courses, and similar public and private facilities should be reviewed by the conditional use process. Specific criteria should be applied to ensure that the proposed location is suitable for the intended use and the use will be compatible with nearby farms. In other review areas either the conditional use process or a special public zone can be used to provide the needed review of each case on its merit.

Fire Hazards in Resource Areas: Development of rural residences and recreational, commercial and industrial activities in woodland areas poses an unusual fire hazard. Timber production takes considerable time and expense and the expected resource return can be destroyed by fire. Fire districts may not be able to respond to structural fires in remote areas in time to prevent the fire from spreading to resource lands. Forest fire fighting equipment is not adapted to fighting structural fires. To protect structures and the timber resources the fire hazard reduction program recommended by the State Department of Forestry should be a requirement of approval for land use activities that pose a fire hazard.

Rural Services Policies:

Rural service facilities are those services and facilities necessary to provide basic support systems for rural development. Rural development includes farm and forest related development, acreage residential development and rural commercial and industrial uses.

This section outlines overall policy for service districts as well as specific policy statements for each type of rural service.

General Policies

1. The impact on existing services and the potential need for additional facilities should be evaluated when rural development is proposed.
2. It is the intent of Marion County to maintain the rural character of the areas outside of urban growth boundaries by only allowing those uses that do not increase the potential for urban services.

3. Only those facilities and services that are necessary to accommodate planned rural land uses should be provided unless it can be shown that the proposed service will not encourage development inconsistent with maintaining the rural density and character of the area.
4. The sizing of public or private service facilities shall be based on maintaining the rural character of the area. Systems that cannot be cost effective without exceeding the rural densities specified in this Plan shall not be approved. The County shall coordinate with private utilities to ensure that rural development can be serviced efficiently.
5. Marion County shall participate in a regional solid waste program and shall develop a program providing adequate solid waste disposal service for rural areas.

Special District Policies

1. Marion County shall coordinate with the special service districts in the County in planning for growth and development which will occur within the districts. A joint review process established through coordination agreements will be used to facilitate this coordinated planning.
2. Marion County shall encourage close cooperation between cities, public and private schools and the County in the matter of school site selection, acquisition, planning and joint use.
3. The County shall be guided by the policies of the coordinated plan of local school districts in approving development proposals within each district. The county shall also provide notice of land use action to districts that have not yet developed coordinated plans. Comments received from these districts shall be considered in the review of development proposals.
4. Marion County shall require evidence that the level of fire protection provided by a fire district is adequate to service proposed land developments. If service is not adequate the development shall be denied or be conditioned so that necessary facilities are provided.
5. In those areas not served by a fire district, Marion County shall require evidence of fire protection by private means prior to approval of future rural subdivision, commercial or industrial development. Implementation of the fire protection program recorded in Chapter 3 of Fire Safety Consideration for Development in Forested Areas, 1978, shall be a requirement of use approval for residences located near timber land whether or not they are located in a fire district.
6. The creation or expansion of any sewer or water district as well as the extension of sewer or water services to lands outside the existing service districts or city limits

shall require the approval of the Marion County Board of Commissioners. The extension of services outside of districts or city limits shall be discouraged unless the area to be served has demonstrated persistent health hazard problems and needs for which no other alternative is available.

Private Facility Policies

1. Marion County shall identify and protect watershed areas and reservoir sites that provide domestic water supplies.
2. Where evidence is presented during development review that significant difficulty may exist with use of individual wells for water supply, the developer shall be required to demonstrate that adequate water supply is available.
3. In areas outside urban growth boundaries in Marion County where rural residential development is appropriate, the use of private sewage treatment plans and community water systems will be allowed if the developer provides the following evidence:
 - (a) The amount and type of development of all proposed development phases is large enough to make the proposed system cost effective.
 - (b) Maximum development densities as outlined in the Marion County Comprehensive Plan are not exceeded.
 - (c) Assessments and bonding requirements imposed for the facilities are approved by Marion County to ensure adequate funds are available for maintenance and operation of the facility.
 - (d) All affected property owners are proportionately represented on the body that is responsible for operating and maintaining the system.
 - (e) All plant operators are adequately trained and certified through County recognized programs.
 - (f) Design, placement, construction and maintenance plans for each facility are to be approved by the Department of Environmental Quality for sewage treatment plants. Community water systems shall be approved by the State Health Department.

DEVELOPMENT LIMITATIONS

In considering the suitability of rural land for development, physical characteristics that are hazardous or limiting must be analyzed. In addition, control measures must be applied to these identified areas to minimize loss of life and property and to avoid exposure and burdensome corrective measures.

The conditions of most concern are floodplains, areas affected by land slides, and septic tank operation or building site limitations. These characteristics are discussed in more detail in the Background and Inventory Report accompanying the Plan.

The Development Limitations Goal of Marion County is to protect life and property from natural disasters and hazards. The following is a summary of each limiting factor and the applicable County policies.

Floodplain

A floodplain is an area adjacent to a body of water that is subject to periodic inundation. In Marion County there are numerous streams that, during the winter months, carry additional water that exceeds the channel's ability to contain it within the established banks. Flooding occurs at various frequencies and heights.

The Marion County floodplain control program is based upon limiting development in areas subject to the identified 100 year frequency of 1 percent chance of flooding in any one year. This is in coordination with the National Flood Insurance Program that provides flood insurance for structures constructed in floodplains. For residents to obtain the insurance the County must identify the floodplain and control development within it.

The intent of the flood control program is to minimize the loss of life and property by either preventing development, elevating structures above flood height or flood proofing structures in floodplains. Where significant water depth and velocity occur, especially in the floodway areas, development should be prohibited. Within the less hazardous areas of flood fringe, limited development may take place when precautions of elevating structures or flood proofing can safely be employed.

The majority of the floodplain areas should remain open and undeveloped as farmland, parks, or open space. To minimize the hazard to living spaces and to minimize flood insurance premiums, floor levels should be elevated above flood height.

The area subject to flooding is shown generalized on the Development Limitations Map in the Background and Inventory Report and in detail on Flood Insurance Rate Maps and Zoning Maps on file in the Marion County Planning Division.

The placement of structures in the floodplain is controlled through the Floodplain Overlay Zone.

Landslide Areas

Areas of landslide activity or unstable slopes are usually unsuitable for development because of hazards to human life and property from earth movement. The areas within the County identified by the State Engineering Geologist as active or inactive landslide areas are shown on the Development Limitations Map. A major active landslide area is located on the west-facing slope of the Salem Hills. The slides in this area have developed

on steep slopes of soils originating from the marine sedimentary bedrock units. Landslides also occur in the canyon of Abiqua Creek about five miles east of Silverton and along the slopes of the Little North Fork of the Santiam River. In these areas, the slides are developed in deeply weathered tuffs of the Mehama Volcanics. Landslides may also occur in the clay soils overlying the Columbia River Basalt in the Salem Hills area and in the Waldo Hills-Silverton Hills area, if slopes are artificially oversteepened.

Steep slopes associated with landslide activity areas are themselves a deterrent to high density development. But, such areas of steep and unstable slopes may be attractive to low density residential development because they have a view or because they possess other site amenities. In any case, development in any identified active or inactive landslide area should be reviewed on an individual site basis. Special engineering geology studies will be required to determine if proposed development can be safely accommodated.

Building Site Limitations

When considering the limiting factors to development, land slope and soil characteristics become important but less hazardous than flooding or landslides. These limiting characteristics are more fully explained in the Background and Inventory Report.

The identification and classification of these limiting factors is based on the Soil Conservation Service soils mapping survey and rating system. Each soil association is rated for a particular use by degree of limitation. The categories range from slight to moderate to severe limitation for the use.

These limitations are related more to generalized planning considerations in determining appropriateness or type of development that may be allowed in an area without adverse affects.

Soil associations are shown on the General Soils Map included in the Background and Inventory Report.

Septic Tank Filter Field Limitations

In rural areas, development is based upon the use of septic tanks with an underground filter field system of sewage disposal. The efficiency of their operation is based upon the soil's ability to accept the effluent. Each soil association has different absorption capabilities resulting in differing septic tank application.

Malfunctioning filter fields often result in health hazards due to effluent rising to the surface. Where sanitary sewer systems are not available, as in rural areas, additional areas must be provided for a replacement field. The State Department of Environmental Quality sets standards and controls on the placement of septic tanks and their filter fields through the County Environmental Health Department.

The Soil Conservation Service rates soils by their acceptability for filter field operation. Ratings of slight, moderate or severe limitations for septic tank filter field operation are listed in the Background and Inventory Report as taken from the Soil Conservation Service Soils survey.

It is the intent of Marion County to allow the use of septic tanks or a suitable alternative sewage disposal system for individual residences on rural lands when their use does not result in environmental degradation.

Development Limitations Policies

1. Permanent structures shall not be constructed in the floodway of the floodplain. Structures constructed in the floodplain fringe shall have their first floor elevation at least 1 foot above the 100 year flood level.
2. Construction, involving the placement of structures on or in the land surface and other such disturbances or excavations of the land surface in active or inactive landslide areas (as identified in the Background and Inventory Report) shall require specific site study by a qualified engineering geologist prior to development.
3. Rural residential uses which are outside of those areas planned for urban expansion and sewer service and which are dependent upon subsurface sewage disposal systems should have systems with the potential for functioning properly for a period of at least 40 years.

URBANIZATION

URBANIZATION PROBLEMS AND ISSUES

In the Background Report on the existing land use pattern of Marion County, the pattern of urbanization in the County was described as being similar to many other areas in the United States. Urban development is proceeding outward from urban areas in a rather scattered manner leaving much undeveloped land in its wake. The term "sprawl" has been used to describe the manner in which development proceeds over the countryside. The only difference between the pattern and the process of urbanization in Marion County and some of the larger urbanizing areas is the amount of sprawl and the rate at which it is occurring. However, the problems that sprawl poses to people of Marion County are probably more crucial than in most other areas because of the importance of natural resources to the local economy. The continued expansion of urban areas and preservation of farm and forest lands become competing interests that must be balanced to the benefit of both.

The problems associated with a pattern of sprawling development involve both direct and indirect monetary and social costs, affecting all people of the County, whether urban or rural. Some of the problems resulting from sprawl are:

- a. A land use pattern which is less desirable and less stable than could be achieved by coordinated, planned development.
- b. A land use pattern which is costly to develop and service.
- c. A greater expenditure of land and energy resources; and
- d. A greater disruption of agricultural uses.

A land use pattern created by many small-scale developments, each constructed without knowledge of future surrounding land uses or circulation patterns, is likely to lack some essential ingredients of long-term desirability. Incompatible relationships between residential and non-residential uses are almost certain to occur. The difficulty of accurately anticipating school and park needs will usually result in poor locations of these facilities in relation to their service population and/or street system. Without knowing the future land use pattern and traffic likely to be generated, it is difficult to design circulation systems which won't require unanticipated improvements. And, such required improvements may, when developed, lessen the desirability of some of the adjacent land uses. In many areas of the country it has been demonstrated that many of these problems can be eliminated through coordinated public and private planning on a larger scale. Such actions result in community areas with more amenities and greater stability.

Higher costs are incurred both initially and ultimately in providing many public services to a sprawl pattern. Scattered development requires extension of services through many vacant areas, and under-utilization of the services through many vacant areas is also the prime source of higher costs involved in the ultimate pattern of sprawl. At saturation (i.e. when development has essentially stopped with little or no usable vacant land left) the process of sprawl will have resulted in a pattern of relatively low density. And, because the same number of people could have been served at a higher density by fewer facilities, the total costs will be higher.

In addition to social and economic considerations of urban development patterns, there is also problems of competing and conflicting urban verses rural land use interests. All of the 19 cities in Marion County are surrounded by either farm land or forest land. As urban areas continue to expand, these resource lands are either directly converted to urban uses or are adversely impacted due to inherent conflicts between rural and urban activities.

The continued loss of farm and forest land in the County will have some serious implications on continued viability of the agricultural industry and agricultural land use pattern. If agricultural, forestry and other land resource based interests are to remain sound, then the pattern of urbanization needs to be contained. We must recognize that Marion County cannot provide for the bulk of housing needs of its population within rural areas. The lands within our rural areas have limited capacity to carry this growth and those limitations must be recognized and planned for.

Cities are expected to continue to grow and expand. There are, however, more desirable ways than others for this expansion to occur. The issue becomes one of the manner in which urban areas develop.

Marion County's basic planning goal is the conservation and intelligent use of our land and related resources. Elimination of sprawl and creation of a more compact urban expansion pattern should help in achieving that goal. Conservation of land not only decreases the rate at which conversion for agricultural use to urban use transpires, but it also substantially reduces some of the direct conflicts between agriculture and non-farmland uses.

URBAN LAND USE GOALS

The Urbanization Goal of Marion County is to provide for an orderly and efficient transition from rural to urban land use. Sub-goals for beneficial patterns of urban land use include the following:

- a. Development of urbanization consistent with area-wide goals and objectives.
- b. Establish Urban Growth Boundaries to identify and separate urbanizable land from rural land and contain urban land uses within those areas most capable of supporting such uses.
- c. To provide for an orderly transition from rural to urban land use.

- d. Development of a population distribution pattern in which most persons employed within an urban community live in and participate in the activities and government of that community.
- e. Development of stable and attractive residential areas protected from incompatible land uses and containing a wide variety of housing types and densities.
- f. Development of a commercial land use pattern which assures a convenient and adequate supply of goods and services to the resident, transient and trade area population.
- g. Development of commercial areas and employment centers favor located in relation to the urban transportation system.
- h. Development of industrial land use within urbanized areas unless an industry specifically is best suited to a rural site.
- i. Provision of sufficient areas for future industrial land use.
- j. Direct urbanization away from agricultural areas composed of major units of Class I through IV soils.
- k. Provide adequate review of development of permanent structures in the identified natural hazard or damage areas to minimize potential loss of life or property.

URBAN AREA PLANNING

To achieve the desired objectives of managing urban expansion, it is necessary to develop urban growth programs jointly with the cities, Marion County and special districts. These programs should be developed primarily through the comprehensive planning processes of each community with concurrence by the County and the State. The Land Conservation and Development Commission Urbanization Goal provides the basis for development of these programs as part of each city's comprehensive plan.

Each urban growth program should consist of at least an urban growth limit or boundary, urban development policies or ordinances to achieve the desired purpose, and joint city-county agreements to coordinate land use planning activities.

The purpose of an urban growth program is to provide for orderly, efficient development of urban areas. As discussed in the problems and issues section, uncontrolled development to urban densities is costly and an inefficient use of land. The adoption of an urban program for each community in Marion County will limit urban sprawl and its adverse impacts while providing better resource protection in rural areas. The development of

these programs will serve the dual role in providing for adequate areas for urban expansion.

Each city is required by State law to comply with the LCDC Urbanization Goal No. 14 by developing urban growth boundaries. These boundaries are for the purpose of identifying the geographic limit to which urban development will expand during the foreseeable future. The main intent of boundaries are to logically contain urban sprawl and separate urbanizable lands from rural lands.

The establishment of each urban growth boundary should be based upon the following criteria as indicated in the Land Conservation and Development Commission Urbanization Goal.

- a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
- b. Need for housing, employment opportunities, and livability;
- c. Orderly and economic provision for public facilities and services;
- d. Maximum efficiency of land uses within and on the fringe of the existing urban area;
- e. Environmental, energy, economic and social consequences;
- f. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
- g. Compatibility of the proposed urban uses with nearby agricultural activities.

The state goal requires each community to develop an urban growth boundary as part of its Comprehensive Plan program. The extent and location of each urban growth boundary will be based upon the individual community needs, conditions and growth expectations. The area identified for future urbanization should be considered flexible with any changes occurring based upon changing needs of the community and considering the above criteria.

Marion County and each of the 19 cities in the County have jointly agreed upon and adopted an urban growth boundary as part of each city's comprehensive plan. These boundaries are shown on the General Land Use/Transportation Plan Map.

A list of the acreage of land contained within each city's urban growth boundary is included in the Background and Inventory Report. These boundaries include sufficient land to accommodate the projected 267,000 persons by the year 2000. This indicates an increase of more than 115,900 persons between the years 1978 and 2000. The population projections for each city are one of the primary factors used in determining urban growth boundary areas and are included in each city's comprehensive plan and the County Background and Inventory Report.

The management of the urbanizable land area between the city limits and the urban growth boundary requires special coordination between the city and the County. The city has an interest in the future of this area since it may eventually become a part of the city through annexation and extension of services. The County retains legal authority to control land use actions in this area, and therefore, is responsible for the conditions that are inherited by the city upon annexation. This makes it necessary for the city and county to coordinate the planning and land use control for this transition or urbanizable area.

The Comprehensive Plan for each city projects the city's growth through a land use plan for its urban area. With the county's concurrence, these plans, with their implementing policies, can be carried out by the County in the areas immediately outside of each city limits. The relationship of the city providing leadership in planning the future of urbanizable lands while the County implements the plans through land use control is crucial to accomplishing the urbanization goals.

URBAN GROWTH POLICIES

In defining urbanizable land areas with urban growth boundaries, it is necessary to provide implementation measures to affect their purpose. Urban Growth Policies can provide guidance in making the land use decisions that will direct the future of the urbanizable land areas. The mutual agreement of the cities and the County to these policies is vital to the effective coordination and cooperation necessary to implement each urban growth program. The following are urban growth policies that should guide the conversion of the urbanizable areas adjacent to each city to urban uses.

1. The type and manner of development of the urbanizable land shall be based upon each community's land use proposals and development standards that are jointly agreed upon by each city and Marion County and are consistent with the LCDC Goals.
2. The provision of urban services and facilities should be in an orderly economic basis according to a phased growth plan.
3. Development of the urban area should proceed from its center outward.
4. Development should occur in areas of existing services before extending new services.
5. Divisions of urbanizable land shall consider the maximum utility of the land resource and enable the logical and efficient extension of services to such parcels.
6. Generally cities are the most logical providers of urban services. Where special service districts exist beyond the city limits and within the urban growth boundary such as around Salem, all parties shall work towards the development of the most efficient and economical method of providing needed services. Urban services should not be extended beyond the urban growth boundary.

