



MARION COUNTY COMPREHENSIVE PLAN

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INTRODUCTION

PURPOSE

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

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

The main objectives of this Comprehensive Plan are:

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

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

comply with these State Goals.

SCOPE

The scope of the Plan is comprehensive and long range. It is intended to provide a broad framework within which more specific implementation policies and programs may be developed. Comprehensiveness is required through the establishment of statewide planning goals and guidelines by the Land Conservation and Development Commission in 1975.

It is recognized that urbanization must be a shared responsibility between the County and the city involved. Within the general framework of the County Plan, it should be the responsibility of each individual city to develop detailed plans for land use allocation and community development within its urban growth boundary, and specific implementation programs for such plans. Where such detailed plans are already in existence, they have been incorporated within this Plan. ORS 195.025 specifically requires the County to coordinate land use planning within the County.

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

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

PLANNING PROCESS

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

- a. Research - the collection of physical, social, economic and demographic information.

- b. Analysis - the studying of information, definition of problems, identification of possible solutions.
- c. Plan - the evaluation of possible solutions and the selection of a course of action.
- d. Implementation - carrying out the Plan directives by establishing land use control ordinances and other specific programs that accomplish the intent of the Plan.
- e. Review and Amendment - continuously monitoring the validity of the policies and recommendations of the Plan, and amending them as necessary to accomplish long-range goals and objectives. Amendments and changes in the Comprehensive Plan can be made by the Board of Commissioners but only after holding public hearings on the proposed amendments and changes.

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

CITIZEN INVOLVEMENT

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

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

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

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

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

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

Policies

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

5. The CCI shall meet with the Chairmen of all committees at least once a year to receive comments on how the process is working and to report on the status of Plan implementation.
6. The general public shall be afforded the opportunity to be involved in all phases of the planning process as provided for in the Citizen Involvement Program adopted by the Board of Commissioners.

USING THE PLAN

A primary consideration in the preparation of the Comprehensive Plan should be its usefulness. The Marion County Plan is a statement of public goals, policies, objectives, standards and guidelines that are intended to be used for coordination with other jurisdictions and in making specific decisions about present and future land use. The following explanation should help to understand what these terms mean and how they are used in the Plan.

Definition

Example

Goal: A general statement of intent, point of view or desired status to achieve or maintain through implementing measures

To provide areas in rural Marion County for residential development with a variety of locations, types and densities

Policy: A commitment to pursue a course of action which will influence specific decisions

Rural Residential development should be limited to areas of non-farm or forest lands and limited to rural densities

Objectives: A scheduling of actions outlining who does what and when identifying non-farm or forest lands and justifying an exception to the LCDC Agricultural Goals No. 3 and 4

Marion County will identify rural lands suitable for residential development by

Standards: A set of numbers or specifications which measure and quantify the subject matter found within the policy statement

Rural Residential densities shall not exceed one dwelling unit per acre

Coordination Guidelines: Flexible directions or measures that may be

City plans should allow diverse housing types in multiple residential zones including a variety

utilized to address specific policy statements within the urban growth management framework.

of ownership types and should efficiently use multiple family zoned lands by not allowing the development capacity of the zones to be underutilized.

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

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

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

The Plan can be a very positive aid in providing information and guidance to anyone seeking to purchase or develop property. The Plan should be used by the County, other agencies, cities, private businesses, and individuals in planning for future investments and lifestyles. Before a decision is made to invest in or develop property, the Plan should be consulted to determine if the property owner's interests are consistent with the Goals and Policies. If property owners purchase land that is not designated for their intended use, then they must bear the responsibility of the speculative decision.

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

PLAN AMENDMENTS:

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

applicable land use laws.

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

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

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

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

Individual Property or Quasi-Judicial Amendments:

Plan changes directly involving five or less properties will be considered a quasi-judicial amendment. Quasi-judicial amendments may be initiated by the subject property owners with an application form supplied by the Marion County Planning Division. The amendment will be reviewed by the zone change procedure established in the Marion County Zoning Ordinance. A Plan amendment application of this type may be processed simultaneously with a zone change request.

