



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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## NOTICE OF ADOPTED AMENDMENT

July 3, 2006



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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Gervais Plan Amendment  
DLCD File Number 001-05

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

Appeal Procedures\*

### **DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: July 19, 2006**

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

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

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

Cc: Doug White, DLCD Community Services Specialist  
Jason Locke, DLCD Regional Representative  
Mark Fancey, City of Gervais

<paa> ya/email

# NOTICE OF ADOPTION

Must be filed within 5 working days  
See OAR 660-18-040

LAND CONSERVATION  
AND DEVELOPMENT

JUN 29 2006

DEPT OF

Jurisdiction: City of Gervais

Local File Number: LA 05-01

Date of Adoption: May 12, 2006

Date Mailed: June 28, 2006

Date Proposal was Provided to DLCD: June 8, 2005

Type of Adopted Action: (Check all that apply)

Comprehensive Plan Text Amendment       Comprehensive Plan Map Amendment

Land Use Regulation Amendment       Zoning Map Amendment

New Land Use Regulation       Other: \_\_\_\_\_  
(Please Specify Type of Action)

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached."

This amendment would add the following new sections to the Gervais General Plan: Population and Housing Element, Economics Element, and Land Use Element. The amendment also includes goal exception findings to be adopted as an appendix to the General Plan for a 20.24-acre urban growth boundary expansion.

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "Same." If you did not give notice for the proposed amendment, write "N/A."  
UGB expansion was 1.6 acres larger than originally proposed. Otherwise the proposal is the same.

Plan Map Changed from: Agriculture (Marion County) to Residential (Gervais)

Zone Map Changed from: Exclusive Farm Use (REFU) (Marion County) to Urban Transition Farming (UTF) (Marion County)

Location: see attached

Acres Involved: 20.24

Specify Density: Previous: \_\_\_\_\_ New: \_\_\_\_\_

Applicable Statewide Planning Goals: 1,2,3,9,10,11,12,14

Was an Exception Adopted? Yes:  No:

DLCD File Number: 001-05(1443B)

Did the Department of Land Conservation and Development receive a notice of Proposed Amendment **FORTY FIVE (45) days prior to the first evidentiary hearing.** Yes: X No:      
If no, do the Statewide Planning Goals apply. Yes:     No:      
If no, did the Emergency Circumstances Require immediate adoption. Yes:     No:    

Affected State or Federal Agencies, Local Governments or Special Districts: None

Local Contact: Mark Fancey Area Code + Phone Number: (503) 588-6177  
Address: MWVCOG 105 High Street SE  
City: Salem Zip Code+4: 97301-3667

## ADOPTION SUBMITTAL REQUIREMENTS

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

1. Send this form and TWO (2) Copies of the Adopted Amendment to:  
**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**
2. Submit **TWO (2) copies** of the adopted material, if copies are bound please submit **TWO (2) complete copies** of documents and maps.
3. Please note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date the "Notice of Adoption" is sent to DLCD.
6. In addition to sending the "Notice of Adoption" to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need more copies?** You can copy this form onto 8 1/2 x11 green paper only; or call the DLCD office at (503) 373-0050; or fax your request to: (503) 378-5518; or Email your request to Larry.French@state.or.us - ATTENTION: PLAN AMENDMENT SPECIALIST.

BEFORE THE CITY COUNCIL  
FOR GERVAIS, MARION COUNTY, OREGON

In the matter of amending the Gervais )  
General Plan, updating the Economics, )  
Land Use, Population and Housing )  
elements of said Plan. )

**ORDINANCE NO. 33-2005**

The City finds:

It necessary to update the Population and Housing, Economics, and Land Use Elements of the Gervais General Plan; and

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

On September 8, 2005 the Gervais City Council reviewed the proposed amendments during a public hearing at which time the public was given full opportunity to be present and heard on the matter; and

Notice of the said public hearing was given to the public via a newspaper or local circulation and first class notification of those impacted by the changes and other interested parties; and

At the close of the public hearing the City Council voted to adopted the proposed amendments; now, therefore,

**THE CITY OF GERVAIS ORDAINS:**

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

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

Read for the first time: September 8, 2005.