7. Urban densities and urban services shall be established only within recognized urban growth boundaries.
8. The majority of the projected population increases in Marion County should be directed to the urban areas.
9. Sufficient developable land shall be made available to provide choices in the market place.
10. The annexation of rural lands into the legal boundary of any city shall be limited to the area contained within the mutually adopted Urban Growth Boundary. Annexation procedures shall be consistent with the requirements of state law and the local coordination policies contained in the Urban Growth Boundary and Policy Agreement.

TRANSPORTATION

This transportation element of the Comprehensive Plan is a guide for the development of arterial and collector roads, mass transit systems, and airport facilities in Marion County.

The private automobile is now, and will continue to be, the most heavily used mode of travel in Marion County. No other mode can match it for convenience and flexibility. In addition to being a method of transportation, the automobile serves a recreational purpose; i.e., automobile touring or the "Sunday drive" is an important form of recreation for many families.

Even though the automobile is a prime cause of many of the problems besetting our cities--pollution, congestion, poor utilization of space--it has required the creation of a network of roads that permits beneficial intercommunication among all reaches of Marion County.

For more detailed road system planning than is included in this report, particularly in the small cities, the reader's attention is directed to the comprehensive plans for the applicable jurisdictions within Marion County. For example, the Salem Comprehensive Plan shows the existing and proposed road system with the Salem Area Transportation Study, the Salem Urbanized Area, Comprehensive Plans with elements on transportation are being developed by other cities in the County.

TRANSPORTATION

While it is not the purpose of this Plan to become involved in detailed physical design of streets, roads and highways and other transportation facilities, care must be given to replacement and preservation of such natural and social amenities as trees, landscaping, and historical sites. Strong consideration should also be given to providing facilities for pedestrians and bicyclists. Cycling, especially, is an extremely fast-growing form of personal transportation and recreation. In 1971, the so-called "Bike Bill" was passed by the State Legislature. This bill provides that not less than 1% of the gas tax monies received each year shall be used for the construction of bicycle paths. Design methods which will prevent neighborhood disruption, provide access control to prevent through road use, and preserve scenic beauty should be adhered to closely in roadway construction.

TRANSPORTATION GOALS

The close functional relationship between transportation and other elements of the Comprehensive Plan (and daily activities in the County areas) requires a careful consideration of the goals and objectives on which transportation planning and implementation is based. The Transportation goals of Marion County are:

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TRANSPORTATION GOALS

The close functional relationship between transportation and other elements of the Comprehensive Plan (and daily activities in the County areas) requires a careful consideration of the goals and objectives on which transportation planning and implementation is based. The Transportation goals of Marion County are:

- a. Development of a transportation system for the safe, economical, reliable and efficient movement of persons and goods to meet the present and future needs.
- b. Provision for a balanced approach to transportation system development, giving due consideration to all modes of travel.
- c. Development of a transportation system consistent with area-wide goals and policies and the land use plans.

The following section presents a method of classifying roadways according to their function within a highway system. This method of classification has been used within this transportation plan element to describe the functional parts of the highway system in Marion County and to plan for future expansion and improvement of that system.

HIGHWAY CLASSIFICATIONS

Highway classifications used in this Plan generally conform to those used in the National Highway Functional Classification Manual published by the U.S. Department of Transportation. There are two main reasons for using the national classifications. One is to resolve the differences in the several different classification systems used by the County, State, City of Salem, and each smaller city within the County. Such words as "thoroughfare", "major thoroughfare", "state highway", "major arterial", "principal arterial", "arterial", "collector", "local street", and "road" are in use throughout the area to describe the various types of roadways with very little consistency of jargon among the various jurisdictions. The second reason is that for future funding of federal projects, the Federal Highway Administration will almost certainly insist upon a uniform classification system, which will undoubtedly follow the National Classification System. The new Functional Highway Classification revised in 1977 lists all designated interstate routes, principal arterials, minor arterials, major collectors, and minor collectors within Marion County.

Although the national classifications recognize two separate systems for "rural areas" and "urbanized areas", the differences between the systems are not of great significance in relation to this plan; also, the majority of the streets in the urbanized area (Salem) are not shown. Consequently, only the functional systems for rural areas are presented, as follows: ¹

Rural Principal Arterial Road Systems

The rural principal arterial road system for the year 2000 will consist of a connected rural network of continuous routes having the following characteristics:

¹ "Highway Functional Classification; Concepts, Criteria and Procedures", U.S. Department of Transportation, Federal Highway Administration, July, 1974.

- a. Serve projected corridor movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel.
- b. Serve all, or virtually all, year 2000 urban areas of 50,000 and over population and a large majority of those with population of 25,000 and over.
- c. Provide an integrated network without stub connections except where unusual geographic or traffic flow conditions dictate otherwise (e.g., international boundary connections and connections to coastal cities).

The principal arterial system is divided into two categories:

- a. The approximately 42 miles of Interstate 5 traversing the County from north to south; and
- b. All non-interstate principal arterials (Highway 22 and 99E).

Rural Minor Arterial Road System

The rural minor arterial road system for the year 2000 should, in conjunction with the principal arterial system, form a rural network having the following characteristics:

- a. Link cities and larger towns (and other traffic generators, such as major resort areas, that are capable of attracting travel over similarly long distances) and form an integrated network providing interstate and intercounty service.
- b. Be spaced at such intervals, consistent with population density, so that all developed areas of the State are within a reasonable distance of an arterial highway.
- c. Provide (because of the two characteristics defined immediately above) service to corridors with trip lengths and travel density greater than those predominantly served by rural collector or local systems. Minor arterials therefore constitute routes whose design should be expected to provide for relatively high overall travel speeds, with minimum interference to through movement.

Rural Collector Road System

The rural collector routes generally serve travel of primarily intra-county rather than statewide importance and constitute those routes on which (regardless of traffic volume) predominant travel distances are shorter than on arterial routes. Consequently, more moderate speeds may be typical, on the average.

In order to define more clearly the characteristics of rural collectors for this study, this system should be subclassified according to the following criteria:

Major Collector Roads: These routes should: (1) provide service to any County seat not on an arterial route, to the larger towns not directly served by the higher systems, and to other traffic generators of equivalent intra-county importance, such as consolidated schools, shipping points, etc.; (2) link these places with nearby larger towns or cities, or with routes of higher classification; and (3) serve the more important intra-county travel corridors.

Minor Collector Roads: These routes should (1) be spaced at intervals, consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road; (2) provide service to the remaining small communities and (3) link the locally important traffic generators with their rural hinterland.

Rural Local Road System

The rural local road system should have the following characteristics: (1) serve primarily to provide access to adjacent land; and (2) provide service to travel over relatively short distances as compared to collectors or other higher systems. Local roads will, of course, constitute the rural mileage not classified as principal arterial, minor arterial road or collector road.

HIGHWAY SYSTEM PLAN

The plan for the future highway system of Marion County is shown on the General Land Use/Transportation Plan Map. It is based on State Highway Division Plans with input from the Marion County Department of Public Works. All roads which are listed as major collectors or larger, are eligible for Federal-Aid assistance. The Federal-Aid system is segmented as Federal-Aid Interstate (FAI), Federal-Aid Primary (FAP), Federal-Aid Urban (FAU), and Federal-Aid Secondary (FAS). The FAI routes comprise the major Interstate freeway system. The FAP routes comprise the major network of State highways. FAU routes are designated high volume streets within urban areas which are available for Federal assistance. The FAS system contains lesser State highways and main County roads. FAS (Federal-Aid Secondary) and FAU (Federal Aid Urban) monies are available to local governments (including Marion County) on the current matching ration of 88% federal, 6% county/city and 6% state.

TABLE NO. 2
SPECIFICATIONS FOR RURAL ROADS

ADT*

	<u>Right of Way</u>	<u>Traffic</u>	<u>Lanes</u>	<u>Median</u>	<u>Shoulders</u>	<u>Speed</u>	<u>Per Lane</u>
Principal Arterials	100'-200'	2-4	12'	0-40'	8'-10'	55	1000-6000
Minor Arterials	80'-100'	2-4	10'-12'	0-40'	6'-8'	35-55	1000-6000
Collectors	60'-80'	2	10'-12'	None	4'-6'	35-55	500-2500
Local Roads	60'	2	11'	None	5'	30-50	0-1500

*Average Daily Traffic

A setback is a requirement which restricts building within a specified distance of the centerline of a roadway. The purpose of establishing a setback requirement is to assure that additional right-of-way may be acquired without requiring removal of buildings. Setbacks in Marion County have been established as a part of the zoning code.

HIGHWAY SYSTEM IMPROVEMENTS

State Highway Department gas tax revenue, which is a major source of funds to maintain and improve state, County and city roadways, is dependent upon gas sales. Annual variations are irregular, depending to some extent on the health of the economy and the price of gasoline. From 1979 to 1980 annual revenues decreased about 7%. Current funding has not kept abreast of the current inflation rate. For this reason, there is very little new construction planned for State routes. Most of the monies received will be spent upgrading those facilities presently within the existing State right-of-way. This upgrading will include resurfacing existing pavement, constructing uphill passing lanes, intersection improvements and general maintenance. There is a current project to widen the Interstate 5 Freeway from the Hayesville Interchange to South Commercial. Other identified future improvements would be widening U.S. 99E from Hazelgreen Road to the north County line and widening Highway 22 from Joseph Street to Mehama. No commitments have been made toward these projects due to the reasons mentioned above.

On the local level, the easterly north-south section of the peripheral route around Salem, named Cordon Road, is completed. It links Hazelgreen Road at the north end with Lancaster Drive SE to the South. Right-of-way acquisitions will be necessary to extend the route to Boone Road, the desirable southern terminus. From this point, the belt line

facility will continue west and be called Kuebler Boulevard, which is described more fully in the Salem Area Comprehensive Plan. Informal talks are underway to study preliminary engineering for connections between Cordon Road and Highway 22.

In the northern end of Marion County, Yergen Road will eventually travel in an east-west direction from approximately Aurora to the Hillsboro-Silverton Highway and the St. Paul area. Rights-of-way have been acquired and only the last segment of this project between French Prairie Road and the Hillsboro-Silverton Highways remains to be completed.

Chemawa Boulevard is a proposed urban arterial which will connect Hazelgreen Road and 99E to North River Road (Highway 219) partially by way of existing Chemawa Road, and partially by way of Lockhaven Drive.

From Hazelgreen Road and 99E, this corridor will extend to the east along Hazelgreen road and connect with Cordon Road. From North River Road, this corridor will be called Olson Street and extend west to Windsor Island Road. This project has been delayed due to FAU funding problems at the national level. The preliminary design is complete, the 80-foot right-of-way is acquired and the project could be undertaken on short notice.

The freeway concept of the proposed I-305 Interstate Freeway has been abandoned. Funds designated for this project will now go towards a 4-lane arterial within the I-305 right-of-way, along with various other needed street improvements throughout the city of Salem. Detailed information on projects located within the Salem Urban Growth Boundary is found in the Salem Area Comprehensive Plan.

There are numerous other improvements of a less significant nature throughout the County for both the minor arterial system and the collector system. The majority of these will consist of upgrading the facilities within the existing rights-of-way. There are also several other proposals of major improvements and new facilities within the Salem urbanized area. As these are generally within the corporate city limits of Salem, they are not covered in this plan.

An important issue relevant to rural Marion County minor roads is the existence of dedicated but unopened County roads. Many of these roads are remnants of old fruit farm subdivisions that have not been developed. Some of these dedicated roads are located on farm land, forest land or in areas where constructing a road would be inappropriate.

Often the developer or property owner wishing to open the road will do so only at minimum standards and then request the County to maintain it at County expense. Many of these roads either should not be opened or they should be developed to a minimum standard at the expense of benefitting property owners. The County is financially unable to assume responsibility for either maintaining or improving substandard roadways not now in the County road system.

PUBLIC TRANSIT

The subject of public transit is one which has received much national publicity in the recent past, and in many instances this mode of transportation has been promoted as the solution to many transportation problems caused by vehicular traffic. However, public transit is practical only in or between areas of high population density. Within most of the rural areas of Marion County, where population densities are low and distances are great, the private automobile (or truck) will continue to be the only practical means of conveying people (and goods) throughout the County.

Transportation, and mass transit in particular, are issues of regional importance. Therefore, it is necessary to look at the relationships to other areas beyond Marion County, particularly the Willamette Valley.

The State Department of Transportation through its Public Transit Division has analyzed the alternatives of intercity mass transit in the Valley.¹

The significant conclusions are:

1. If the public transportation is to increase its desirability as a travel mode, it must develop into a well integrated system rather than a series of uncoordinated local and intercity operations. Integration of systems does not necessarily require a single operating agency, but it does require close working relationships between operators. The Department of Transportation has a definite role in coordination of services.
2. Although gasoline is plentiful today and perhaps for several decades to come, we are drawing down our reserves. The rising price of fuel and our dependence on foreign imports poses some danger to the country's economic health. Increasing the use of fuel-efficient modes of travel such as public transportation is to the nation's advantage. Rather than wait for energy-related problems to appear, the process of developing a network of public transportation and increasing usage of public transit should begin well in advance of the problems.
3. The greatest long-term return on investment will be gained by adding rail service in the Valley and providing feeder bus service to the rail network. The concept of a high-feeder service is especially appropriate for intercity travel.

Additional more definitive studies will be undertaken to get into the actual planning of such features as a rail rapid transit system with access to the small cities within the Willamette Valley corridor. Other substudies might consider special lanes and other service for buses; or the possibility of utilizing an entirely different type of system to travel the major corridor from Eugene to Portland.

¹ Analysis of Alternatives for the Willamette Valley Experimental Transportation Project, Oregon Department of Transportation.

One of the major goals for the transit system (and in fact the entire transportation system) is the integration of all modes of transportation. At present the various modes of transportation in the County are lacking in integration. Part of the reason for this is lack of passenger interaction between the various modes. For example, few people traveling by airplane seek to continue their travel by train. As the demand and use of public transit increases, the integration of the various modes will need to improve. Coordination of time schedules and routing are ways that this integration can be improved. Also, creation of multi-modal terminals at strategic locations is another method of integration.

Rail Transit

The State Department of Transportation completed its final report on the Willamette Valley Passenger Rail Study in February 1976. The report makes no recommendations on the future of rail service in the Valley and is informational only. The summary of findings indicates that a passenger rail system would not be feasible at least for the next decade. By 1990 or 2000, however, it may be feasible to develop a high speed rail system that would connect the larger cities in the Valley. Population densities and travel demands may be sufficient by then to warrant the large expenditure on such a system. The existing rail lines of Southern Pacific and Burlington Northern could be used to cross Marion County. Another possible alternative would be a new line along the I-5 Freeway corridor. This line could extend from Eugene to Portland, and perhaps to Seattle. The system could well use new passenger train technological developments, such as the San Francisco Bay Area Rapid Transit system has demonstrated and experimented with, in which trains carry from 80 to 400 people at speeds in excess of 100 miles per hour. Such a rail system would be costly to build but no more expensive than adding an additional two, four or even more lanes to Interstate 5 through the same distance, especially when overall costs are taken into consideration. To expand the freeway would require not only a high initial cost, but highly increased maintenance costs in the future. In addition there is the cost to the community of rather substantial amounts of land taken out of productive farming, industrial, commercial, residential, or other land uses. A rapid rail system is a viable means of cutting down on air, noise, and visual pollution, as well as a more efficient means of utilizing natural resources such as fuels and metals. Financing this rail line could be achieved through the use of private monies with Federal, State and possibly county tax subsidies.

In addition to railway passenger service, trains are important transporters of commerce. An estimated 33,000,000 tons of freight are moved by rail each year in Marion County. Access to a railroad is an important element in the location of certain industries that move raw materials and finished products by train. Because it is approximately seven times more efficient to move material by rail than by trucks, the railroad will become an increasingly important mode of shipping. The encouragement of a viable rail system is certainly in the best interests of the economic and transportation needs of Marion County.

Bus Transit

On casual inspection of the existing transit system, it would appear that Marion County is reasonably well served by existing motorbus lines along its main arterials. However, the buses that run along 99E, Interstate 5, Highway 22 do so on schedules which are extremely inconvenient for the majority of the people living in these areas, providing as little as twice-a-day service, which, of course, is not sufficient to fully satisfy modern needs. Many people today demand instantaneous action: when they want to go to the store, they simply jump into a car and go. In order for the bus portion of mass transit to be a truly viable system in Marion County, even covering the routes proposed, schedules would have to be set up so they would provide at least hourly service at all times. This is not now economically feasible, nor will it be within the next 20 years. Accomplishing this would call for rather substantial subsidies and it is highly doubtful the voters of the area would care to finance this program. Consequently, it would appear that Marion County can look to only a marginal increase in the effectiveness of motorbus transport by the year 2000. Nevertheless, commuter services of some sort, even on a twice-daily basis, should be provided to all communities of 500 or more, to afford a means of transportation for those citizens who do not have automobiles. Specific proposals to achieve this are: summer service to Silver Creek Falls and year-round service to Scotts Mills and St. Paul. St. Paul should also be linked by bus to Newberg, in Yamhill County.

Bus service in the City of Salem is expected to improve markedly by the year 2000. It is hoped that a semi-automatic, customer activated, computerized system of "on call" buses can be in effect by then. In the process of updating, Salem's system should be expended with the population growth, to include a greater amount of the surrounding area. It is also anticipated that service to smaller cities around Salem will improve. Many commuters to Salem live in these cities such as Silverton, Mt. Angel, Aumsville and Turner. Scheduled summer service should be provided to the Silver Creek Falls recreation areas, augmenting the charter service now available.

Cities in the north corridor area are on two good highways and a rail route and are served with interstate bus service currently. These cities probably will not receive any other specialized treatment, but will benefit from any improvements the rail system and the two interstate bus carriers, Greyhound and Pacific Trailways, may institute.

An area of special concern in the future will be senior citizen developments. There are currently several of these in the County; one at Woodburn, one at Mt. Angel and several smaller ones in Salem, as well as two larger ones in Polk County. If the growth of this type of facility continues to follow national trends, by the year 2000 there will undoubtedly be several more large areas reserved for development of senior citizen dwelling complexes. Very frequently because of physical infirmity or just plain choice, these people do not have or wish to have automobiles. Consequently, they are dependent for their transportation upon public systems. At the present time, there is only very limited bus service provided for the Woodburn Senior Estates, Mt. Angel towers, etc. This service should be upgraded in the future, especially as many of the people living in these developments grow older, and are forced to give up their cars.