Area-wide or Legislative Amendments:

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

Urban Area Plan and Boundary Amendments:

Urban Area Plan and Urban Growth Boundary changes shall be accomplished by the amendment procedure included in each city/county urban growth boundary and policy agreement or growth management agreement/compact.

LAND USE

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

Even though this Plan deals primarily with rural areas, both urban and rural lands are included within the jurisdiction of the County and land use planning must be done for both. Planning must recognize the interrelationships that exist between them. First, there is the economic interrelationship. Rural land uses (agricultural and timber production) are dependent upon urban areas for facilities to process and finish their raw products, to supply them with equipment needed for production and with household goods and for services such as medical, legal, educational, cultural, governmental, and so forth. Conversely, urban areas are dependent upon rural areas to produce raw materials for processing and refining and as a market for goods and services.

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

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

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

Rural Issues and Problems

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

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

Non-farm residences are dwellings for persons not directly involved with farming and are not employed or engaged in rural resource activities. The problems that scattered non-agricultural uses create in an agricultural area are both social and economic. Social problems develop between farm and non-farm people because of different life styles and different tolerances to farming practices. Non-farm people may object to the odors of agricultural production, to dust, chemical sprays, smoke and to noise. It then becomes necessary for a farmer to severely restrict his operations to comply with many of the objections. The non-farm people may also pose other problems for the farmer. Loose dogs can cause injury or loss of livestock and poultry. Economic problems for farmers are often created when more restrictive methods of farming must be employed. Also, residential development may increase assessed land values on nearby lands which can drastically increase the overall tax burden, and result in the selling of farm land for non-farm purposes.

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

Farm operations require adequate amounts of land area to function economically. Farm operations range in size from smaller acreages intensively managed to several hundred acres for

more extensive operations. Therefore, the parcel sizes available and the ownership pattern become critical factors in maintaining the flexibility of choice in farm operations. As parcels become smaller, the range of crop types and management techniques become limited. This loss of flexibility and freedom of choice in farming could become detrimental to accepted farm practices. The wide diversity in crop type and production techniques makes defining a specific minimum parcel size for farming very difficult in Marion County.

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

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

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

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

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

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

lands.

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

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

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

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

Goal Exceptions

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

Marion County has taken exception to both the Agricultural Lands and Forest Land Goals as part of the comprehensive planning process. Other exceptions may be approved in the future subject

to review by the Land Conservation and Development Commission. The findings justifying the original exceptions are contained in Appendix A as amended. The lands for which exceptions were taken are identified as Rural Residential, Commercial, Industrial and Public and Semi-Public in Table No. 1 on page 15. These exceptions total 750,000 acres.

Land Use Designations

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

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

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

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

the Goals pertaining to urbanization, transportation, energy, public facilities, etc. with the applicable resource Goal.

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

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

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

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

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

TABLE NO. 1

Acreage of Land Use Plan Designations

Designation
Acreage

Urban Areas - Within Urban

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

AGRICULTURAL LANDS

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

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

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

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

Legislative policy and the Land Conservation and Development Commission Goal No. 3 on agricultural lands also indicates a need to preserve agricultural lands. This State Goal defines agricultural lands in western Oregon as land predominantly comprised of Class I - IV soils identified by the Natural Resource Conservation Service (NRCS) classification system and other lands which are suitable for farm use. Farm use is also defined as set forth in ORS 215.293 (2) (a) (1997 edition):“farm use” means the current employment of land for the primary purpose of obtaining a profit in money by raising, harvesting and selling crops or by the feeding, breeding management and sale of, or the produce of, livestock, poultry, fur-bearing animals or honeybees or for dairying and the sale of dairy products or any other agricultural or horticultural use or animal husbandry or any combination thereof. "Farm use" includes the preparation, storage and disposal by marketing or otherwise of the products or by-products raised on such land for human use and animal use. “Farm use” also includes the current employment of land for the primary purpose of obtaining a profit in money by stabling or training equines, including but not limited to provide riding lessons, training clinics and schooling shows. “Farm use” also includes the propagation, cultivation, maintenance and harvesting of aquatic species and bird and animal

species to the extent allowed by the rules adopted by the State Fish and Wildlife Commission. “Farm use” includes the on-site construction and maintenance of equipment and facilities used for the activities described in this subsection. “Farm use” does not include the use of land subject to the provisions of ORS Chapter 321, except land used exclusively for growing cultured Christmas trees as defined in subsection (3) of this section, or land described in ORS 321.267 (1) (e) or 321.415 (5). The State goal as amended in 1994 indicates that these lands shall be preserved by applying Exclusive Farm Use zoning consistent with the requirements in OAR 660-033. These statutes and rules define high-value farmland and establish review criteria for many of the uses allowed in EFU zones. As a result, the state land use program provides greater protection for high value farmland compared with other farmland protected under Goal 3.