Read for the second time: May 11, 2006.

Ordinance No. 33-2005 PASSED and ADOPTED by the Gervais City Council on this 11th day of May, 2006 by the following votes:

Councilor Ruiz	<input checked="" type="checkbox"/> aye	<input type="checkbox"/> nay	<input type="checkbox"/> _____
Councilor Gregory	<input checked="" type="checkbox"/> aye	<input type="checkbox"/> nay	<input type="checkbox"/> _____
Councilor Miller	<input checked="" type="checkbox"/> aye	<input type="checkbox"/> nay	<input type="checkbox"/> _____
Councilor Wall	<input type="checkbox"/> aye	<input type="checkbox"/> nay	<input type="checkbox"/> <u>Moved out of city</u>

Fay Ladd, Council President  
Signed: Fay Ladd  
5-12-06

ATTESTED

M. J. Davis  
M. J. Davis, City Recorder  
Filed: 5/12/2006

## Section XXX Population and Housing Element

### Population Trends

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

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

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

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

Source: US Census and MWVCOG, 2005

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

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

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

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

Source: US Census and MWVCOG, 2005

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. **Table 3** shows the forecast population for Marion County for the period from 2000 through 2025. By 2025, the County's forecast population is 388,898 persons. The average annual growth rate for this period is 1.25 percent annually.

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

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

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

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

Source: US Census and Oregon Office of Economic Analysis

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

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

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

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

Source: US Census and MWVCOG

**Housing Existing Conditions**

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

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

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

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

Source: City of Gervais building permit data, 2005

### **Housing Needs Analysis**

This section presents estimates of housing need based on Census data and the 2025 projected population for Gervais. The analysis of housing need is based on the following assumptions:

(1) Vacancy Rates. At any given time, a number of homes within the community are vacant. The analysis assumes a 2.0 percent vacancy rate for owner-occupied units and a 7.0 percent vacancy rate for rental units for 2025.

(2) Persons per household. The analysis uses the 2000 Census household size of 4.39 persons and assumes that this household size will decrease slightly to 4.3 persons per household by 2025.

(3) Group Quarters. The percentage of persons living in 'group quarters' will remain constant in 2025. The U.S. Census Bureau classifies all persons not living in households as living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc.

(4) The ratio of owner-occupied units to rental units will decrease from the ratio of 82.1 percent to 17.9 percent in 2000 to 69.4 percent to 30.6 percent in 2025.

(5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. The analysis assumes that economic conditions in 2025 are similar to those in 2005.

### **Current Housing Needs**

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

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

Population (estimated)	Persons in Group Quarters <sup>1</sup>	Persons per Household	Total Dwelling Units <sup>2</sup>	Occupied Dwelling Units <sup>3</sup>	Vacant Units <sup>4</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
2,009	26	4.39	477	452	25	371	81	82.1	17.9

Source: 2000 U.S. Census

<sup>1</sup> Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.

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

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

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

**Projected Housing Needs**

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

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

Population (projected) <sup>1</sup>	Persons in Group Quarters <sup>2</sup>	Persons per Household	Total Dwelling Units <sup>3</sup>	Occupied Dwelling Units <sup>4</sup>	Vacant Units <sup>5</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
3,725	46	4.3	882	855	27	570	251	69.4	30.6

Source: Oregon Housing and Community Services, 2005

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

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

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

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

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

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

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

<b>Total Dwelling Units 2025</b>	<b>Total Dwelling Units 2005</b>	<b>Dwelling Units Removed</b>	<b>Additional Dwelling Units Needed</b>	<b>Additional Group Quarters Needed</b>
882	536	10	356	20

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

### **Housing Goals and Policies**

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

**Policies**

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

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

**Policies**

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

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

**Policies**

1. Residential development should be located in areas that can be served by public facilities and services. The extension of public facilities and services shall be paid by the developer.
2. Residential development shall be consistent with the city's transportation plan in effect, or as amended, at the time development is proposed.