There are no specific capital improvement programs proposed for Marion County at this time except within the Salem urbanized areas, and there the capital improvement program becomes somewhat indefinite by the year 2000. Undoubtedly, Greyhound and Trailways both have some plans for the next few years, but their long range plans are dependent upon so many variables that they are virtually impossible to forecast. Hamman Stage Lines Company does not have any long range plans at this time. Hamman has for some time been operating on almost a day-to-day basis and it is possible that if the services of Hamman Lines are to be maintained or upgraded, some form of subsidy will have to be brought into effect.

In any case, the motorbus as we know it, must use the same highway system as cars and trucks. Thus, a balanced network of highways is vital to the function of any mode of surface transportation except trail.

Airports

Marion County is quite well served at present by several categories of air transportation, including emergency and recreational landing strips. Air freight is being handled sufficiently by public airports in all of Marion County. Of these, 13 are restricted use dirt strip, private airports, seven are heliports and the other two are paved and lighted public airports suitable for landing larger aircraft. McNary Field in Salem is classed as an air carrier airport, and as such is capable of handling commercial passenger aircraft commercial passenger aircraft such as the Boeing 737 jet.

The State Division of Aeronautics published the Oregon Aviation Systems, Technical Report in 1974. It analyzed present and future aviation facilities and needs throughout Oregon. There are no indicated needs or proposals for any new, major airports in Marion County. The State Aviation System Plan recommendations for airports in Marion County are limited to developing improved facilities at the existing McNary Field and Aurora State Airport.

Recommendations are made in the Airport Master Plan to improve McNary Field in Salem. Included will be lengthening and strengthening runways, additional lighting and navigational guides, and upgrading of the terminal buildings and taxiways.

A long range Master Plan for the Aurora State Airport was completed in 1976, by the State Aeronautics Division. The forecasted increase in annual aircraft operations is from 90,000 in 1975 to 387,400 in 1995.

Airport site development and operations compatibility are important land use and zoning issues. A public zone has been applied to the Aurora State Airport that limits uses to airport related operations including certain commercial and industrial activities.

Compatibility between the airport and land use adjacent to the airport is another concern. Residential developments and other noise sensitive uses have traditionally caused conflicts

with established airport activities at most airports. Also, structures and uses can pose a hazard to aircraft. To avoid these problems an Airport Overlay Zone has been applied to control building heights and to limit certain incompatible uses. In addition, special regulations in the Zoning Ordinances require that noise impacts be considered before approving new uses within the 1995 NEF 30 area shown on the Aurora Airport Master Plan.

The following airport recommendations focus on small private use airstrips and helicopter pads. The majority of small private use airports are simple dirt strips that serve personal needs. Farmers and other rural businessmen are finding aircraft beneficial to their activities and are seeking small airstrips located close to their operations. Agricultural spraying with aircraft is an example of a growing business in rural areas requiring additional airfields.

These small airports and private airstrips should not be expected to change, and additional small private airports will be scattered throughout the County. The location and use of these facilities will be reviewed on an individual basis as needed and land use compatibility is demonstrated.

Heliports presently are limited to the Capitol Mall, lumber companies and hospitals. Additional heliports should be built throughout the county, particularly at hospitals and near facilities providing medical treatment.

Transportation Disadvantaged

The Mid-Willamette Valley County of Governments completed a regional transportation plan for the transportation disadvantaged in January, 1980. Inventories of all existing and potential transportation resources are contained in the plan along with an assessment of how these resources can best be utilized.

The plan presents seven options available to Marion County to meet the transportation needs of the elderly, handicapped, young and poor. The options include various opportunities to cooperate and coordinate with Polk and Yamhill Counties in order to consolidate regional transportation efforts.

Marion County has adopted the Plan and is reviewing the plan to determine which of the options is most acceptable. Implementation of the program will depend on the availability of funding. Additional information about the transportation needs and the services which are available to the transportation disadvantaged can be found in the regional plan.

TRANSPORTATION POLICIES

1. Additional interchanges (access points) on Interstate 5 from the northern County line to the planned Chemawa Interchange, and from the existing Sunnyside Interchange to the southern County line shall be discouraged.

2. To ensure a minimization of interruption of traffic flow and to promote safety, the number of access points on collector and arterial roads shall be kept to a minimum. Wherever appropriate, roads of lower functional classification should provide the primary access to residential development.
3. Access to State and County Parks shall be provided by roads of major collector or higher functional classification.
4. Highway facilities should be developed in such a manner that valuable soil, timber, water, scenic, or cultural resources are not damaged or impaired.
5. New roads and highways should be designated to preserve and enhance natural and scenic resources.
6. Appropriate county roads should be designated as "scenic drives" and major development and billboards should be prohibited on such routes.
7. Encourage bus service to communities and areas presently not being served.
8. Airports and airstrips shall be located in areas that are safe for air operations and compatible with surrounding uses.
9. Residential development adjacent or near major highways should be designed to minimize adverse affects of traffic noise.
10. The development of unopened, dedicated public roads should be reviewed by Marion County for their consistency with the land use policies. When opening the road is appropriate, adequate roadway development standards shall be required.
11. Encourage the establishment of a cost-effective rail passenger service connecting the heavily populated urban centers of the Willamette Valley.
12. Encourage the use of underground pipelines that minimize the need for surface shipping and that are compatible with established land uses.
13. New transportation facilities of all types should use existing rights-of-way as much as possible to minimize disruption of existing land use.
14. Marion County will coordinate with other jurisdictions in the area to promote the development of integrated and improved transportation services for the transportation disadvantaged.
15. The adopted state master plans for public airports in the County are hereby adopted as part of the Marion County Comprehensive Plan.
16. The County shall adopt appropriate provisions to protect the public airports from incompatible structures and uses that shall be consistent with the Federal Aviation Administration guidelines.

17. Special review requirements shall be established to ensure that noise sensitive uses are not allowed in close proximity to public airports.
18. When partitioning, subdivision or a zoning permit allows more development to access on a County road, the owner shall be required, as a condition of approval, to dedicate the additional right-of-way necessary to meet County standards.
19. To minimize traffic hazards along rural roads, the Public Works Department or Road Department shall review all proposed driveways and accesses to County roads. Access locations shall be at the safest site possible and meet the minimum stopping sight distance requirements established by the Director of Public Works. Access shall be consolidated whenever feasible to keep to a minimum the number of access points.
20. New private roadways shall not be approved as access to more than 4 homesites except in planned unit developments (PUD's). When private roadways are approved as part of a subdivision or PUD, they shall be paved to county standards prior to recording the plat. Where private roadways are access to two or more partitioned homesites, the roadway shall be improved to County standard prior to issuance of a building permit for the dwelling in the approved partition. The maintenance of privately maintained access roads is neither the responsibility nor liability of the County.
21. Additional homesites shall not be approved on previously established private roads serving four or more dwellings unless no other means of providing access to the property is appropriate. Where such approvals are granted, the applicants may be required to sign an agreement to participate in any future road improvement districts.
22. Private streets in planned unit developments, and private roads on public streets in subdivisions that are privately maintained, shall be developed to County adopted standards and be maintained by the benefitting property owners. Maintenance agreements for the roadways shall be a mandatory condition of approval of such developments. Maintenance agreements shall be in the form of a Homeowners Association with covenants and restrictions dealing with road maintenance, or by means of deed restrictions to be included on the face of all articles of transfer for the development.

PARKS AND RECREATION

The long-range Park and Recreation plan was prepared to guide the Regional Parks and Recreation Agency in identifying the current and future recreational needs and desires of the citizens of Marion County.

RECREATION GOALS

To define a desirable future condition and to outline the ideal rural park system for Marion County. A successful park's program should contribute to the fulfillment and the leisure time needs of the citizens and to the business qualities of the area through creative leadership, facilities, and public open spaces that encourage individual satisfaction and generate community pride.

Additional information including inventories of recreational facilities, a discussion and inventory of historic sites and the Willamette Greenway Plan are contained in the Background and Inventory Report of the Plan.

PARKS AND RECREATION

RECREATION SPEC GOALS

- a. To identify and measure the needs and desires of the area's residents for park and recreational facilities and programs.
- b. To preserve and protect areas of unique natural and scenic importance for their original and intrinsic value.
- c. To maintain a relationship with our past through retention of historical sites and structures.
- d. To provide a system of multi-purpose parks for active and passive recreation.
To provide for the unique and recreational needs of the young, the aged, and the handicapped.
- e. To recognize and provide for special use areas and facilities not normally found in urban parks.
- f. To incorporate the ideal of environmental protection and stewardship of natural resources into acquisition and development of facilities.
- g. To optimize use of the public dollar through cooperative and coordinated facility acquisitions and development.

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To define a desirable future condition and to outline the ideal rural park system for Marion County. A successful park's program should contribute to the fulfillment and the leisure time needs of the citizens and to the aesthetic qualities of the area through creative leadership, facilities, and public open spaces that encourage individual satisfaction and generate community pride.

Additional information including inventories of recreational facilities, a discussion and inventory of historic sites and the Willamette Greenway Plan are contained in the Background and Inventory Report of the Plan.

RECREATION SUB GOALS

- a. To identify and measure the needs and desires of the area's residents for park and recreational facilities and programs.
- b. To preserve and protect areas of unique natural and scenic importance for their original and intrinsic value.
- c. To maintain a relationship with our past through retention of historical sites and structures.
- d. To provide a system of multi-purpose parks for active and passive recreation.
- e. To provide for the unique and recreational needs of the young, the aged, and the handicapped.
- f. To recognize and provide for special use areas and facilities not normally found in urban parks.
- g. To incorporate the ideal of environmental protection and stewardship of natural resources into acquisition and development of facilities.
- h. To optimize use of the public dollar through cooperative and coordinated facility acquisition and development.

- i. To provide for increased public access to rivers of the area and to encourage such uses as fishing, boating and swimming.
- j. To recognize and encourage private recreational facilities that help semi-public needs and are compatible with the goals and policies of Marion County.

INVENTORY AND NEEDS

The needs of the park system were determined through citizen input and by comparing present recreational facilities in the County with national recreation standards on the basis of population and population projections.

The Inventory and Needs (See Table No. 3) are a projection of the Recreational Standards identified in Table No. 4. They reflect the optimum ideal system for Marion County.

PARKS AND RECREATION POLICIES

These policies are not meant to be all-inclusive. It is recognized that there are and will continue to be expressed needs for recreational opportunities that are generally not represented in the County. Because most of these new recreational opportunities will require major investments, each should be considered on its own merit and public demand.

The ideal park system will serve as a standard which Marion County will use to evaluate the ongoing process of developing a park and recreation system.

Under current economic conditions, the ideal park system may never be reached. Therefore, policy recommendations should be developed in establishing priorities that are economically feasible but directed toward the ideal park system.

The assumptions, data, criteria, and policy recommendations are flexible and subject to review and revision as circumstances require.

General Policies

1. Site selection should take into consideration topographic and physical features, water areas, wooded areas, etc.
2. There shall be a balance between day use facilities for social interactions and natural, scenic areas for serenity and solitude.
3. Whenever possible, public agencies should consider leasing land to private enterprises for public activities which are compatible with the area and open to and for the benefit of the public.

4. Parks and open space areas should retain natural vegetation as much as possible to provide habitat for wildlife.

General Outdoor Parks

5. The County shall have the responsibility of providing these parks.
6. These types of parks should be provided near urban and urbanizing areas whenever possible.
7. These parks should provide an escape from the daily routine.
8. Where appropriate, the County should provide drinking water, restrooms, sanitation facilities, and trash disposal/collection. All facilities shall meet Oregon State Health Department requirements.
9. Off-road parking either in or around parks shall be provided.
10. Facilities within a park may be adjusted to meet the needs and desires of an area and character of the site.

Water-Oriented Parks

11. These parks may exist individually or be incorporated into multi-use urban and rural parks.
12. Swimming areas in the County parks shall conform to requirements of Oregon State Health Department. Swimming in particularly hazardous areas is discouraged.
13. Encourage and assist, where feasible, both private enterprises and other public jurisdictions to develop around water areas.
14. Existing parks along the Willamette River will supply a considerable portion of water-oriented recreational opportunities in the County.
15. Areas should not only be provided for fishing but there should be development and maintenance of those fishing areas which would provide for good fishing habitats.

Regional Parks

16. Due to regional service of these parks, it should be the State's responsibility to provide them.
17. Site selection should take into consideration topographic and physical features, water areas, wooded areas, etc.

Local Community Parks

18. Local jurisdictions shall have the responsibility of providing these parks.
19. Local jurisdictions should use the policies and standards contained in the "Park and Recreation Technical Study, Salem and the Urban Growth Area" as a guide.
20. The County should maintain a role of:
 - a. Encouraging local jurisdictions to provide local community parks;
 - b. Assisting local jurisdictions in acquiring park land inside an adopted Urban Growth Boundary;
 - c. Providing technical expertise;
 - d. Assisting in securing funds.

Campgrounds

21. Offer a variety of camping experiences from the primitive campground to the improved. Some campgrounds may offer all varieties, while others offer only one.
22. Take advantage of natural attractions.
23. Encourage State and Federal governments and private enterprise to provide overnight camping facilities.
24. The County shall consider developing campgrounds only after it is proven other agencies and private enterprise are unable to provide them. In situations where the County would provide campgrounds, operation of the area would be on a concession basis.

Trails

25. Trails should:
 - a. Take advantage of natural resources and scenic beauty.
 - b. Connect cities, communities, parks, and other points of interest.
 - c. Connect with other trails and/or make a complete loop to give the user the opportunity to return to starting point by a different route.
26. Parking should be provided at the trail head.
27. Trails shall be designated to discourage off-road vehicles.

28. Trails shall be designed to keep damage to private property and natural and unique resources to a minimum.
29. Planning of trails shall be in coordination with other agencies to tie in with their plans, enhancing the State of Oregon's trail system.
30. All trails connecting parks, cities, communities and other public facilities within the Greenway will comply and be consistent with the Greenway plan.
31. Trails that require more than one day to travel shall provide adequate camping and water.
32. Encourage the State to buy camping facilities along bicycle trails for touring bicyclists.
33. Trail surface shall depend on method of transportation.
 - a. Bicycle paths must have a hard surface.
 - b. Equestrian and footpaths should not be paved.
34. Equestrian trails shall be built and maintained by private or equestrian clubs.
35. In areas where existing rights-of-way cannot be used, 15 feet of easement should be obtained.
36. Physical separation of bike paths from motorized traffic is desirable and should be done whenever possible. However, when physical separation is not feasible, bike lanes should be clearly marked on the roadway.
37. Encourage the State to license bicycles to help pay for bicycling facilities.
37. (1) The County shall cooperate and work with the State Parks and Recreation Division and other involved agencies when a program to establish the Indian Ridge Trail is initiated. If a trail designation is made the County shall determine if there are any land use conflicts and develop a program to resolve any identified conflicts.
37. (2) Conditional use applications adjacent to the Oregon Loop Trail shall be evaluated and any potential conflicts with this bicycle route shall be resolved prior to the approval of the proposed conditional use.

Scenic Ways

38. Should provide:
 - a. Linear areas of natural beauty connecting parks, schools, and other public places.

- b. Conservation of scenic and natural beauty.
 - c. Buffers to thoroughfares and conflicts land uses.
38. (1) The County shall cooperate and work with National Park Service, other involved agencies and property owners during the inventory and designation phases of the Wild and Scenic Rivers program to provide relevant information. If any rivers are formally designated as Wild and Scenic Rivers the County shall determine if there are any conflicts related to Wild and Scenic River System designations and develop a program to resolve any identified conflicts.

Wayside Areas

- 39. Should be left, for the most part, in their natural state.
- 40. Where development as in a roadside rest area occurs, the appropriate Highway Department should provide development and maintenance.

Off-Road Vehicle (ORV) Site

- 41. County should encourage specific sites. These sites should be established through a conditional use review application process included in the Zoning Ordinance.
- 42. Encourage the State and Federal governments to make existing public lands available for use.
- 43. Development should be in areas which have little other use and where the activity will not result in resource damage. Example: an old gravel extraction site.
- 44. These facilities shall be located and planned to minimize harassment of wildlife and adjacent land uses.
- 45. ORV (off-road vehicles) are prohibited in all County parks except on existing roads and where specifically designated.
- 46. All property lines shall be well-marked in areas designated for off-road vehicles.
- 47. Four-wheel drive vehicles and dirt bikes should be on separate sections of the site.

Golf Courses

- 48. Should be furnished by private enterprise.
- 49. Once private courses are at or near playing capacity, the County, in conjunction with local jurisdictions, should then consider development of public courses.

Historical Sites

50. In an effort to designate and preserve buildings and sites of special historic, cultural or architectural interest, Marion County shall adopt a special review process for building permits and land use applications. The process is designed to minimize land use conflicts involving Historic Sites. Those structures and parcels subject to this review are listed in the Background Report and are identified on the Parks and Recreation map of the Plan.
51. The County shall encourage identification of all buildings, sites, and county parks with historic significance to show those areas as places of public interest and to pay tribute to that history.
52. The County will encourage the State to acquire, renovate, and maintain areas of regional or statewide interest.
53. The County will encourage historical organizations to acquire, renovate, and maintain areas of local interest.

Open Space

54. Multiple use of lands such as those adjacent to reservoirs, land reclamation sites, power line rights-of-way, flood control areas, public transportation rights-of-way, under overpasses, etc., are encouraged as open space providing public health and safety standards are met.
55. Provision for open space should be encouraged in Federally assisted programs.
56. Encourage much of the land adjacent to the UGB be preserved as open space.
57. Encourage private land owners to preserve lands functioning as open space.
58. Encourage preservation of lands adjacent to major streams as open space.
59. Tree preservation and planting to separate conflicting uses and provide scenic and recreational opportunities and should be encouraged whenever feasible.
60. Scenic, natural and historic sites should be preserved and utilized as open space.
61. Conserve landscaped areas such as public or private golf courses, that reduce air pollution and enhance the value of abutting or neighboring property.

The State Legislature (ORS 308.740-308.790) is encouraging property owners to place their land into an open space designation rather than be forced to convert the land to a more intensive use due to economic pressures of property taxation. This program is

intended to minimize the tax burden on unique lands with open space value that may otherwise be developed. Applicants whose property is approved by the Assessors Office and the Planning Commission for this designation pay substantially lower property taxes as long as the property is in open space use.