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

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

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

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

The primary tools available to accomplish this goal are farm zoning and land division controls.

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

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

The first and most extensive is the Primary Agriculture designation which covers high value agricultural lands intended for preservation that are predominantly large scale, extensive, commercial agricultural operations. The second is the Special Agriculture designation that is applied to areas with a mixture of non-irrigated cropland, grazing, small scale or specialty farming, and non-farm homesites. Each is intended to recognize and protect the resource value of their respective areas, while using slightly different techniques.

PRIMARY AGRICULTURE

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

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

land in large tracts is preferred over attempts to increase productivity by creating smaller management units. There are many smaller tracts existing within the zone that can be used to support intensive small scale farm operations that need high value farmland.

The EFU zone applies, at a minimum, use limitations on high value farmland included in OAR 660-033 and ORS 215.283. It does not allow lot of record dwellings [OAR 660-033-130 (3)], nor does it allow creation of new non-farm dwelling parcels [OAR 660-033-199 (11)] because these uses are not compatible with the intensive agricultural practices common on high value farmlands. Farm and forest uses and other activities necessary to accommodate agricultural production are the main uses allowed on these primary agricultural lands.

Additional uses which should be allowed are certain forest related uses and natural resource uses. Dwellings in conjunction with farm use are allowed if past income from the sale of farm products demonstrates that the farm use is a commercial agricultural enterprise. Certain businesses conducted in dwellings or in conjunction with farm use, mineral, aggregate, oil and gas uses, transportation uses, utility and solid waste facilities, parks and other public and non-profit uses as prescribed in ORS 215.283 and OAR 660-033 may be allowed as a conditional use subject to meeting criteria that ensure there are no significant impacts on farming and other natural resources and that the use will have adequate services.

In primary agricultural areas, non-farm residences are considered a secondary use having a low priority and represent a potential farm use conflict. Where conflicts occur between non-farm residents and farming, the non-farmers are considered the intruders and are expected to tolerate necessary farm practices on adjacent lands and to control conflicting activities on their land. Where the property is predominantly on non high-value soils and compatibility and service criteria can be met non-farm residences may be permitted as a conditional use on existing parcels within the Primary Agriculture area. The approval of non-farm residences shall be based upon a critical determination of compliance with the applicable criteria.

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

An important aspect of the agricultural preservation program is the control of land divisions to maintain parcel sizes adequate to continue the commercial agricultural enterprise in the area. Unless the County determines that there are areas where a smaller minimum parcel size is appropriate, the state statutes and rules provide that the minimum parcel size be at least 80 acres.

In the primary agriculture designation there are areas where, because of the requirements of commonly grown crops, parcels represent field sizes larger than 80 acres. To ensure the continued availability of land in parcels large enough to efficiently farm, land divisions are regulated to ensure that new parcels are consistent with the size of existing fields in the vicinity. This is achieved by increasing the minimum parcel size requirement where the average of all farm parcels in the immediate vicinity is more than 80 acres.

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

SPECIAL AGRICULTURE

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

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

The type of crops grown in the Special Agriculture area are predominantly orchards, grass seed and grains, grazing and a few specialty crops such as wine grapes and Christmas trees. The area is lacking in groundwater for irrigation. Due to steep slopes and soil characteristics there is high

erosion potential in many areas. The area is in a transition from the larger, marginal more extensive agricultural enterprises to smaller part-time farm units. Because of the marginal soil types, small lot parcelization and existing scattered non-farm development, the few remaining larger scale farm operations are being phased out. Limited crop selection and environmental constraints on certain crops, such as grass seed production, work a greater hardship on the farming interest in the Special Agriculture area than on the prime agricultural lands. Many parcels in the Special Agriculture area are idle or are sparingly used with such activities as sheep grazing. Large scale orchard operations of the past have largely disappeared in favor of smaller scale intensively managed orchards and other specialty crops.