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

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

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

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

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

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

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

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

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

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

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

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

**Table 2  
Properties Included in UGB Expansion**

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

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

**Figure 1** shows the proposed UGB expansion areas.

**Analysis of Applicable Criteria**

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

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

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

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

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

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

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

The seven factors and associated findings are presented below.

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

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

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. Table 3 shows the forecast population for Marion County for the period from 2000 through 2025. By 2025, the County’s forecast population is 388,588 persons. The average annual growth rate for this period is 1.25 percent annually.

**Table 3  
Marion County Population Projection  
2000 – 2025**

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

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

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

Source: US Census and Oregon Office of Economic Analysis

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

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

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

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

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

**Table 5**  
**Housing Status**  
**Gervais, 2000**

Population (estimated)	Persons in Group Quarters <sup>1</sup>	Persons per Household	Total Dwelling Units <sup>2</sup>	Occupied Dwelling Units <sup>3</sup>	Vacant Units <sup>4</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
2,009	26	4.39	477	452	25	371	81	82.1	17.9

Source: 2000 U.S. Census

<sup>1</sup> Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.

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

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

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

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

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

Population (projected) <sup>1</sup>	Persons in Group Quarters <sup>2</sup>	Persons per Household	Total Dwelling Units <sup>3</sup>	Occupied Dwelling Units <sup>4</sup>	Vacant Units <sup>5</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
3,725	46	4.3	882	855	27	570	251	69.4	30.6

Source: Oregon Housing and Community Services, 2005

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

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

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

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

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

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

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

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

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

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

Source: MWVCOG, 2005.

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

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

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

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

Source: Marion County Assessor data, MWVCOG, 2005.

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

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

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

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

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

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

Gervais General Plan Transportation Policy 15:

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

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

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

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

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

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

this area would require minimal extension of city services and would allow for continuation of the existing street grid system.

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

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

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

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

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

The proposed expansion would add land to the UGB for residential use. The proposed expansion areas to the north and west of the existing UGB are directly adjacent to developed residential land within the UGB. Because of its location, size, and the use and character of the adjoining lands, and the adjacent residential uses within the current city boundary, the inclusion of the subject properties within the UGB will result in the maximum efficient use of land within and on the fringe of the urban area.

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

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

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

If replaced by residential development, much of this area would be converted to impervious surfaces, with other areas consisting of associated yards and gardens typically found in residential developments. In the

proposed expansion area west of the existing UGB, use of agricultural chemicals and annual disturbance of the soil would cease to occur. Proper construction of storm drainage facilities and connection to existing storm drainage facilities available within the existing street right-of-way system located adjacent to the proposed expansion areas will ensure that any adverse impacts are minimized. The Gervais Development Code provides standards to minimize storm drainage impacts. Development Code Section 2.204.04 requires that all developments be planned, designed, constructed and maintained to:

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

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

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

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

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

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

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

The long-term social consequences of preserving and maintaining the land for agriculture are the preservation of the land for farm use and as open space. However, the areas proposed for UGB expansion are not unique in their agricultural capability, and there is other nearby land that is similar in topography and soil characteristics. In addition, the city will continue to be surrounded by land in farm use. In this case, the social benefit of allowing urbanization for the proposed use outweighs the preservation of these areas for farm use.

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

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

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

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

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

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

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

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

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

Source: Marion County GIS

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

<sup>2</sup> Estimated

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

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

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

Source: Marion County GIS

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

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

Table 1 shows a number of parcels located directly adjacent to the existing Gervais UGB that were eliminated from consideration as possible expansion areas due to their large size. All of these parcels are comprised of a mixture of Class II Amity silt loam (Am), Class II Woodburn silt loam (WuA), and Class III Concord silt loam (Co) soils.

**Table 11** shows the soil characteristics of these larger properties that were excluded from consideration for possible UGB expansion due to their size. The soils data shows that these properties are comprised predominantly of Class II and Class III soils, which is similar to the predominant soil types found in the proposed expansion area.