In reviewing these applications, the following criteria will be used to determine appropriateness and public value of granting the open space land classification. Before an application can be approved, findings demonstrating compliance with all of the following criteria must be made in each case.

1. The property has the potential to be developed or otherwise placed into a more intensive non-open space use.
2. The property has significant scenic, natural, historic, wildlife or other open space values that makes it valuable to the general public to retain in its present state.
3. The loss of revenue to the County will be outweighed by the property's value.
4. The land will be retained as open space on a permanent basis.
5. The proposal is consistent with the intent of the above open space policies.

PARKS AND RECREATION OBJECTIVES

The Regional Parks and Recreation Agency has proposed the following objectives for development and location of additional recreational facilities in the County. These recommendations will be placed in priority and the implementation plan will proceed as funding becomes available. They are the result of applying the preceding standards and policies to the conditions in Marion County.

North Marion Area

General Outdoor Parks

- Acquire and develop approximately 20 acres of park lands along the Pudding River around Aurora.
- Acquire and develop approximately 20 acres of park lands in the Hubbard area.

Water-Oriented Parks

- Repair or replace boat ramp at San Salvador Park and add a parking lot.
- Develop St. Louis Fishery as a water-oriented park jointly with the State.

Regional Parks

- Encourage the State to further develop Champoeg Park.

Campgrounds

- Encourage the State to supply additional campsites at Champoeg Park.

Natural Preserves

- Encourage the State through the Willamette Greenway to establish a 120-acre parcel in the Jackson-Lambert Bend area (river mile 64-65).

Trails

- Bicycle paths to connect all urban areas and Champoeg State Park, Willamette Mission State Park, St. Louis Fishery, and most new park areas. Paths should follow right-of-ways and roads where possible (see Parks and recreation map).

Golf Courses

- Support the North Marion County landfill master plan to develop a golf course at the landfill. The County could encourage private ownership and development.

Greater Salem Area

General Outdoor Parks

- Acquire 10 acres adjacent to Spongs Landing and further develop the park to include additional trails, paths, open play fields, and nature studies.
- Develop Bonesteel County Park as a general outdoor park.
- Acquire and develop an approximately 40-acre park north and west of Joryville.
- Acquire 10 acres adjacent to Joryville Park and further develop the park to include additional trails, paths, open play field, and nature studies.

Water-Oriented Parks

- Encourage the State to take over administration of Wheatland Ferry and expand the boat to two lanes.

- Acquire and develop a 50-acre park south of Spongs Landing in the Beard-sley Bar/Rice Rocks area.
- Acquire and develop an approximately 28-acre park down river 5 to 10 miles from Buena Vista, around the Junson Rocks area.

Regional Parks

- Support and encourage the State to develop Willamette Mission State Park as a regional park. The State should also incorporate Lee Mission site and Wheatland Ferry into the park.

Trails

- Should provide bicycle paths near the Willamette River from Salem to Spongs Landing, Willamette Mission and Wheatland Ferry where the path could cross the river and tie into the Polk County path. Path should also connect Salem with other communities. These paths should follow existing rights-of-way and roads where possible (see Parks and Recreation map).

Historic Sites

- Encourage the State to acquire and upgrade the Lee Mission site to a major historical site.

Scenic Ways

- The character of the right-of-way for the proposed Salem-Willamette Mission hike and bike path should be preserved as a scenic way.
- The waterfront across from Independence containing the northern loop of the proposed Salem-Independence bike path should be preserved as a scenic way.

East Marion Area

General Outdoor Parks

- Acquire and develop 15 to 25 acres of park land along Abiqua Creek north of Silverton.

Water-Oriented Parks

- Acquire and develop an approximately 12-acre park south of Silverton. A unique opportunity exists at the Silverton Reservoir and should be further explored.

Regional Parks

- Encourage the State to expand such facilities as picnicking, paths, and trails at Silver Falls Park.

Trails

- Bicycle paths should run to all communities, the proposed park at the Silverton Reservoir, and Silver Falls State Park (see Parks and Recreation map).

South Marion Area

General Outdoor Parks

- Acquire and develop an approximately 55-acre park in the Stiener Hill-Miller Butte vicinity.

Water-Oriented Parks

- Acquire and develop a 13-acre park in the Stayton area on the Santiam River.

Trails

- Should provide bicycle trails that would run to the G.S.A., Buena Vista, Ankeny N.W.R., and all communities. Should also provide an equestrian/hiking trail from Stayton up the Santiam River to the Little North Fork. The trail should also follow existing rights-of-way and roads where possible (see Parks and Recreation map).

Santiam Canyon Area

Water-Oriented Parks

- Encourage BLM to expand swimming facilities at Canyon Creek Park.

Campgrounds

- Encourage BLM to expand facilities at the BLM-owned portion of Salmon Falls Park. County should consider allowing BLM to expand tent camping onto the County-owned portion of Salmon Falls Park (BLM would maintain).
- County should get County-owned Salmon Falls Park transferred to BLM ownership.

Trails

- The State Parks Department has proposed a hiking trail near the Santiam River from Mill City to Big Cliff Dam. The first stretch of this trail between Mill City and Gates is also proposed to be a bike path.

SCENIC AREAS

The scenic areas described below were identified by the Nature Conservancy and the Regional Parks Department as being significant or potentially significant scenic resources. Additional sites identified by the Nature Conservancy that are primarily valued as wildlife habitat are discussed in the section on Environmental Quality and Natural Resources.

A general location of the Scenic Areas is shown on the parks and Recreation map in the Comprehensive Plan. Detailed maps illustrating the extent of these areas and the properties involved are appended to the Background and Inventory Report.

1. Feasters Rocks - Approximately 4.5 miles south of St. Paul a canyon, chasms and a river bank that remains in the natural state. This area extends about one mile along the river and contains approximately 10 acres.
2. Abiqua/Homestead Falls - These falls are located nine miles southeast of Silverton and two miles northeast of Silver Creek Falls State Park. Both of these falls are located in an area that has been logged but is beginning to regenerate.
3. Drift Creek Falls - This waterfall and deep gorge is located nine miles southeast of Silverton and two miles west of Silver Falls State Park.
4. Butte Creek Falls - This scenic area consists of a series of three falls, Upper, Middle and Lower Butte Creek Falls. It is located approximately 10 miles southeast of Scotts Mills, off of Crooked Finger Road. The State Forestry Department owns the land adjacent to the falls and has designated a 90 acre area immediately surrounding the falls for recreation park use.
5. Butte and Rhody Lakes - These lakes are situated at the headwaters of Butte Creek approximately 16 miles southeast of Scotts Mills.
6. King Tut's Tomb - This rock formation is located along the Little North Fork of the North Santiam River, approximately eight miles upstream of its confluence. This geologic feature is approximately 25 feet tall and 50 feet in diameter and consists of horizontal rock columns that have the appearance of steps tapering up to the top. Gas pockets in the molten rock formed two caves in the rock formation. The surrounding area has been logged and new vegetation is beginning to regenerate.
7. Phantom Natural Bridge - The 12 acre scenic area owned by the United States Forest Service is located six miles northwest of Detroit off of French Creek Road.

The natural arch was created by a lava flow that covered less resistant material which has since eroded away leaving the bridge.

8. Rocky Top - The 5,014 foot mountain is three miles northeast of Niagara. A trail travels to the top of the peak and the surrounding 178 acres.

Protection of Scenic Areas

Feasters Rocks (No. 1) is adequately protected by State ownership of the southern two-thirds of the property. Also, the EFU (EXCLUSIVE FARM USE) zone and the County Flood Plain Ordinance limit the intensity and entity of land uses that could conflict with the scenic value of this area. Finally, the Willamette Greenway Overlay zone provides additional protection by requiring County and State review and approval of vegetation removal and stream bank modifications.

Abiqua and Homestead Falls (No. 2) are zoned TC (TIMBER CONSERVATION) and Drift Creek Falls (No. 3) is zoned EFU (EXCLUSIVE FARM USE). Both of these resource zones afford protection of these scenic areas by limiting the type and density of development in the vicinity. Also, the Forest Practices Act calls for protection of streams and watersheds which typically includes restrictions on timber cutting in close proximity to streams. The combination of these two enforcement tools appear to furnish adequate protection for these areas.

Butte Creek Falls, Butte and Rhody Lakes, Phantom Natural Bridge and Rocky Top (No.'s 4, 5, 7, and 8) are protected by virtue of public ownership. The public agencies involved are cognizant of the value of these areas and are managing them accordingly. Also, the park status of the land adjacent to Butte Creek Falls provides additional protection of the qualities of this resource.

King Tut's Tomb (No. 6) is zoned TC (TIMBER CONSERVATION). This zone precludes intensified development that might conflict with the visual quality of this geologic formation. The timber has already been cut near the rock, but has not had a significant impact upon its scenic value and interest.

Scenic Area Policy

The impact of proposed uses regulated by this Ordinance on a scenic area designated in the Marion County Comprehensive Plan shall be evaluated. If significant conflicts are identified, approval of the proposed use shall be conditioned as necessary to mitigate the conflict.

TABLE NO. 3

PARKS AND RECREATION INVENTORY AND NEEDS

	Existing Supply			Additional Need by 1980			Additional Need by 1990			Total Need		
	N	E	SC S	N	E	SC S	N	E	SC S	N	E	SC S
General Outdoor (Acres)	-	187	286 - 89	74	19 - 43	281	14	6.5 - 8	45	88	25.5 - 51	326
Water-Oriented (Acres)	210	-	138 - 22	-	27 - 31	314.5	-	5 - 6	41	-	32 - 37	355.5
Regional (Acres)	9,806 Countywide			No Additional			No Additional			No Additional		
Campgrounds (Sites)	760 Countywide			80 Countywide			140 Countywide			220 Countywide		
Natural Preserves (Acres)	16,900 Countywide			No Acreage Standard			No Acreage Standard			No Acreage Standard		
Trails (Miles)	In State & Federal Lands			No Mileage Standard			No Mileage Standard			No Mileage Standard		
Historic Sites	33 Countywide			No Standard			No Standard			No Standard		
Golf Courses	-	1	1 1 7	1.3	- - -	-	0.3	- - -	0.5	1.6	- - -	0.5
Waysides (Acres)	103.5 Countywide			No Acreage Standard			No Acreage Standard			No Acreage Standard		
Scenic Ways (Acres)	None			No Acreage Standard			No Acreage Standard			No Acreage Standard		

This chart shows inventory and needs for the individual rural subcounty areas. The "N", "E", "SC", "S" and "GSA" in the chart heading refer to "North", "East", "Santiam Canyon", "South", and "Greater Salem Area" subcounty units. A more detailed breakdown of this information and information on the local community within the County are available at the Regional Park and Recreation Agency's Office.

TABLE NO. 4

RECREATION STANDARDS

<u>Facility</u>	<u>Purpose</u>	<u>Acres of Facilities per "X" Population</u>	<u>Size</u>	<u>Service Area</u>	<u>Location</u>	<u>Facilities/Activities</u>
Outdoor Parks	Encourage access and use of scenic and natural beauty at a level that will still afford protection of the various site resources.	2.75 Acres/1,000 persons	Minimum 5 acres	Variable	Should be well distributed, depending upon available resources	Day use activities fishing, swimming, hiking, nature study, picnicking, horseback riding, trails, and shelters.
Water-Oriented Parks	Encourage access to and use of waterways	2.50 Acres/1,000 persons	Minimum 5 Acres	Variable	Reasonable access to all parts of the community.	Swimming, boating, and fishing. Depending on the park emphasis, improvements such as docks, rafts, buoys, and boat ramps shall be provided.
Regional Parks	Provide large "natural state" area for the people of a large area	20 Acres/1,000 persons	500 to several thousand acres	Variable - county and larger	Largely dependent upon available resources	Campgrounds, picnic and day use areas, of regional importance, trail systems, parking, rest-rooms, and water-oriented activities if possible. May also include areas of extensive development.
Natural Preserve	Preserve unique resources	N/A	Variable - may be of community or regional	Variable	Depends upon available resources	Compatible activities: viewing, hiking, walking (for access and exposure ..not an activity), nature study and protective facilities, fencing, elevated walks, guardrails, etc. where needed.

<u>Facility</u>	<u>Purpose</u>	<u>Acres of Facilities per "X" Population</u>	<u>Size</u>	<u>Service Area</u>	<u>Location</u>	<u>Facilities/Activities</u>
Scenic Ways	Provide linear areas of natural beauty interconnecting other parks and facilities. Conserve scenic and natural values particularly waterways and flooding areas, and buffer areas.	N/A	Variable	Variable-local to regional	Dependent upon resource; however, transportation and utility corridors should be considered.	Walking, bicycling, or horseback riding, boating/fishing, picnicking, and nature study, trails and paths.
Waysides	Provide small automobile-oriented enclaves for passive recreation on designated scenic routes.	N/A	Up to 1 Acre	Variance	Depending on the location of thoroughfares, waysides, should be on high points or near water areas.	Picnicking and signs describing the various natural historic, and cultural aspects.
Campgrounds	Provide overnight camping.	250 Persons/campsite	Variable	Variable	Depends on available resources; should be in semi-natural or natural areas.	Depends on the type of user for which the area is intended.
Historic Sites	Identify and preserve local historic sites and structures for enjoyment and education.	Variable	Variable	Variable-city-wide to regional importance.	Depends on available resources.	Activities that will not harm or endanger the site (structures limited to tours). Interpretive and protection facilities, signs, trails, and fencing.
Trails	Provide trail/pathway type of transportation routes within and between cities, communities, parks and other areas of natural beauty.	N/A	N/A	Variable	Dependent upon location of facilities.	Bike paths, hiking, and equestrian trails.
Golf Courses	Provide golfing for public use.	1 Per 20,000 persons	Variable	Variable	Variable	Covered areas, off-street parking, automated irrigation, green and fairways.

Not all types of facilities have population ratios nor have they all been spoken to here. For those facilities, determination of and planning for future needs will be based upon expressed desires and opportunities.

WILLAMETTE RIVER GREENWAY

The purpose of the Willamette River Greenway is primarily to protect and preserve the scenic and recreational qualities of lands along the river. This will be accomplished both by purchase in fee title, or scenic easement of significant lands, and by County land use review to assure that any development or change in land use would be compatible with the Greenway.

Those lands subject to Greenway compatibility review are included within the Greenway Boundary. The location of the boundary is shown on aerial photo maps on file with the Marion County Planning Division and with the County Recorder.

A more detailed discussion of the various aspects of the Willamette River Greenway Program is included in the Background and Inventory Report. Included are elements such as the Greenway Law, Greenway Goal and agency planning roles. In addition, a detailed inventory of river resources and conditions is also included.

The Greenway is not a taking of land, since all public land acquisition in fee title must be from a willing seller. In addition there is no need, nor is there any intention, either by the State or local government to purchase all lands along the river. Therefore, most of the lands will remain in private ownership with no right of public use or trespass. Much of the present status of lands along the river is due to private owners management for flooding or erosion control. A majority of the lands along the river presently are either in natural vegetation or farming. There is very little potential of the majority of these lands in Marion County for intensification or change of use that would be for maintaining natural vegetation along river banks for erosion control, and locating homesites in a manner sensitive to the visual qualities of the river environment.

This stability of existing land use is based upon the following land use control programs.

- a. Approximately 90 percent of the lands along the Willamette River in Marion County are designated by the Comprehensive Plan for either farm use or public and semi-public use.
- b. Approximately 90 percent of the lands along the Willamette River in Marion County are subject to flooding. A flood overlay zone requires County review of all structures proposed for this area.
- c. Approximately 80 percent of the lands along the Willamette River in Marion County are presently zoned in restrictive agricultural zones that prohibit subdivision development.

The land use control aspect of the Greenway program will continue to be a County responsibility, thereby keeping the review procedures at the local level where maximum citizen involvement can be provided.

Greenway Management Policies

The following Greenway management policies will guide and direct any action taken by the State, County and property owners with respect to the Willamette River Greenway. These policies are:

1. Farm use is compatible with the purpose of the Greenway and should not be restricted by the Greenway.
2. It is not necessary to acquire all of the land along the river for public use. The majority of these lands should remain in private ownership.
3. The development of areas acquired for public use shall be reviewed by the County to determine compatibility with other activities along the river. A public hearing shall be held.
4. Recreational needs at various levels should be provided for with minimal adverse impact upon adjacent private land.
5. Public access to the river should be provided on a limited basis in rural areas. Most of the river access points should be in urban areas and public parks.
6. All public access and recreational facilities should be located and designated to minimize trespass and vandalism on adjacent property.
7. Significant fish and wildlife habitat shall be protected as an important attribute of the Greenway.
8. Scenic qualities, such as the vegetation fringe along the riverbank, shall be protected, maintained and managed to the maximum benefit to the Greenway purpose.
9. Timber harvest and management is compatible with the Greenway when maintenance of all of the qualities of the program are considered.
10. Aggregate extraction may be permitted within the river channel and on lands adjacent, when determined to be compatible with the purpose of the Greenway. Proposed extraction activities shall be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use.
11. In addition to zoning, a County Greenway compatibility review process shall be developed to review any proposed land use change or development within the Greenway boundary.
12. It is recognized that the facilities required by public utilities within the Greenway boundary such as: water, sewer, telephone, natural gas, and electricity are necessary for the public health, safety and welfare, and are compatible with the purpose

of the Greenway. These facilities shall be located and constructed in a manner least obstructive to the qualities of the Greenway when determined by the compatibility review process.

13. To encourage the continued dredging of the Willamette River for the purpose of channel maintenance, bank stabilization and to facilitate commercial river traffic. Dredging operations should minimize the adverse impact on existing fish and wildlife habitat, riverbank vegetation and public and private property.

ECONOMIC DEVELOPMENT

INTRODUCTION

In addition to the environmental and social considerations of Comprehensive Land Use Planning, it is necessary to consider the economic relationships as well. In determining land-use policy and making land use related decisions, it is vital that the economic impacts are made a part of the process. The nature of comprehensive planning indicates that these economic considerations be generalized and in the best interest of the general public. The Plan clarifies determining specific individual economic relationships. It sets the general guidelines for making larger County-wide land use decisions and provide the economic perspective that can also be extended to specific issues.