A few areas have good to marginal timber site class capability and there are scattered patches of existing marketable trees throughout the area. As the trees are harvested very few land-owners are investing in reforestation of their land. Instead, it is either placed in a small hobby farm operation or it remains idle. There is value in maintaining the existing forested areas for harvest. However, it is questionable whether there is significant interest or potential to encourage long-term timber production for most of these lands. The same factors that are limiting agricultural production are limiting timber production in the areas: small lot parcelization, existing development and close proximity to Salem's urban area. The forested parcels in the Special Agriculture area will be treated as a secondary farm related resource that is in transition to other uses, primarily small scale farming. Since these areas are not well suited to long-term timber land production, the SA (SPECIAL AGRICULTURE) zone will attempt to protect the existing timber resource and after harvest, allow their conversion to smaller parcels that, based on personal choice, may be used for small woodlots or small farms.

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

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

To encourage retention of agricultural production capabilities, a shift to more intensified small

farm operations for this area is encouraged. It is the intent of the SA designation to preserve the existing commercial farming activities while encouraging the transition to higher production capabilities through more intensive farm operations where appropriate.

It is the intent of the Special Agriculture classification to allow no more than one dwelling for smaller farm units. These small farms are suited to management by the resident landowner so additional dwellings are not needed. These areas are not intended for management practices that are incompatible with inter-spersed dwellings or specialty crops.

As with the Primary Agriculture designation an important part of the Special Agriculture designations' agricultural preservation program is the control of land divisions. Unless the County determines that there are areas where a smaller minimum parcels size is appropriate the state statutes and rules provide that the minimum parcels size to be at least 80 acres. Other land division criteria are included in the zone to ensure that parcels created for any approved non-farm uses are no larger than necessary to accommodate the use, and that lot line adjustments involving parcels smaller than the minimum are consistent with the intent of the designation.

The Oregon Administrative Rules under Section 660-06-050 and 660-33-0145 authorizes agriculture/forest zones in accordance with both Goals 3 and 4. Marion County, in areas of mixed farm and forest uses, has applied a Farm/Timber designation and a Farm/Timber zone. This designation and zone are discussed in the Forest Lands section of the Comprehensive Plan.

AGRICULTURAL GOAL

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

AGRICULTURAL LANDS POLICIES

1. Preserve lands designated as Primary Agriculture by zoning them EFU (EXCLUSIVE FARM USE). Lands designated as Special Agriculture should be protected by the corresponding SA zone and farmland in the Farm/Timber designation should be protected by the Farm/Timber zone.
2. Maintain primary agricultural lands in the largest areas with large tract to encourage larger scale commercial agricultural production.
3. Discourage development of non-farm uses on high value farmland and ensure that if such uses are allowed that they do not cause adverse impacts on farm uses.

4. Limit residential uses on high value lands to those dwellings where past income from the sale of farm products demonstrate that the dwelling will be in conjunction with the farm use. Non-farm dwellings should be limited to existing parcels composed of non-high value soils where the dwelling will be compatible with the surrounding farm area. The approval of non-farm residences shall be based upon findings that the proposed dwelling meets the applicable criteria in OAR 660-033. Approval of a dwelling in the Farm/Timber designation shall be based on the applicable criteria in OAR 660-033 or OAR 660-006.

5. Divisions of agricultural lands shall be reviewed by the County and comply with the applicable minimum parcel size and the criteria for the intended use of the property.

6. Farmland should be taxed at agricultural use value.

7. Additional housing allowed on farmlands shall be necessary for farm management purposes. These dwellings shall be manufactured homes so they can be removed when not needed, or be occupied by a relative of the farm operator and sited on the same parcel as the principal dwelling. A deed restriction shall be recorded requiring removal of the dwelling when the occupancy or use no longer complies with the criteria or standards under which the dwelling was originally approved.

8. The location of new dwellings must comply with density limitations intended to protect major and peripheral big game habitat.