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

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

Source: Marion County GIS

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

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

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

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

Source: Marion County GIS

Given the soils in proximity to the existing UGB, any proposed expansion would have some impact to agricultural soils. However, the proximity to existing residential areas and street networks as well as the relatively small size of the parcels to be included within the boundary, while leaving larger tracts of agricultural land adjacent to the city, which are also comprised of high-value agricultural soils, unaffected are mitigating factors which justify the proposed expansion.

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

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

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

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

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

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

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

## Section XXX Land Use Element

### Introduction

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

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

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

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

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

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

Source: MWVCOG, 2001.

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

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

**Buildable Lands Inventory**

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

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

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

- Vacant land includes all parcels with improvement values of less than \$5,000.
- Partially vacant land consists of residential parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land.
- Redevelopable land includes parcels in all zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is high. For the purpose of this analysis, redevelopable land is defined as parcels in all zones with improvement values of less than \$5,000, where the ratio of land value to improvement value is 1:1 or greater. For larger residential parcels, this land may instead be classified as partially vacant. The area of redevelopable parcels is added to the amount of gross buildable land.

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

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

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

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

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

### Residential Land

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

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

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

Source: Marion County Assessor data, MWVCOG, 2005.

### Commercial Land

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

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

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

Source: Marion County Assessor data, MWVCOG, 2005.

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

## Industrial Land

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

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

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

Source: Marion County Assessor data, MWVCOG, 2005.

## Land Needs Analysis

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

### Future Residential Land Needs

#### Residential Densities

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

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

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

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

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

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

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

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

Source: MWVCOG, 2005.

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

**Future Commercial and Industrial Land Needs**

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

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

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

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

Source: MWVCOG, 2005.

### Land Use Goals and Policies

**GOAL:** To provide adequate lands to service the needs of the projected population to the year 2020~~5~~, and to ensure the conversion of property to urban uses in an orderly and timely manner

**POLICIES:** General:

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

7. The City of Gervais will consider urban growth boundary expansions based upon consideration of the following factors:
  - a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
  - b. Need for housing, employment opportunities, and livability;
  - c. Orderly and economical provision of 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 use with nearby agricultural activities.

Residential Land:

1. The City of Gervais will encourage residential development to continue at an overall density of six (6) units per acre.
2. Residential development should be diversified to provide for a variety of housing opportunities.
3. The planned unit approach to residential development will be encouraged.
4. Multi-family housing development should be located close to shopping facilities and arterial or collector streets and interspersed with single-family residential when new subdivisions are developed.
5. Houses and structures of historical value should be preserved and protected from encroachment by other non-compatible uses.
6. Open spaces and parks will be encouraged in larger subdivisions and multi-family developments.

Commercial Land:

1. Commercial development should be located so as to provide adequate and convenient services to the resident as well as the visitor.
2. Efforts should be made to improve the appearance of existing commercial areas.
3. New commercial development should not be extended as a strip along major streets.

4. Efforts should be made to preserve and enhance the "1900 Block" in the central district.
5. The City of Gervais supports maintaining existing businesses and encouraging a variety of new business activities to locate in the city.

Industrial Land:

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

Public and Semi-Public Land:

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



## Section XXX Economics Element

### Overview of the Gervais Economy

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

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

**Economics -Table 1  
Gervais Employment  
2003**

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

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

**Table 2** shows covered employment data for the North Marion County region. Combined employment in the communities of Woodburn, Gervais, Hubbard, Aurora, Donald, St. Paul, Scotts Mills, Mt. Angel, and Silverton reached 19,451 in 2003. The Employment Division reports that manufacturing employment

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

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

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

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

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

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

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

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

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

## Population Growth

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

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

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

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

## Personal Income

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

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

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

Source: US Census Data.