This chapter should help to understand economic conditions and trends of Marion County so that land use decisions by governmental agencies and individual businesses can enhance the economic viability of Marion County.

The following information is a summary of the economic study of Marion County done by Economic Consultants of Oregon.

ECONOMY

MARION COUNTY'S ECONOMY: PAST AND PRESENT

Marion County's economy is an integral part of the larger economic systems of the nation, the state, and the Willamette Valley, all of which share common economic patterns. As employment in the U.S. increased from 56.2 million in 1950 to 77.3 million in 1970, its composition changed markedly. Both the relative and absolute amounts of employment in agriculture, fisheries and forestry decreased. During the same period, shares of employment in wholesale and retail trade and in services and government increased while the share in manufacturing decreased. The shift of employment toward services and trade (and away from agriculture and more recently manufacturing) results mainly from innovations involving over large portions of their increasing real incomes to private and public services while at the same time there have been no corresponding increases in labor productivity in service and trade industries (such as technology has brought to manufacturing).

As recently as 1973, four major sectors accounted for well over 80% of Marion County's employment and payroll: government, wholesale and retail trade, finance, insurance, real estate, and other services; and manufacturing. Government's share is the only one of these four likely to decrease in the future. The inventory of industrial land has been increased in the Salem urban area to encourage development of new plant industry and to affect the decline in other basic sector employment.

The four industries that provide most of Marion County's manufacturing employment are (1) food and kindred products and (2) lumber and wood products. They also are the

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The two industries that provide most of Marion County's manufacturing employment are (a) food and kindred products and (b) lumber and wood products. They also are the

manufacturing subsectors least likely to experience long-term growth. Food and kindred products clearly dominates the County's and Mid-Willamette Valley's employment and payrolls in the manufacturing sector. Lumber and wood products although it is not as important in Marion County as it is in the rest of the state, represents a significant share of manufacturing employment. The only other portion of the manufacturing sector worth noting is printing and publishing industries which are more concentrated in Marion County than in the rest of the Mid-Willamette Valley.

Marion County's relative concentration of employment in trade reflects the County's role as a regional center for neighboring counties. The concentration of finance, insurance, real estate and other services in Marion County relative to the Mid-Willamette Valley and in Salem relative to Marion County further indicates the County's and especially Salem's role as a regional growth center.

Government, the other major employment sector in the County, is hardly a surprise since Salem is the state capitol. State government dominates both federal and local government at the County level. State and federal payrolls are a mainstay of the local economy. They act as "new" and "outside" money to stimulate the production of local products in much the same manner as the manufacturing industry.

The remaining sectors that make up employment in Marion County should be considered in two groups: (1) agriculture, fisheries and forestry; and (2) other assorted activities.

Agriculture and forestry play an unusual role in the County. Agriculture, in particular, while not providing a large share of incomes or employment, provides raw materials for food processing (the leading source of manufacturing employment in the County).

Also, 41 percent of the County's land area was in farms as of 1974. Much like agriculture, forestry's impact is indirect. Nearly 46 percent of Marion County's land area is commercial forest. The link between forests and employment and payrolls in lumber and wood products is obvious. Fisheries are limited to government employment in state-operated fish hatcheries.

None of the other sectors are large enough to warrant separate discussion. The sectors: transportation, communications, and utilities, construction and mining are necessary for efficient operation of the County's economy.

HUMAN RESOURCES

The human resources of Marion County are skills, training, and education embodied by the residents of the County. There are three interrelated categories or topics under which human resources can be addressed: (1) labor force; (2) demographic characteristics; and (3) income level and distribution.

Marion County's labor force resembles that of neighboring counties and the state. The presence of state government within Marion County gives the County a higher percentage

of institutional occupations. Since the County's educational patterns are very similar to the state's, the population's mix of skills is similar to those in the entire state.

The 1975 population of Marion County was 166,500, approximately 7.25 percent of the state's total population. The age groupings in Marion County differ only in the over-65 category from those of the state. The over-65 category is relatively larger in Marion County than in the state as a whole. The urban-rural dispersion of population is approximately two-thirds living in urban areas. However, only an estimated one quarter of the county's rural residents are classified as farmers.

Income and its distribution is used frequently as a measure of economic well-being. The per capita income in Marion County in 1974 was \$5,117. This was about 98 percent of the per capita income level for the state. Median income in Marion County was \$12,670 in 1975, 5 percent less than the state average. Compared to the state, both the Mid-Willamette Valley and the County have a high concentration of poor.

THE FUTURE OF MARION COUNTY'S ECONOMY

Since there are no factors that are likely to have a major influence on development of the County's economy different from those that affect the state's economy in general, forecasts presented in the economic report assume no major shifts in present trends for the County's economy.

The population of Marion County should grow nearly double between 1975 and 2000. There are no likely significant shifts of population between Marion County and other areas of the Mid-Willamette Valley. The labor force participation rates will increase by between 47 and 54 percent caused largely by increasing female entry into the labor force.

The forecasts imply that the County will continue its role as a regional economic center, although growth in the amount of goods and services sold to other areas is likely to diminish. The largest source of growth in employment is likely to be those in retail trade and services.

Employment will shift toward white collar occupations as demand for workers declines in manufacturing and construction. Unless attempts to attract new industry are successful the increased demand for workers in trades and services will be met by some combination of immigration and manpower development programs.

Although real per capita income no doubt will increase in the next decade, the rate of increase will probably drop. Two factors will contribute to this. First is the shift in occupational structure from construction and manufacturing toward lower paying service and trade sector. Second is the large number of poor within the County.

The decline in agricultural employment will continue, but the farm as an economic unit should remain viable assuming there are no major shifts in public policy directed against

their efficiency. Recall that agriculture's share of Marion County's employment understates agriculture's importance because it fails to account for the indirect affect farm production has on manufacturing, notably on food and kindred products. Forest lands in the County are held largely by the federal government. Since segments of Marion County depend on the availability of forest resources, the County should have input on management of these forests.

CONCLUSIONS

The economy of Marion County involves very complex issues beyond land use planning. It appears that County land use policies will have only minimal effect upon general economic conditions since most economic factors are related to regional, statewide and national market conditions. The main function of the economic goals and policies of Marion County are to enhance economic conditions relative to land use decisions. The most direct affect upon the economy will be in areas of land based economic activities such as agriculture.

The farm land preservation policies are directly related to maintenance of the food processing industries economic base. The removal of farm land from production will reduce economic stability of these associated industries.

Economies of scale are important to keep in perspective when considering land use economics. These scales range from the overall regional economy to the individual economic conditions of each citizen of Marion County. All decisions of land use control or development incentive must consider the larger regional economic objectives. For example, denial of a land division may have an adverse economic effect upon the individual property owner, while at the same time the decision may be necessary to the continued viability of the agricultural economy. These relationships must be kept in perspective in achieving the long-term economic goals of the County.

Marion County and the cities in the County have developed and adopted an Overall Economic Development Program (OEDP) to set the direction for development action. The OEDP document contains data and analyses of current and long-term trends of growth and change in the population and economy of Marion County.

In compliance with the guidelines adopted by the Economic Development Administration (EDA), public works and business development projects in the County must be consistent with the program in order to be eligible for EDA funding.

The economic goals and policies of the Marion County Comprehensive Plan are consist with those of the OEDP.

Marion County's major economic goals are:

- a. Provision of increased employment opportunities for all residents of the County;

- b. Maintenance of a strong agricultural economy;
- c. Preservation of appropriate areas for timber production;
- d. Diversification of the economic base of communities, and expansion of seasonal employment opportunities to year-round status wherever possible;
- e. Provision of sufficient areas for future industrial land use;
- f. Development of a transportation system for the safe and efficient movement of persons and goods for present needs;
- g. Coordination of planning and development of public facilities;
- h. Development of a strong tourist economy in appropriate areas;
- i. Achievement of a natural resource use pattern which provides for tomorrow's needs, today's needs and the protection of the environment.

The policies and objectives which have been developed and adopted to meet these goals are contained in the Marion County Overall Economic Development Plan.

ENVIRONMENTAL QUALITY AND NATURAL RESOURCES

INTRODUCTION

The quality of life in Marion County is directly related to the quality of the physical and natural environment. Marion County presently has relatively high quality air, water, and land resources. Man's relationship to and use of these key physical elements comprise the land use issues of environmental quality. In considering land use possibilities and alternatives, effect on the physical environment and natural resources is of significant importance. The goal of environmental quality planning in Marion County is: The property use and management of our air, land, and water resources to maintain our physical, social, and economic well-being.

The definition of land use includes the use of air and water. The land use relevance and impact on the quality of the environment are summarized in the following sections.

WATER QUALITY PLANNING

Within Marion County there is an abundant quantity of water of relatively high quality. As discussed in the Background section, water is found as both surface and ground water sources. **ENVIRONMENT** life and its availability is important to many land use activities. In identifying land use designations and alternatives, the effects on the quantity, quality, and availability are important determinants.

The main beneficial use for our water resource is for domestic and industrial water supply, agriculture, fish and wildlife habitat, recreation, and power generation. Since there is a sufficient supply of water for the projected needs, the issue becomes one of adequate quality to serve the intended uses. Most of man's waste, both domestic and industrial, is carried in water to sewer treatment systems and then to natural streams. Accumulated human and industrial wastes are pollutants that degrade the usability of the water resource.

The Federal Water Pollution Control Act Amendments of 1972 require control of all water pollution throughout the nation. The U.S. Environmental Protection Agency is required to establish regulations and guidelines to implement this law. It is then up to cities, counties, and special districts to construct facilities or develop programs to specifically control pollution.

The State Department of Environmental Quality sets standards for water quality throughout the State. The Mid-Willamette Valley Council of Governments has been designated to develop planning strategies for identifying and controlling water pollution for the cities and counties in the region. The Section 206 Area-Wide Waste Treatment Management Plan being developed by CDG is made up of the following sub-plans:

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- a. Urban Storm Water Runoff;
- b. Master Sewerage Plan;
- c. Individual Waste Disposal; and
- d. Soil and Sediment Control.

These plans recommend policies and programs to control both point sources and non-point sources of pollution.

Point source pollution involves identifiable sources such as a ditch or pipe conveying pollution from a specific source such as an industry or sewage system. The accumulative discharge of all of the pollution within a drainage basin such as the Willamette River has caused water degradation problems. The main point sources in Marion County are the private and municipal sewerage systems that discharge partially treated waste into receiving streams.

Additional sewerage pollution problems are being caused by individual septic tanks in densely populated communities and rural areas. The COG Regional Master Sewerage Plan analyzes existing waste treatment conditions in each community and identifies present and future needs for pollution control.

To achieve the standards set for clean water, it is necessary that each city and district with a pollution problem develop facilities to correct the problem. Development of each community's urbanization program is directly involved with its ability to control pollution causing activities. The provision of urban services, particularly sewer treatment is an integral part of land use planning.

Septic tank pollution in rural areas is also a water quality problem. The increasing use of septic tanks for rural home-sites can also pollute surface and ground water. Planning to control the need for additional septic tanks and limiting the density of development are important land use issues.

Non-point sources of water pollution are sources not easily identified to a specific source. These sources are usually associated with rural land use activities such as farming, forestry, mining activities, and development of land. The main concern is with soil erosion from these activities that results in sedimentation or degradation of water quality. The Mid-Willamette Valley Council of Governments is developing management plans for the region that identify erosional problems and suggests management techniques to control the degree of non-point source pollution. The problems of non-point pollution sources will first need to be identified and monitored followed by the development of management solutions to these problems. Not only will control of erosion be beneficial from a water quality standpoint, but it will also help to preserve the valuable land resource.

In addition to quality, the availability or quantity of surface water and groundwater resources is also an important factor. There is concern regarding groundwater availability

in several general areas. These are identified in the Background and Inventory Report. None of these areas contain significant amounts of non-farm or forest related use designations. As specific problem areas are identified, a coordinated program will need to be developed between the agencies and jurisdictions involved to mitigate the problem.

WATER QUALITY POLICIES

Land use activities have an impact upon the quality of our water resource. When considering land use issues related to water quality, the following policies should be applied.

1. The location, type and density of rural development shall take into consideration, and not exceed, the physical capacity of the land and water to accommodate the use without adverse effects on water quality and quantity.
2. Maintain rural densities of 1.5 to 3 acres per dwelling in rural residential areas to minimize potential groundwater pollution from septic tank use. Even lower densities should be required when soil limitations show more than the usual limitations for septic tank systems.
3. Coordinate land use plans of communities to be consistent with their urban service areas.
4. Limit land use activities in areas experiencing water pollution from septic tanks or inadequate water supply and encourage the provision of alternative individual treatment system or community sewer or water systems to overcome health hazards or to provide a greater margin of public safety in allowable developments.
5. Minimize soil erosion and sedimentation by encouraging soil conservation techniques. Educational programs and technical assistance should be provided in voluntary erosion abatement.
6. The County Health Department should conduct sanitary surveys in areas of concentrated rural development to determine present or potential septic tank pollution problems.
7. Marion County shall comply with applicable state and federal water quality standards.
8. Marion County shall, to the extent financially and practically possible, support water quality or quality management plans and programs of federal, state and regional agencies. In regulating land use, the County shall ensure wise use of groundwater resources, improved treatment of point sources of pollution and the control of non-point sources of pollution.

9. When testimony is received regarding groundwater limitations during the review of a development proposal, the developer shall be required to provide sufficient information to demonstrate that the groundwater resource will not be effected or that the potential negative impacts of the development will be mitigated.
10. Wastewater discharge and other point and non-point discharges within the watershed of public water supply systems shall be carefully regulated to ensure a continuing supply of adequate quality and quantity of water. This policy shall also apply in the immediate watershed of those waters used for public recreation.

AIR QUALITY PLANNING

To comply with the Federal Environmental Protection Agency, Oregon submitted its Clean Air Act Implementation Plan for review and received approval on May 31, 1972. The federal government requires states to establish air quality standards to protect "public health". The Oregon Clean Air Act goes a step further, however, in an effort to provide for the "public welfare" and prevents pollution problems from occurring.

Air quality is monitored throughout the State of Oregon and standards are enforced on a regional basis. The Salem-Northcoast Regional office of the Department of Environmental Quality has jurisdiction over Marion County.

Marion County is located in the Willamette Valley air shed. The valley is approximately 125 miles LONG (N-S) and 30 miles wide (E-W). It is bordered on the east by the Cascade Mountain Range that has an average height of 5,500 feet and on the west by the Coast Range which reaches an average height of 3,400 feet. The valley is closed off in the north and south as the two ranges come together. Prevailing wind direction is from the southwest in winter and from the north in summer. Because of these geologic features, pollution generated in the valley becomes trapped. Pollution from industry and automobile emissions in the metropolitan areas and from field burning, slash burning, and other agricultural practices in rural areas combine in the atmosphere and are dispersed the entire length of the valley.

Natural ventilation is limited primarily to two breaks along the Columbia River. There are several smaller breaks along the coast range where air may "leak: over the rims of surrounding mountains from the west. During periods of atmospheric stagnation, normally during late summer and early fall, warm temperatures virtually form a lid over the valley trapping pollution at low elevations. This pollution would normally disperse at higher elevations or be vented out of the area by the wind.

Because of the high air pollution potential of most of Marion County, land use designations must consider affects upon air quality. Since most of the air pollution problems are caused by automobiles, industry, and agricultural burning, land use control policies should be developed to minimize pollution problems.

The use of automobiles is a major source of pollution, especially in the urban areas. As indicated in the transportation section, excess use of the automobile should be discouraged. The manner of land use development can have a significant effect on the need to use the automobile. More compact urban designs and proximity of jobs and services to residences are examples of land use issues that can limit automobile pollution.

Industrial air pollution is less significant in Marion County due to the lack of amount and type of industry. The location and type of industry can be controlled through land use restrictions, which provide the primary mechanism for considering potential effects on air quality.

Probably the most pronounced problem with air quality in Marion County occurs from burning grass seed production waste and forest management waste. These are agricultural and forest management practices that are performed in late summer and early fall at the same time as stagnant air and temperature inversion characteristics occur. These weather conditions magnify air pollution conditions of the smoke producing activities. This smoke tends to concentrate in areas of high population density causing discomfort and complaints.

This creates a major conflict between the interests of maintaining air quality standards and the important agricultural and timber industries. Since the majority of land in Marion County is utilized for agricultural and forestry activities, this conflict has significant land use implications. It is the intent of Marion County to encourage agriculture and timber production on rural lands that is in harmony with the need for clean air. The County therefore encourages development of a solution to the field and slash burning problems that would maintain agricultural and timber production while also improving air quality throughout the County.

It is the policy of Marion County to comply with applicable state and federal air quality standards.

SEWAGE SLUDGE DISPOSAL

The by-product of treating wastewater or sewage is accumulation of organic solids. When sewage is processed in a treatment facility, the process involves removal of waste solids from the sewage water. The purified water is returned to rivers and the solids or sludge remains. The disposal of sludge is usually accomplished by either taking it to a landfill or by spreading it on agricultural lands as an organic fertilizer and soil conditioner. The use of sludge can be beneficial to agricultural land, making it more productive. It contains significant quantities of nitrogen and phosphorus plus the humus material that can improve the quality of farmland.

The use of sludge as an agricultural fertilizer has its limitations since its over-application can be a threat to land and water quality. Improper use can result in harmful accumulations of nitrogen and heavy metals. Because of these problems, each application of sludge

is reviewed by the State Department of Environmental Quality on an individual site basis. The main concerns involve disposal of the sewage sludge in an environmentally safe way.

There presently are six cities in Marion County that produce sludge that must be disposed of. Five of these cities dispose of their sludge by land application while one city deposits it in a landfill. Only the cities of Salem and Woodburn produce sufficient quantities of sludge to present a disposal problem. The master sewage plan produced by the Council of Governments describes each city's sludge disposal program, makes projections of future sludge production, and suggests sludge, management programs.

The disposal of sludge in a landfill constitutes a solid waste disposal site such as a sanitary landfill for garbage. The concerns with this type of operation are both land use compatibility, environmental degradation and water quality control. A County conditional use permit, as well as State DEQ permit, is required for establishment of a disposal site.