9. When creation of a non-farm parcel is warranted, the size of the parcel shall be as small as possible to preserve the maximum amount of farmland in the farm parcel. Requirements may need to be imposed when non-farm parcels are allowed in farm use areas to minimize the potential for conflicts with accepted farm management practices on nearby land. These may include special setbacks, deed restrictions and vegetative screening.

FOREST LANDS AND FARM/TIMBER LANDS

INTRODUCTION

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

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

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

An area located east and south of the city of Silverton and commonly referred to as the Silverton Hills consist of a mixed pattern of farm and forest land uses. The topography of this area consists of relatively level ridge tops with intervening stream canyons. The level areas are largely devoted to farm and woodlot uses while the stream canyons and steeper ridges are devoted to forest uses. This area is a transition between the Western Cascades and the Willamette Valley floor.

FOREST LAND USE DEMAND

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

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

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

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

Agriculture and timber production are similar and compatible land uses. The long-term growth aspect of timber production makes it different from other agricultural production. However, both programs need similar protection from non-compatible activities through zoning. It is the intent of Marion County to protect and maintain our forest resource by designating appropriate areas for continued forest activities. Many non-forestry activities are detrimental to the long term conservation of timber and related natural resources. Of particular concern are the conflicts homesites create when adjacent to forest lands. To provide sufficient control over incompatible uses, it is necessary to develop a timber conservation zone and apply it to those areas best suited to forest uses. On lands that contain a mixture of agricultural and forest uses a Farm/Timber zone is applied to protect these resources uses from incompatible uses consistent with the requirements in OAR 660-06-0050. This designation and zone is intended to comply with both Goals 3 and 4. In addition to land use controls, all forest management and harvesting activities on non-federally owned lands in Marion County must be conducted according to the rules of Oregon's Forest Practices Act, administered by the State Forestry Department.

FOREST LAND DESIGNATION

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

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

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

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

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

FARM/TIMBER DESIGNATION

Under the provisions of OAR 660-006-0050, a governing body may establish agricultural/forest zones in accordance with both Goals 3 and 4 and consistent with OAR Chapter 660, Divisions 6 and 33. The mixed nature of the farm and forest uses in this area justifies the application of an agricultural/forest zone and both Goals 3 and 4. The Farm/Timber designation is discussed in the Forest Lands section of the Marion County Comprehensive Plan and policies pertaining to this designation are also included in the forest land goal and policies section.

The Farm and Timber designation has been applied to lands in Marion County that support a mixture of both agricultural and forestry activities. Designated areas were characterized by wide varieties in terrain, soil types and land use conditions. These areas are located in the foothills of the Cascade Mountains and are characterized by steep canyons, broad ridge tops and narrow alluvial river terraces. Soil types vary considerably in agricultural productivity from Class II to VI agricultural capability. The area is predominantly Class 2 and 3 timber soils which makes a majority of the area highly productive forest land. Whenever the terrain is not too steep and the soils have agricultural capability, the land is typically in farm use. Otherwise, the land is managed as woodland. As a result of the mixed terrain and soils, this area consists of a very mixed pattern of farm and forest uses frequently including both uses on a single tract. Therefore, both the agricultural lands and forest lands goals are applied, as authorized by OAR 660-006-0050.

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

A minimum parcel size of 80 acres is applied to the Farm/Timber land in Marion County. This minimum was chosen because it is consistent with the existing parcel sizes in this area being

managed for timber and agriculture production on a commercial basis. Also, this parcel size is consistent with both OAR 660-06-0026 and OAR 660-33-100, and it exceeds the recommendations of the State Department of Fish and Wildlife for the protection of significant deer and elk habitats. This area is primarily located within the peripheral deer and elk habitat as identified by the State Department of Fish and Wildlife. With development limited to such low densities, the watershed, open space and other resource values found on forest lands will be protected.