## Regional Employment

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

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

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

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

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

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

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

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

### Factors Affecting Forecasted Growth

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

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

### How Firms Make Business Location Decisions

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

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

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

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

### **Quality of Life**

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

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

### **Transportation**

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

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

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

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

## Labor Force

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

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

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

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

## Training Opportunities

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

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

## Land Cost

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

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

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

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

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

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

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

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

### **Utilities**

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

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

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

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

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

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

## Local Employment Growth Forecast

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

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

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

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

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

Sector	2015
Commercial	20
Industrial	60
Public	30
<b>Total</b>	<b>110</b>

Source: MWVCOG, 2005.

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

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

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

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

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

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

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

Source: MWVCOG, 2005.

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

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

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

Source: Marion County Assessor data, MWVCOG, 2005

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

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

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

Source: MWVCOG, 2005.

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

Developed industrial properties average about 1.50 acres in size.

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

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

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

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

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

Source: Marion County Assessor data, MWVCOG, 2005.

**Key Findings and Future Planning Implications-**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Table 2  
Properties Included in UGB Expansion**

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

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

Figure 1 shows the proposed UGB expansion areas.

**Analysis of Applicable Criteria**

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

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

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

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

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

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

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

The seven factors and associated findings are presented below.

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

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

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. Table 3 shows the forecast population for Marion County for the period from 2000 through 2025. By 2025, the County’s forecast population is 388,588 persons. The average annual growth rate for this period is 1.25 percent annually.

**Table 3  
Marion County Population Projection  
2000 – 2025**

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

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

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

Source: US Census and Oregon Office of Economic Analysis

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

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

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

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

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

**Table 5  
Housing Status  
Gervais, 2000**

<b>Population (estimated)</b>	<b>Persons in Group Quarters<sup>1</sup></b>	<b>Persons per Household</b>	<b>Total Dwelling Units<sup>2</sup></b>	<b>Occupied Dwelling Units<sup>3</sup></b>	<b>Vacant Units<sup>4</sup></b>	<b>Owner-Occupied Units</b>	<b>Rental Units</b>	<b>Owner-Occupied Units (percent)</b>	<b>Rental Units (percent)</b>
2,009	26	4.39	477	452	25	371	81	82.1	17.9

Source: 2000 U.S. Census

<sup>1</sup> Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories.

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

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

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

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

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

Population (projected) <sup>1</sup>	Persons in Group Quarters <sup>2</sup>	Persons per Household	Total Dwelling Units <sup>3</sup>	Occupied Dwelling Units <sup>4</sup>	Vacant Units <sup>5</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
3,725	46	4.3	882	855	27	570	251	69.4	30.6

Source: Oregon Housing and Community Services, 2005

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

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

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

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

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

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

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

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

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

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

Source: MWVCOG, 2005.

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

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

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

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

Source: Marion County Assessor data, MWVCOG, 2005.

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

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

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

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

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

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

Gervais General Plan Transportation Policy 15:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Source: Marion County GIS

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

<sup>2</sup> Estimated

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

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

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

Source: Marion County GIS

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

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

Table 1 shows a number of parcels located directly adjacent to the existing Gervais UGB that were eliminated from consideration as possible expansion areas due to their large size. All of these parcels are comprised of a mixture of Class II Amity silt loam (Am), Class II Woodburn silt loam (WuA), and Class III Concord silt loam (Co) soils.

**Table 11** shows the soil characteristics of these larger properties that were excluded from consideration for possible UGB expansion due to their size. The soils data shows that these properties are comprised predominantly of Class II and Class III soils, which is similar to the predominant soil types found in the proposed expansion area.