Marion County recognizes the potential beneficial aspect of agricultural application of limited amounts of sewage sludge. The use of sludge in a beneficial manner can and should be controlled by the State Department of Environmental Quality. Disposal of unlimited quantities of sewage sludge becomes a disposal problem of a different level. The dumping of large quantities of sludge in one location creates potential land use, health, productivity and water quality problems. This type of disposal should be treated at a solid waste disposal site with a conditional use review by the County Planning Commission and State DEQ permit.

The County policies relating to sewage sludge are as follows:

1. Encourage the beneficial agricultural application of sewage sludge in limited amounts according to State DEQ standards.
2. Control the landfill or concentrated site application of sludge by conditional use review with a public hearing, contingent upon the granting of, and compliance with, a DEQ permit.
3. Require monitoring of sludge disposal sites for possible problems.
4. Specify in the zone code the difference between beneficial use sites and landfill sites. Establish separate review processes for each type of technique.

SOLID WASTE DISPOSAL

Solid Waste management involves collection and disposal of various solid waste materials such as household, commercial, and industrial garbage. There are 15 franchised collection areas in Marion County where commercial haulers pick up the solid waste and deposit it in several landfill sites. There are three of these sites in operation in Marion County at Browns Island, McCoy Creek and Woodburn.

Because of the landfill method of disposing of solid waste, concerns have arisen for land and water quality at these sites. In addition, with rising costs of energy and raw material, solid waste recycling has become a significant issue.

These issues and concerns for solid waste management have resulted in the formation of a five-county regional solid waste management organization called the Chemeketa Region. The organization includes the counties of Marion, Polk, Yamhill, Benton, and Linn, and several cities. A Solid Waste Management Plan was developed in 1974 by the Chemeketa Region intended to result in a regional effort to handle solid waste. Marion County has adopted the program and is taking steps to implement it.

The goal of the solid waste program is to meet the needs for safe, efficient, and sanitary storage, collection, transportation, and disposal of solid waste, and to increase, to the maximum, salvage reclamation and reuse of materials from solid waste.

The Chemeketa Plan indicates a continuation of present landfill operations with a long term move to recovery of values. The Plan emphasizes the establishment of a recovery center in the south Salem area with transfer stations throughout the County. The recycling of wastes would still result in some landfill needs that are proposed for the Browns Island site. This site is presently serving Marion County and portions of Polk and Linn Counties.

There are environmental conditions at the Browns Island site that will cause its closer in 1983, four years after the 1979 date given in the Chemeketa Plan. The various disposal alternatives will need to be evaluated and a new disposal facility developed by the time the landfill is closed.

Siting solid waste disposal facilities is a significant land use issue. Land use compatibility and environmental, and economic impacts as well as public acceptance must be considered. Specific site criteria for any new facility should be developed and utilized in any site search.

FISH AND WILDLIFE HABITAT

The discussion of fish and wildlife habitat issues is included in the Background and Inventory Report. It emphasizes that continued production of fish and wildlife is directly dependent on the quality of the natural environment. With awareness of the environmental needs of fish and wildlife, care can be exercised in reviewing developments in rural areas of Marion County which will remain in agriculture and forestry uses, thereby achieving most of the protection needs of this habitat.

The important fish and wildlife habitat areas of Marion County as identified by the Sate Fish and Wildlife Department are identified on the Wildlife Habitat Map. The Marion County goals and policies in regard to protecting fish and wildlife habitat are:

GOALS

Protect fish and wildlife habitat, maintain optimal ecological balance and protect endangered species.

POLICIES

1. New roads requiring County approval shall be located to avoid identified habitat areas whenever possible. Bridges, roads and access rights-of-way should be designed to avoid restriction of channel capacity and minimize removal of shoreline vegetation.
2. Developments should retain vegetation along streams, lakes, reservoirs (and fence-rows) to provide for shelter, shade, food and nesting.
3. To maintain stream quality and protect sensitive waterfowl areas, land uses that require drainage, excessive removal of riparian vegetation, alteration of stream banks and filling shall be discouraged in these locations.
4. Conflicts with wildlife (especially big game) shall be considered in land development. Development adjacent to streams, sensitive waterfowl areas and critical wildlife areas shall incorporate adequate setbacks and buffer zones.
5. Development density shall be controlled so that significant wildlife habitat will not be adversely affected in the County's resource zones. The standards for dwelling density in big game habitat, as identified on the habitat maps, shall be: 1 dwelling unit/80 acres in major habitat; 1 dwelling unit/40 acres in peripheral habitat. If dwellings are clustered within 200 feet of each other these densities may be doubled.
6. Off-road vehicle use should be controlled and seasonal roads should be closed to reduce harassment to big game animals during stress periods of winter and early spring.
7. Marion County will encourage the continuance or development of stocking programs for fish and wildlife in suitable habitat.
8. Marion County will cooperate with local, state and federal agencies to identify, conserve and protect fish and wildlife habitat and in implementation measures for the protection of such areas.
9. Native plant species, wetlands and streambank vegetation on County managed public lands shall be protected.

MINERAL AND ROCK RESOURCES

Statewide Planning Goal 5 and the Comprehensive Plan recognize the importance of mineral and aggregate resources. Under both the Marion County Comprehensive Plan and Statewide Goal 5, mineral and aggregate resources are given special protection because of their importance to a healthy and growing economy and in some areas because of their limited availability, their site specific locational characteristics, and their nonrenewable nature. A discussion of the mineral and rock resources in Marion County is included in the Background and Inventory Report.

General Background Information

Where mineral resources are identified they may need protection to allow their recovery. Aggregate resources are clearly an important resource in Marion County. The availability of low cost rock aggregate material has a profound economic effect on activities of the general construction industry. Housing and highway construction are examples of activities whose costs are dependent on the availability of aggregate resources. Failure to protect an adequate number of aggregate resource sites will result in increased costs for housing and highway construction and require greater energy expenditures to move needed materials from more distant sources.

The majority of aggregate resource sites in Marion County are located on agricultural lands. Also, aggregate resources are often found in or near streams and rivers. The areas in which mineral and aggregate resources usually occur are generally within farm and forest zones. Some are within the area regulated by the Willamette River Greenway Overlay Zone. Historically in Marion County, mineral and aggregate resource applications have been reviewed through the conditional use process. Marion County has allowed operation of mineral and aggregate resource sites where it can be shown that the conditional use criteria can be met.

Overview of Planning and Permitting Process

The State Mining Reclamation Act requires all aggregate producers who mine more than 5,000 cubic yards or disturb more than one acre of land annually to provide a performance bond, mining plan, reclamation plan and evidence that the operation and proposed use following reclamation will comply with County requirements. In addition to reclamation requirements, state law requires a land use permit for mining within a farm zone that produces more than 1,000 cubic yards or disturbs more than one acre. Counties may require a land use permit for smaller operations.

The primary threat to mineral resources or any mining operation is development, particularly residential development, located near the resource area. In the farm and forest zones most permitted uses do not create conflicts with extraction of the mineral or aggregate. The main exception is dwellings allowed for farm or forest management. The need for such dwellings is reviewed by the County but the location is only a consideration if the

dwelling is proposed to be located in the floodplain or the Willamette River Greenway. To ensure the future availability of these resources, restrictions on noise sensitive or other potentially conflicting uses on or near aggregate extraction sites designated for future use is essential.

The County realizes that without a protection program applied to enough sites to meet future resource needs it could be increasingly difficult for public agencies or private operators to provide needed aggregate products. Therefore, the County has altered its historic reliance on the conditional use process for siting mineral and aggregate resource mining and processing operations. While the conditional use mechanism is useful, it cannot ensure there will be sufficient usable mineral and aggregate sites in the future. Moreover, the conditional use process does not comply with Statewide Goal 5 in several aspects. Among other things, the conditional use process does not provide an inventory of significant sites, may not adequately examine potential conflicting uses, does not provide a thorough analysis of the economic, social, environmental and energy consequences to determine which important mineral and aggregate sites should be protected, and does not provide a program to prevent encroachment by noise sensitive or conflicting uses.

Evaluation of site significance and Inventories

The evaluation process required by the Comprehensive Plan, and implemented by Chapter 180 of the Zoning Ordinance, provides a system by which the County receives and analyzes location, quality and quantity information regarding mineral and aggregate resources. Marion County deems mineral and aggregate resources to be presumptively valuable. Therefore, the process for identifying significant mineral and aggregate resource sites does not include consideration of whether or not a mineral and aggregate resource site is "needed" to fulfill a particular market niche or demand. Significance is related to the quantity and quality of the resource, or the ownership of the resource by a public agency for use in conjunction with that agency's construction projects.

With adequate information and clear and objective criteria the County can evaluate whether a particular site warrants protection. If it does, the site is added to the Significant Mineral and Aggregate Site Inventory. Sites that meet the significance criteria will be evaluated as prescribed in Chapter 180 of Zoning Ordinance.

If insufficient information is available, but the information shows that either the quality or quantity criteria are met, the site may be significant and will be placed on the Comprehensive Plan Inventory for Potential Mineral and Aggregate Sites ("Potential Inventory"). The evaluation of these sites will be completed as soon as the needed information is available.

Where information does not meet the Significant or Potential Inventory criteria the site should be placed on the "Other Sites" inventory. Sites included on the Potential Inventory or Other Sites Inventory are eligible for consideration of extraction and processing uses as a conditional use. Only where there is reason not to make the conditional use process available for a proposed site will the site not be placed on any inventory.

The Significant, Potential and Other Sites inventories are part of the Comprehensive Plan and are included as Addendum A. All mineral and aggregate sites for which there is a valid limited exemption, total exemption or surface mining permit granted by the Oregon Department of Geology and Mineral Industries as of August 1, 1992 are included in the Other Sites Inventory. Sites will be added to the appropriate Inventory through the plan amendment process.

Economic, Social, Environmental and Energy (ESEE) Analysis

For sites meeting the significance criteria, the County must identify an impact area, identify conflicting uses or conflicting Goal 5 resources and perform an ESEE analysis. The criteria in ORS 215.296 (1) are considered when determining whether there are conflicting farm uses. Based on the ESEE analysis, the County must resolve any conflicts by fully protecting both the mineral and aggregate resource and the conflicting use or resource, or by fully allowing the conflicting use or resource. The option of fully allowing the conflicting use or resource may be chosen only when it is not possible to justify full or partial protection of the mineral and aggregate resource.

GOALS

1. To plan for and protect mineral and aggregate resources for future use by:
 - a. Implementing an evaluation process for mineral and aggregate resources consistent with Statewide Land Use Goal 5 (Open spaces, Scenic and Historic Areas and Natural Resources).
 - b. Maintaining an inventory of significant and potentially significant mineral and aggregate resource sites.
 - c. Applying a mineral and aggregate overlay zone to significant sites that minimizes conflict between resource extraction and processing and surrounding present and future land uses.

POLICIES

Marion County shall:

1. Provide Comprehensive Plan inventories and zoning provisions that provide long-term assurances of future use and establish clear and objective operating conditions for significant mineral and aggregate resource extraction and processing sites.
2. Maintain three mineral and aggregate inventories: (1) an inventory of Significant Mineral and Aggregate Resource Sites ("Significant Inventory") for those sites where it has been determined that the significance criteria have been met and the site is fully or partially protected from conflicting uses; (2) A separate inventory of

Potential Mineral and Aggregate Resource Sites ("Potential Inventory") for sites where the information is adequate to show that the site meets the criteria for either quality or quantity but not all of the criteria; and (3) A separate inventory of other sites ("Other Sites Inventory") where the property owner has indicated a desire to extract mineral or aggregate in the future but the information is not available to apply the quality and quantity criteria.

3. Review available information and, if it is sufficient, make a significance determination for proposed mineral and aggregate sites:
 - a) As part of periodic plan review;
 - b) When a site is considered for inclusion on a mineral and aggregate plan inventory;
 - c) When a conflicting or sensitive use is proposed within 1,000 feet of a site on the Potential Sites Inventory;
 - d) When reviewing a conditional use permit application to allow a mineral and aggregate operation on a site listed in the Potential Sites Inventory or the Other Sites Inventory.
4. Where the County determines a site is significant analyze the ESEE consequences of the mineral and aggregate use on any conflicting uses and the impacts of any conflicting uses on the mineral and aggregate use, and develop a program to implement the County's decision for the site consistent with the ESEE analysis. If the decision is to fully or partially protect the site it shall be added to the Significant Sites inventory.
5. Retain the opportunity to use the conditional use process for sites on the Potential Sites and Other Sites inventories. An application for conditional use approval of mineral and aggregate activity does not require a significance determination unless, as part of the review, the County finds that information adequate to apply all of the significance criteria is available.
6. Use Zoning Ordinance provisions to implement the Comprehensive Plan policies for mineral and aggregate resources, including application of an overlay zone adequate to protect significant mineral and aggregate sites determined to warrant full or partial protection.
7. Coordinate the County mineral and aggregate policies and review procedures and the conditional use permit review process with the Oregon Department of Geology and Mineral Industries ("DOGAMI") permitting process consistent with OAR 632-30-30, particularly with regard to reclamation plans.
8. Seek to maintain the protection afforded by a Mineral and Aggregate Overlay zone when any portion of an impact area is located within an urban growth boundary or

city limits, or when any portion of an impact area associated with a site inside a UGB is located outside the UGB. Agreements between the county and a city shall recognize overlay zones established by the other jurisdiction to protect mineral and aggregate resources, and the city and county shall maintain the protection in the event of any change in jurisdiction.

Zoning Ordinance Implementation

The goals and policies of the mineral and aggregate portion of the Comprehensive Plan set out the general guidelines for addressing Statewide Goal 5 mineral and aggregate issues in Marion County. These goals and policies are implemented by Chapter 180 of the Marion County Zoning Ordinance as augmented by any site specific zoning conditions determined to be necessary as part of the ESEE analysis. To comply with these goals and policies, specific provisions have been included in the Zoning Ordinance (Chapter 180) for significance determinations, identification of impact areas and conflicting uses, the analysis of ESEE factors, and a procedure to resolve conflicts and develop a program to protect significant mineral and aggregate resources. In addition conditions may be imposed to mitigate any off-site transportation impacts. These provisions are the means by which the County will amend its Comprehensive Plan to include mineral and aggregate resource sites on the appropriate inventory and to amend the zoning map to reflect the mineral and aggregate overlay zone (both District A and District B). Compliance with the standards of Chapter 180 (Mineral and Aggregate Overlay Zone) and any conditions adopted when the overlay zone is approved constitutes compliance with this Comprehensive Plan.

The Mineral and Aggregate Plan Inventories may be changed and Mineral and Aggregate Overlay zones may be applied as part of periodic review or through a Comprehensive Plan amendment and zone change application. The County may initiate the amendment process on its own, or the request to initiate an amendment may be submitted by the owners, contract purchasers, operators of a proposed District A site, or their authorized agents. Following inclusion of a site on the significant sites inventory the County may initiate reconsideration of the Plan amendment and the District A or B overlay provisions as part of periodic review of the comprehensive Plan if required by state law or state agency rules.

The Zoning Ordinance sets out clear and objective review criteria or development standards applicable within the District A or District B portions of the overlay zone. Additional clear and objective operating conditions, or conditions for siting a new conflicting use, may be imposed when applying the overlay zone if deemed necessary as the result of the ESEE analysis.

When a District A is established, including identification of one or more specific locations for excavation and processing equipment, the owners or operators may develop and operate the site in conformance with the standards and conditions in the A District. When the plan amendment/zone change is finalized the owner or operator has land use approval from the County and no further land use approvals are needed provided the development and operation are consistent with the zoning requirements.

Review of Detailed Site Plan and Operation Changes.

An alternative approach allows owners and operators to identify certain portions of the site for processing operations rather than a specific location at the time the District A is established. In such cases, the ESEE analysis will address the potential conflicts that would be created by the location of the processing use anywhere within the general designated processing area. Under this alternative approach the owner or operator may concurrently request both a specific processing location and a general designated process area.

At such time as the operator wishes to install the processing equipment within the general designated processing area, a site plan showing the specific location of the processing equipment must be submitted for site plan review. The site plan will be reviewed as a limited land use decision as provided in ORS 197.195. Requests for other minor site plan modifications that do not effect the assumptions and the validity of the ESEE analysis will also be handled as limited land use decisions.

NATURAL AREAS

Ecologically and scientifically significant Natural Areas contain components that are unique to that area and location and cannot be relocated. It is the objective of the State and County to preserve and protect sections of these ecologically diverse components before they are forever lost or altered. The Oregon Nature Conservancy, under contract with the Land Conservation and Development Commission, prepared a data summary of Natural Areas in Marion County. The inventory includes all areas noted for their natural values, whether or not they have been fully verified or evaluated. A total of 31 sites were identified by Minto Island was deleted because it is covered in the Salem Area Comprehensive Plan. McKinney Bottom Heronry and Talbot Heronry were also omitted because they are located in Linn County. The identified natural areas that primarily are significant because of their value as natural habitat are discussed below. The remaining areas identified by the Nature Conservancy that predominately have a scenic or recreational character are discussed in the Parks and Recreation Section.

A general location of the Natural Areas is shown on the Wildlife Habitat Map in the Comprehensive Plan. Detailed maps illustrating the extent of these areas and the properties involved are appended to the Background and Inventory Report.

1. Candiani Island - Candiani Island is a 40 acre island in the Willamette River approximately four miles west of St. Paul. The island is essentially composed of three district vegetation communities. In one of these, a stand of tall cottonwoods, lies a great blue heron rookery. Another is a small slough with wapato, a species of concern. Candiani Island is a peaceful place little touched by human activity.

The older upstream portion of the island is occupied primarily by cottonwood with canary grass in small amounts of nettle and nightshade grading into ash and willow along the stream banks. This area is a nesting habitat for 50 pair of great blue heron and a few raptors. The slough on the east side of the island, which is nearly dry by late August, sustains willow and canary grass, with wapato and knotweed in wetter areas.