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

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

Source: Marion County GIS

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

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

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

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

Source: Marion County GIS

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

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

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

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

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

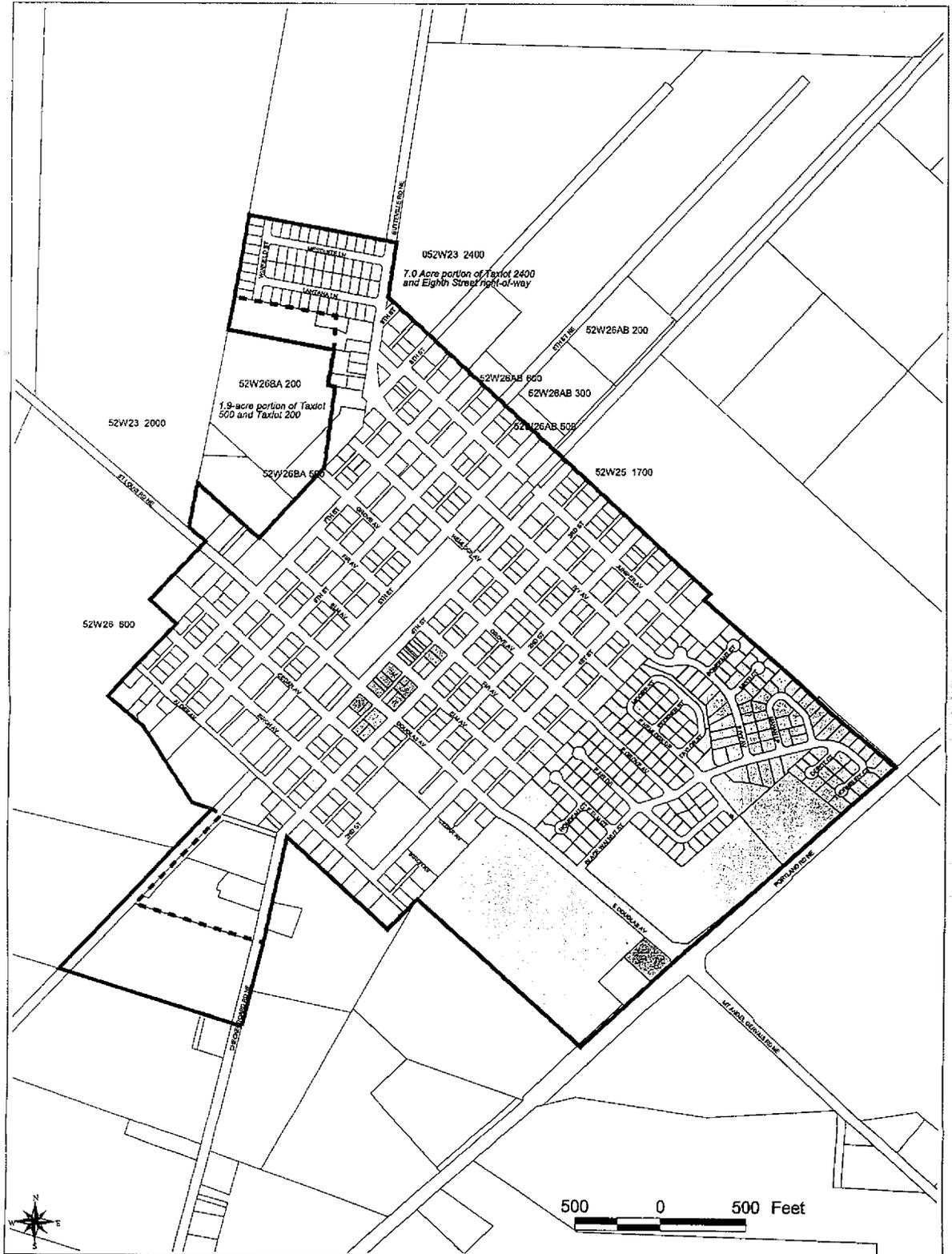
This proposed expansion area also abuts Tax Lot 300, Assessor Map Number 52W26AB, which is located directly north of the expansion area. This property is approximately 3.81 acres in size and is used for grazing.

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

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

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

# City of Gervais



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

 <ul style="list-style-type: none"> <li> City Limits</li> <li> Urban Growth Boundary</li> <li> Taxlots</li> <li> Proposed Expansion Areas</li> </ul>	<p><b>Zoning</b></p> <ul style="list-style-type: none"> <li> Residential District R1</li> <li> Residential District R2</li> <li> Commercial General</li> <li> Commercial Retail</li> <li> Commercial Retail/Industrial</li> <li> Light Industrial</li> <li> Urban Transitional Farming</li> </ul>
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