2. Independence Bend - This habitat area is northeast of Independence and consists of a wooded area along the Willamette River that is 1.5 miles long and consists of 60 to 75 acres. It is a wintering area for geese in addition to being a great blue heron rookery.
3. Ankeny Osprey Nest - This American Osprey habitat area is located four miles downstream from Buena Vista and is adjacent to the Ankeny National Wildlife Refuge. The trees near the river are valuable for shelter and nesting.
4. Ankeny National Wildlife Refuge - This 2,750 acre refuge is within the Willamette River flood plain east of Buena Vista. It also includes the Ankeny Bottom waterfowl wintering area identified by Nature Conservancy. This important habitat is owned and managed by U.S. Fish and Wildlife Service. Waterfowl and birds of prey are among the major types of wildlife protected by this refuge.
5. Tyson Island - This Willamette River island of approximately 50 acres is situated 2.5 miles south of the Independence Bridge. The eastern half of the island is under cultivation and the riparian vegetation on the west side of the island provides excellent habitat for a great blue heron rookery and birds of prey. The western half of the island appears to be publicly owned.
6. Stout Mountain Rattlesnake Dens - Stout Mountain is located two miles west of Mehama and one mile north of Highway 22. The dens are considered by the Nature Conservancy to be among the best traditional rattlesnake dens in the Willamette Valley.
7. Little North Fork and North Santiam Rivers Confluence - This area consists of riparian habitat that is located between the two rivers.
8. North Santiam River Flood Plain - This area situated between Stayton and Jefferson contains numerous old stream channels and oxbow lakes. Riparian vegetation and habitat is abundant and relatively untouched and surrounded by farmland.
9. Giesy Mineral Springs - These springs are located 1.5 miles west of Aurora, north of the intersection of Boones Ferry Road and Donald Road.
10. Breitenbush Hot Springs- These springs are situated near the Breitenbush Lodge, on private land, approximately 10 miles northeast of Detroit. Band-tailed pigeons are found in the vicinity of the springs.

Candiani Island, Independence Bend, Ankeny Osprey Nest and Tyson Island (#1, 2, 3, and 5) are currently regulated by the County with the EFU (EXCLUSIVE FARM USE) zone, the Willamette River Greenway Overlay Zone and the County Floodplain Ordinance. The EFU zone and the Floodplain Ordinance both act to limit the intensity and type of development in the area. It is unlikely that any permitted or conditional use could be allowed that would have a detrimental impact upon these natural areas. In addition, the Greenway Ordinance contains provisions for the protection of habitat areas along the river and gives the County and several State agencies review authority over stream bank and vegetation alterations. As a result, these areas are adequately protected and no additional regulation or protective mechanism needs to be established.

The Ankeny National Wildlife Refuge (#4) is adequately protected by the U.S. Fish and Wildlife Service. Also, the EFU zone that applies to the refuge and the surrounding areas provides an additional safeguard in terms of incompatible uses located nearby.

The Stout Mountain Rattlesnake Dens (#6) are primarily protected from incompatible uses by the EFU zone. The dens are located in an area of poor agricultural soil and rock outcroppings and therefore farming activity in and around the dens is not feasible. The dens are adequately safeguarded by the zoning, the soils and terrain and the nature of the animal.

The confluence of the Little North Fork of the North Santiam River (#7) are basically protected by the EFU and TC zones and the County Floodplain Ordinance. A small portion of the confluence of the rivers is zoned AR (ACREAGE RESIDENTIAL) but a cliff effectively separates potential and existing homesites from the habitat area. The Forest Practices Act would cover any large scale timber harvest and sale, thereby maintaining the integrity of the river bank vegetation. These three regulations should effectively protect these habitat areas.

Giesy Mineral Springs and Breitenbush Hot Springs (#9, 10) are zoned EFU and P (PUBLIC) respectively and are both in private ownership. A resort including a lodge and cabins has been near the hot springs since the 1920's. It is not apparent from the Nature Conservancy inventory that any measures need to be taken beyond the existing zoning control and review to protect the springs and the pigeons. Since the established uses of the springs do not appear to have effected their value as natural areas, no additional protection is necessary.

Natural Area Policies

1. When land use changes are proposed in the vicinity of identified natural areas, possible conflicts shall be identified and evaluated as to their social, economic, environmental and energy consequences. Significant conflicts shall be resolved in accordance with state land use Goal 5 requirements.
2. As new natural areas are proposed they will be reviewed and if determined to be ecologically and scientifically significant shall be protected in accordance with Goal 5 requirements prior to the next Plan update.

NOISE IMPACTS

Exposure to excessive noise levels over prolonged periods can be a threat to health. Noise pollution is not a pervasive problem in rural Marion County but excessive noise from certain industries, from highly traveled roads or airports could reduce the livability of nearby dwellings. Through noise level regulations adopted by the Department of Environmental Quality, specific noise standards have been established for motor vehicles, industrial and commercial noise sources, motor racing facilities and a rule to control airport related noise. Much of their program attempts to achieve control over excessive noise by controlling the sources. Despite these controls residences close to a heavily traveled road could be adversely affected. For example, 50 feet from a dwelling the sound level of a single new accelerating automobile is about 80 decibels.

How often loud noises occur is a factor in how it affects people. During the daytime it is common to experience numerous loud noises for short periods. These same noises, if they occur at night, would not only waken someone but, if frequently enough, would prevent them from getting back to sleep.

The DEQ defined excessive noise in its rules for industrial and commercial noise sources for two different times of the day. From 7:00 a.m. to 10:00 p.m., noises above 55 decibels will disturb normal conversation and are considered potentially harmful. Between the hours of 10:00 p.m. and 7:00 a.m. sounds above 45 decibels inside a dwelling disturb sleep.

Outside noise measured inside a building is 10 decibels lower with the windows open and 20 decibels lower with the windows closed. This means that if outside sound levels do not exceed 55 dBA the ability to converse in outdoor areas and the ability to sleep in a building would be protected. Although DEQ sound controls are achieving a reduction in noise, there are instances where excessive noise is a problem. New dwellings located in close proximity to the noise source can be adversely affected. In addition to DEQ controls, it is necessary for the County to consider noise impacts when approving development near certain sources. These sources are:

Highway 99E: This State Highway traverses Marion County in a north-south direction passing through Jefferson, Salem, Gervais, Woodburn, Hubbard and some smaller rural communities. Over the years commercial and residential uses were established along the road but the majority of land along 99E between the cities is zoned for agricultural use. The only possible concentration of new residential development along the highway could occur in the designated rural residential areas southeast of Salem.

Santiam Highway: This roadway extends easterly from Salem. It is a main transportation corridor through the Cascades to central Oregon. Most of the highway passes through areas zoned for agriculture and timber uses. These areas will experience minimal development in the future and the noise impact from the highway on these areas will also be minimal. Directly east of Salem several residential developments have been established which allow additional residential development on lands near the highway.

I-5 Freeway: The opening of I-5 greatly changed the routing of traffic through Marion County. Except at interchanges and through cities such as Woodburn and Salem, little development has taken place near the freeway. However, there are a few places where impacts could occur, the most notable being an areas south of the City of Salem designated for rural residential development.

Aurora Airport: The Aurora Airport, located in north Marion County is the only public airport outside of an urban growth boundary. Its use is projected to increase so the noise impacts can be expected to become more significant.

The airport property and the lands adjacent to it on the east are zoned for public use with two exceptions. The remainder of property in the airport area is zoned EFU (EXCLUSIVE FARM USE) and will experience minimal development.

The Airport Overlay Zone further limits development in the airport area and provides a good base from which to implement setbacks and buffering. The Aurora Airport Master Plan, previously reviewed by DEQ, defines a 1995 NEF 20 contour line that will be used by the County to define the noise impact area around the airport.

Industrial: All industrial development in Marion County must meet DEQ regulations. Their regulations are sufficient to provide adequate noise protection for surrounding areas.

Commercial: The only commercial use that has been identified is the Woodburn Drag Strip. This facility is located about 2.5 miles west of the City of Woodburn and is surrounded by farms and some existing residential uses. Complaints from nearby residents indicate that noise is a serious problem. Racing rules will mitigate noise impacts to a limited extent but existing residents will continue to be impacted during motor racing events. Except for the possibility of new farm dwellings near the strip, the farm zone and related regulations applied to surrounding land will adequately control new noise conflicts.

NOISE POLICY

1. Residential uses or other noise-sensitive uses proposed in the vicinity of Highway 99, Highway 22, Interstate 5, the Woodburn Drag Strip and public airports shall be reviewed to determine if the residents will be adversely affected by these noise sources. The County should seek comment from DEQ when resolving noise conflicts.
2. If other significant noise sources are identified, Marion County shall amend the Comprehensive Plan to designate the source and provide adequate protection for nearby lands.
3. All developments that are noise sources shall comply with applicable DEQ standards. When new major highways, airports, racing facilities and commercial and industrial developments are proposed, the County shall consult with DEQ to ensure that applicable sound regulations are satisfied.

4. When siting noise sensitive land uses near the sources identified in Policy #1 above, the objective should be to provide some outdoor living area with a daytime dBa of 55 or less and indoor sleeping areas with a nighttime dBa of 45 or less.
5. Setbacks, building orientation, soundproof construction, barriers and other feasible means shall be considered in attempting to mitigate noise impacts.

ENERGY

INTRODUCTION

Land use planning provides an effective means to direct growth and development in an energy efficient manner. Significant energy savings are possible when private citizens and public officials can separately and jointly focus on energy demands of alternative land use patterns. In view of the different alternatives and their energy consequences, more energy efficient land use decisions can be made.

The energy goal in Marion County is to direct land use development in a manner that maximizes conservation of all forms of energy.

Traditional and innovative land use controls can promote energy savings in a variety of ways.

Without effective planning, development tends to progress in a haphazard manner. By encouraging orderly growth, development will occur where public facilities and services can be provided more economically. Clustering activities and mixing land uses, less energy will be used for the transportation between home and employment, shopping and public facilities.

ENERGY

One of the most important energy considerations relating to land use planning is distribution and location of housing, employment, shopping and public facilities. The clustering or mixing of these land uses, if compatible, can produce substantial energy savings to both the consumer and supplier of these services. Other energy-related considerations include:

- a. The integration of transportation and land use plans which can result in significant energy savings.
- b. An increased use of mass transit could lead to a substantial reduction in the amount of energy consumed for transportation. The use of public transportation can be encouraged by locating housing as well as shopping centers and public facilities close to transit lines.
- c. Innovative building codes designed to reduce the amount of energy consumed in heating and cooling can result in substantial energy savings.
- d. In an effort to conserve energy, development of recycling facilities and use of recycled materials should be supported.

Industry consumes a great amount of energy and it is therefore important that land use planning direct the type, design and location of industrial developments in the most energy efficient manner possible.

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- f. Since energy demands are increasing and present energy sources are no longer capable of meeting additional demands it will be necessary to develop alternative energy sources. It is necessary to consider modifying the land use and its relationship to energy conservation. It is the job of planners and public officials to balance energy needs with environmental concerns and concerns of residents of the County.

It has gradually become apparent that present energy sources will not be adequate to meet increasing energy demands. It is therefore important to conserve energy wherever possible and to use and encourage the use of alternative sources of energy.

The U.S. Army Corps of Engineers has predicted that demand for electric power in the Pacific Northwest will grow an average of 4.5 percent per year for the next ten years. Projections from the Oregon Department of Energy indicate that total energy usage will increase approximately 2.9 percent per year over the next 20 years. Recognizing the increasing demands and limited supply of energy, it is essential that development occurs in the most energy efficient manner possible.

Effective planning will serve to reduce the amount of power that will be needed. However, the final energy decision rests with individual consumers and public agencies. The residents of Marion County must determine the manner in which they choose to deal with the energy problem.

ENERGY POLICIES

1. Future development should progress in the most energy efficient manner possible.
 - a. The majority of residential development should occur in urban areas where it is less expensive to distribute energy and less energy is consumed in providing public facilities and services.
 - b. Housing should be located near commercial and industrial employment centers in order to reduce the amount of energy consumed in transportation between home and the job.
 - c. Commercial services should be located within or adjacent to residential areas to limit the energy consumed by travel between residential and shopping areas.
 - d. Development should progress in an orderly manner. It is more energy efficient to develop adjacent vacant lands rather than to allow continued "leap frog" development patterns.
 - e. Residential, commercial and industrial development should be energy efficient in design, siting and construction.

2. It is the intent of the County to encourage conservation of present energy sources and the use and development of alternative sources.
 - a. The expansion of present energy sources must be examined with consideration for the impact such development would have in regard to natural resources, changes in land use patterns, and the economy of the area.
 - b. In an effort to conserve energy, the development of recycling facilities and the use of recycled materials shall be supported.
3. Plans for the development of new transportation facilities and the improvement of present facilities should be designed to achieve the most energy efficient system possible.
 - a. Bicycle paths and footpaths should be provided to encourage non-motorized transit. Special emphasis should be given to routes between residential areas and the locations where the people are employed.
 - b. Mass transit and car pooling should be supported and encouraged. Park and ride facilities should be located along transit lines to encourage ridership.
 - c. Zoning should promote denser development near major arterials and collectors where mass transit lines can be run most efficiently. This would provide better access to mass transit for more people and would increase its use.
 - d. Standards should be established for street construction that encourage the conservation of land and materials. Recycling pavement is one possibility.
4. Public facility planning provides the framework for future urban growth. It is essential that energy consumption and recycling be considered in determining the type, location, and delivery of public facilities and services.
 - a. Public facilities should be located in easily accessible areas so that one trip can serve several purposes.
 - b. The possibilities of recycling municipal waste and sewage for use as fuel should be explored.
 - c. Public facilities and services should be planned and controlled in order to promote more desirable patterns of growth from an energy standpoint.
 - d. The electric, telephone, and gas companies should coordinate the provision of services with the goals and policies of the Comprehensive Plan to promote the wise and efficient use of energy.

5. Industry is a primary consumer of energy and land use planning should serve to direct the type, design and location of industrial developments in the most energy efficient manner possible.
 - a. Industry should be accessible to public services and should be located adjacent to major transportation facilities.
 - b. Location of industry should be convenient to mass transit lines.
 - c. Energy intensive and polluting industries should be discouraged.
 - d. Industrial waste heat should be captured and reused wherever possible.
 - e. The potential of locating industry near energy sources such as geothermal reserves should be explored.
 - f. Industry should be located close to the source of its raw products wherever possible.

INTRODUCTION

The Comprehensive Plan as a general goal and policy guide to land conservation and development in Marion County has little meaning if it is not carried out with specific land use actions.

Implementing programs need to be developed to achieve the intent of the Plan. These programs can take many forms. The County presently has several land use control mechanisms such as zoning and subdivision ordinances that control land use activities to assure compatibility with the Comprehensive Plan. It is also necessary that these programs be maintained so that conflicts do not exist between the Plan and the implementing ordinances. There are also assistance programs and incentives to accomplish the intent of the Plan.

The relationship between the Comprehensive Plan and implementing devices is important to understand. The Comprehensive Plan and zoning have often been confused and their various roles misunderstood by the public. The Comprehensive Plan is not a zoning map. Zoning simply attempts to implement the intent of the Comprehensive Plan.

IMPLEMENTATION

The following is a discussion of the more commonly used implementation programs and their relevance to the Comprehensive Plan.

ZONING ORDINANCE

The relationship between zoning and the Comprehensive Plan has been commonly misunderstood. The Comprehensive Plan is not a zoning ordinance. Zoning is the most widely used tool to direct and control specific uses of property. A zoning ordinance has been adopted by the Marion County Board of Commissioners and is implementing the plan in the County by establishing land use control zones. Within a land use plan designation, there may be several zones that will accomplish the intent of that designation. For example, an area designated in the Plan for rural residential may be zoned any one of several zones that permits residences. The particular zone will be based upon the type of conditions in that area and how they apply to the rural development policies of the Plan.

Any zoning proposal, whether on a large area basis or an individual property, must be determined to be consistent with the goals and policies of the Comprehensive Plan. Where a conflict exists between the Plan and existing zoning, the Plan directives must prevail.

SUBDIVISION ORDINANCE

The other most widely used land use control mechanism is the subdivision or land district control ordinance. This ordinance sets guidelines and standards for the manner in which

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SUBDIVISION ORDINANCE

The other most widely used land use control mechanism is the subdivision or land division control ordinance. This ordinance sets guidelines and standards for the manner in which

land is divided and developed. Marion County has had a subdivision ordinance in effect since 1962. Included in the ordinance are both subdivision and partitioning procedures, standards and decision criteria.

BUILDING AND SANITATION CODES

Building codes are ordinances adopted by the County and State to assure safety standards for structures. The use of land often involves construction of buildings for residential, commercial, industrial and other numerous purposes. The construction of buildings that meet minimum safety standards is consistent with the overall goals of Marion County to create a safe and desirable county in which to live and work.

Sanitation codes are similar to the building permit program except they are intended to establish and enforce environmental health and quality standards. These standards set minimum limits for environmental degradation due to a domestic and industrial sewage disposal, solid waste disposal, indirect water pollutants and domestic water supply.

One of the more significant sanitation issues in rural Marion County is placement of septic tank sewage disposal systems to serve rural residences. Their dependence on soil for effluent disposal is a critical land use issue of adequacy of location and density of development of residences. Therefore, control of their use is essential to achieving the goals of the Plan.

TAX INCENTIVES

Positive mechanisms to achieve Comprehensive Plan Goals include tax incentives that may be applied to the use of individual properties. Such inducements as farm, timber and open space tax deferrals are available with the express intent of protecting rural resource lands.

These programs help reduce the pressure to develop rural lands by minimizing the adverse impacts of property taxes on rural lands.

ASSISTANCE GRANTS AND LOANS

Federal and State monetary grants and low interest loans are available to assist certain people to achieve a minimum standard of living. Such programs as housing rehabilitation provide assistance to low income residences to correct substandard and inadequate housing conditions.

Other grant programs offer assistance for sewer and water projects, social service programs, land use planning and other topics. Coordinating grant requirements with the Comprehensive Plan directives is a positive tool to accomplishing the intent of the Plan.

GOVERNMENTAL COORDINATION

One of the more critical plan implementation programs is Marion County's coordination and cooperation with the cities, special interest groups and other counties. Planning issues often have regional implications that affect several jurisdictions. To carry out not only the County Plan but also to aid other jurisdictions to accomplish their goals and policies, coordination agreements and cooperative decisions must be made.

As discussed in the urbanization section, coordination between the cities and Marion County is vital to achieving urban area plans. The cities have the primary interest in the lands within urban growth boundaries while the County has jurisdiction over land use changes. The similar situation exists in rural areas with special districts such as water control, sewer and water or school districts. Land use decisions made by the County may drastically affect logical and efficient provision of services by the district.

Marion County has achieved urban area agreements with the 19 cities in Marion County to coordinate land use issues.

There is approximately 32 percent of the total land area of Marion County in federal ownership as shown in the Background and Inventory Report. The various administering agencies are directed by federal laws and are not subject to County Ordinances. They are, therefore, not required to apply to the County for land use changes.

Recent federal laws, such as the Federal Land Policy Management Act of 1976, require federal agencies to coordinate with local plans and programs. The federal agencies are expected by Marion County to comply with the County Plan and Ordinances in the development and administration of public lands.

In adopting agreements and recognizing regional and other jurisdiction's plans, the County is committed to the vital coordination that is necessary to accomplish effective planning for the area.

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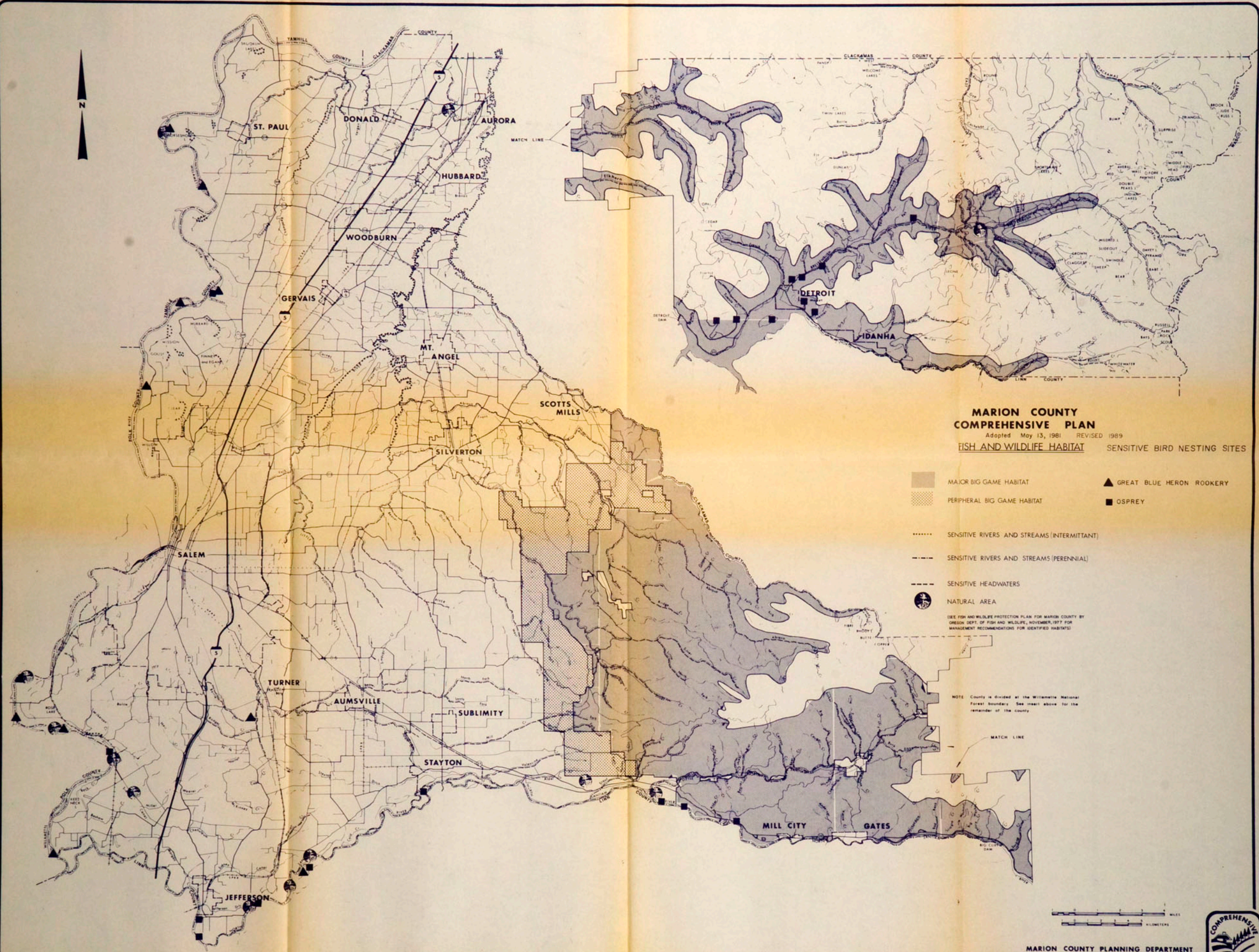
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







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MINERAL AND AGGREGATE INVENTORY
Comprehensive Plan Addendum A

1	Morse Brothers	Sec. 12, T6S, R3W	Sand & Gravel	SMP
2	Gordon H. Ball	Sec. 11, T6S, R3W	Sand & Gravel	closed*
3	AJ Humpert Abiqua Abiqua Rock Product	Sec. 22, T6S, R1W	Pit Run	LE*
4	Baker Rock Crushing	Sec. 2, 11 T5S, R3W	Sand & Gravel	LE
5	Turner Sand & Gravel	Sec. 29, T8S, R2W	Rock	LE
6	W.F. Fessler	Sec. 28, T6S, R1EWM	Rock	closed*
7	Huyck-Krebs Properties	Sec. 22, T8S, R4W	Sand & Gravel	LE
8	Nisly	Sec. 21, T6S, R3W	River Rock	LE
9	Keizer Sand & Gravel	Sec. 33, T6S, R3W	Topsoil & Gravel	LE
10	ODOT	Sec. 11, T5S, R3W	Gravel	LE
11	ODOT	Sec. 17, T8S, R1E	Quarry Rock	TE
12	Silvercrest Excavating	Sec. 12, T7S, R1W	Pit run rock	SMP*
13	OSHD	Sec. 25, T6S, R3W	Soil	Closed*
14	OSHD	Sec. 21, 28, T5S, R2W	Soil	Closed*
15	Ray Kizer Const. Co	Sec. 31, T4S, R1W	Soil	VOID*
16	Bob Qualey Const	Sec. 23, T6S, R1W	Soil, Sand & Gravel	SMP
17	Norman Stadeli	Sec. 19, T6S, R1E	Rock	SMP*
18	Viesko Ready Mix	Sec. 35, T5S, R3W	Sand & Gravel	LE
19	Vern Spaur (Silver Excavating)	Sec. 7, T7S, R1E		TE*
20	Bob Qualey Const	Sec. 7, T7S, R1E	Crushed rock	SMP*
21	Walling Sand & Gravel	Sec. 28, T6S, R3W	Sand & Gravel	LE*
22	Weyerhaeuser Co.	Sec. 9, T10S, R2W	River Rock	VOID*
23	Wilmes	Sec. 6, T4S, R1W	Basalt	LE
24	Valley Concrete & Gravel Co	Sec. 33, T8S, R4W	Stone & Sand	LE
25	Silvercrest Excavating	Sec. 11, T7S, R1E	Pit run rock	*
26	Iris Homes, Inc.	Sec. 31, T9S, R3W	Gravel	TE*
27	Capitol Crushing Co.	Sec. 20, T9S, R2E	Gravel	closed*
28	Willamette Quarries	Sec. 32, T9S, R2W	Riprap Rock	LE
29	Charles Fair, Roger Dunn	Sec. 15, T9S, R1E	Quarry Rock	VOID*
30	Bob Qualey Const Co	Sec. 17, T8S, R1E	Basalt	LE*
31	Bob Qualey Const Co	Sec. 25, T7S, R1W	Basalt	LE*
		Sec. 36		
32	Crown Zellerbach	Sec. 17, T8S, R4E	Andesite & Basalt	TE*
33	Crown Zellerbach	Sec. 20, T8S, R4E	Andesite & Basalt	TE*
34	Crown Zellerbach	Sec. 21, T8S, R4E	Andesite & Basalt	TE*
35	OSHD	Sec. 11, T9S, R3W	Basalt	TE*
36	OSHD	Sec. 29, T9S, R3E	Basalt	TE*
37	Andrew Justice	Sec. 13, T9S, R2E		*
38	McNutt & Loe	Sec. 32, T6S, R1E	Basalt	SMP
39	Floyd Davidson	Sec. 29, T9S, R2W	Diced Basalt	LE*
40	Scofield	Sec. 26, T9S, R2W	Gravel	TE
41	Barlow	Sec. 11, T5S, R3W	Gravel/Sand	TE
	Viesko Redi Mix	Sec. 33, T6S, R3W	Gravel	
	ODOT	Sec. 4, T7S, R3W	Gravel	
	Walling Sand & Gravel	Sec. 20, T8S, R2W	Sand/Gravel	
	Wilson	Sec. 9, T9S, R1E	Aggregate	
	Stuart/Miller Rock	Sec. 11, 14 & 15; T9S, R1W		



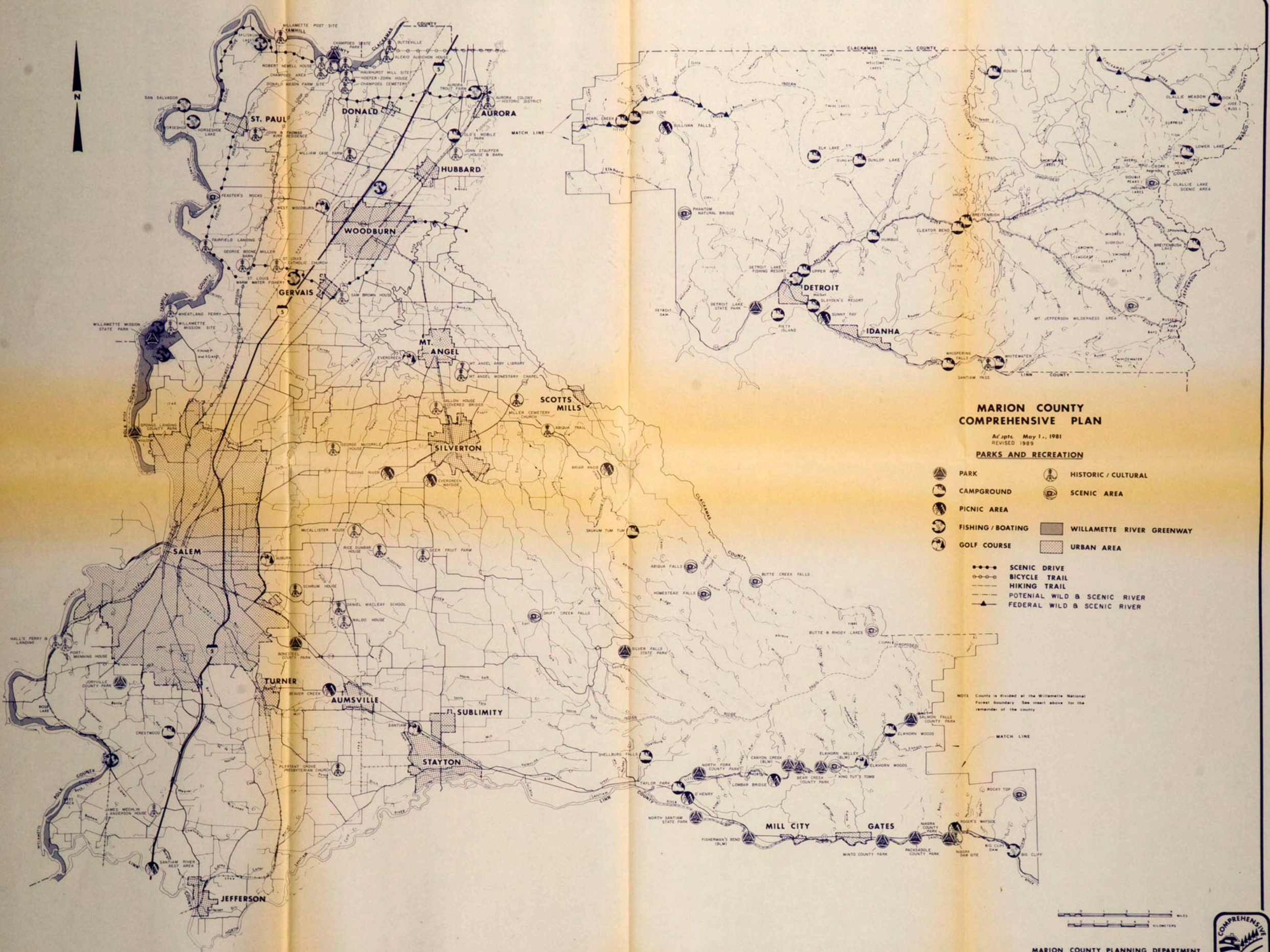
**MARION COUNTY
COMPREHENSIVE PLAN**
Adopted May 13, 1981 REVISED 1989
FISH AND WILDLIFE HABITAT SENSITIVE BIRD NESTING SITES

-  MAJOR BIG GAME HABITAT
-  PERIPHERAL BIG GAME HABITAT
-  SENSITIVE RIVERS AND STREAMS (INTERMITTANT)
-  SENSITIVE RIVERS AND STREAMS (PERENNIAL)
-  SENSITIVE HEADWATERS
-  NATURAL AREA
-  GREAT BLUE HERON ROOKERY
-  OSPREY

(SEE FISH AND WILDLIFE PROTECTION PLAN FOR MARION COUNTY BY OREGON DEPT. OF FISH AND WILDLIFE, NOVEMBER, 1977 FOR MANAGEMENT RECOMMENDATIONS FOR IDENTIFIED HABITATS)

NOTE: County is divided at the Willamette National Forest boundary. See insert above for the remainder of the county.





**MARION COUNTY
COMPREHENSIVE PLAN**

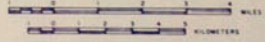
Adopted May 1, 1981
REVISED 1989

PARKS AND RECREATION

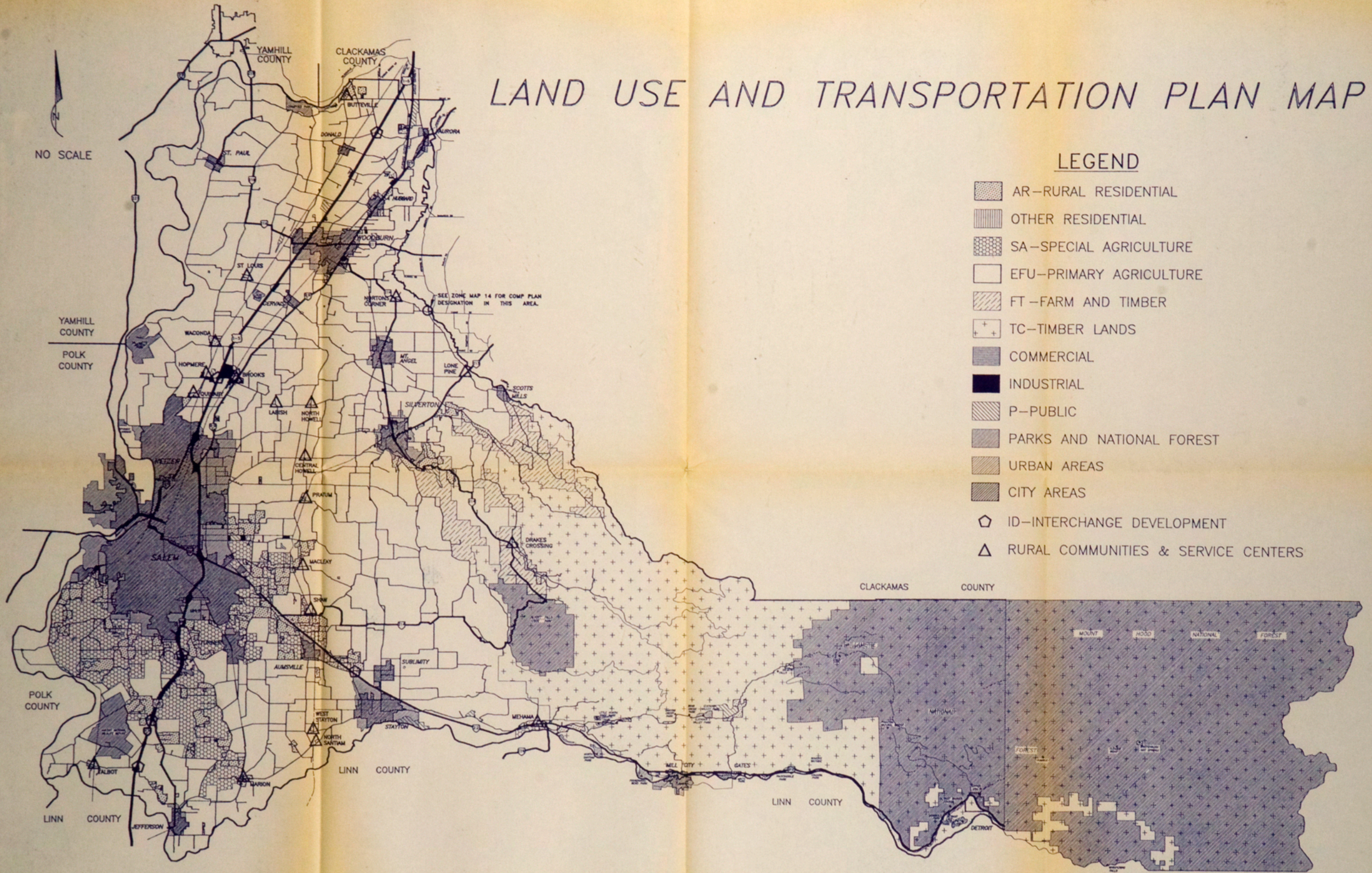
- | | | | |
|--|--------------------------|--|----------------------------------|
| | PARK | | HISTORIC / CULTURAL |
| | CAMPGROUND | | SCENIC AREA |
| | PICNIC AREA | | WILLAMETTE RIVER GREENWAY |
| | FISHING / BOATING | | URBAN AREA |
| | GOLF COURSE | | |

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LAND USE AND TRANSPORTATION PLAN MAP



LEGEND

- AR-RURAL RESIDENTIAL
- OTHER RESIDENTIAL
- SA-SPECIAL AGRICULTURE
- EFU-PRIMARY AGRICULTURE
- FT-FARM AND TIMBER
- TC-TIMBER LANDS
- COMMERCIAL
- INDUSTRIAL
- P-PUBLIC
- PARKS AND NATIONAL FOREST
- URBAN AREAS
- CITY AREAS
- ID-INTERCHANGE DEVELOPMENT
- RURAL COMMUNITIES & SERVICE CENTERS