FOREST LAND AND FARM/TIMBER LAND GOAL

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

FOREST LAND AND FARM/TIMBER LAND POLICIES

1. Protect the resource values of those areas designated as Forest Lands by applying a Timber Conservation zone consistent with OAR 660 Division 6.
2. Protect the forest resource value of those areas designated as Farm/Timber Lands by applying a Farm/Timber zone consistent with OAR 660 Division 6.
3. Protect the agricultural resource value of those areas designated as Farm/Timber Lands by applying a Farm/Timber zone consistent with OAR 660 Division 33.
4. Non-forest and non-farm uses included in OAR 660-06-0025 and OAR 660-33-120 may be allowed when the activity meets criteria that ensure there will be no significant adverse impacts on farm or forest practices occurring on nearby lands or increase risks associated with fire.
5. Subdivision development is prohibited and other land divisions creating new dwelling sites are not compatible with the protection and efficient management of Forest Lands and Farm/Timber Lands and are discouraged.
6. Division of forest lands and agricultural lands into parcels smaller than 80 acres may be permitted only for those non-forest uses specified in OAR 660-06-0026 (2) and those non-farm uses specified in OAR 660-33-120.
7. Lot line adjustments may be appropriate provided tracts over 80 acres are not reduced below 80 acres. Tracts capable of significant timber or agricultural production but already below 80 acres should not be reconfigured in a manner that makes them less suitable for timber or farm management.

8. Strict criteria should be applied to ensure that any dwellings and accessory structures permitted on existing parcels will not interfere with accepted forest or farm management practices on adjacent lands, have adequate road access, fire protection and domestic water supply, and do not increase fire hazards.
9. If special siting and fire hazard protection requirements are imposed dwellings may be appropriate on existing parcels with low cubic foot per acre per year productivity, on parcels with timber management limitations due to the proximity of dwellings and a highly parcelized ownership pattern, or on existing parcels of 160 acres or more created prior to January 1, 1994. Dwellings allowed under OAR 660-06-0027 (1) (a), (e) and (f), as limited in the TC zone, are consistent with this policy.
10. The siting of dwellings in the Farm/Timber zone must meet the applicable criteria in either OAR 660, Division 6 or 33 based on the predominant use of the tract on January 1, 1993.

RURAL DEVELOPMENT

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

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

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

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

RURAL RESIDENTIAL DEVELOPMENT

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

Marion County land use policy directs a majority of the development that will accommodate future population increases into urban areas. The cities throughout the County are responsible for providing the supportive services and developable area for needed housing. Each community's Comprehensive Plan should include a housing element that provides for adequate housing so that those wishing to live in that particular community are not forced to live in rural areas. With the majority of residential development directed to the 20 urban areas, rural lands in Marion County are not expected to bear the major burden of providing land for future housing.

The establishment of rural homesites occurs as both agricultural and non-agricultural related

structures. Agricultural dwellings are those related to and necessary for the use of farmers and foresters and those assisting in agricultural production. Non-agricultural residences provide housing for persons not involved in rural business activities, such as farming. These dwellings are occupied by individuals not employed or directly involved in activities related to the land on which they are located.

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

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

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

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

The housing goals of Marion County are:

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

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

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

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

It is also the intent of the Plan to assure that the type of residential use locating in the Rural Residential area is of a type which cannot readily be supplied in an urbanized area. That is, the residential use should be for the purposes of providing housing in a low density residential environment. In this Plan, 2 acres per dwelling unit is considered as the maximum density. In areas that have development limitations, lower densities may be required to minimize the potential for adverse impacts of development on public health, the quality of the environment, fire protection and the capacity of the property to provide an on site water source and septic waste disposal system.

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

Because urban services, especially sewer and water, are very costly to provide to relatively low density rural developments, criteria will be applied to these areas to ensure that densities are low enough to avoid the need for these services. The majority of lands designated for acreage homesites have characteristics that will result in limitations to development. Some areas have steep slopes and poor soil characteristics that will require larger parcel sizes due to septic tank filter field limitations, the need for extra areas for roadway and building site contouring, the need to incorporate unbuildable areas and scarcity of water supply. In addition, individual choices of open space needs may result in larger parcels. Because of these factors, rural residential development will occur on a range of parcel sizes. Unnecessarily large rural homesites generally do not provide for reasonably efficient utilization of the land. Therefore, in areas zoned Acreage Residential as of October 4, 2000, (effective date of amendments to OAR 660-04-0040) without environmental limitations the optimum lot size will be from 2 acres to 3 acres. Any areas rezoned to an Acreage Residential zone after October 4, 2000, shall have a 10 acre minimum lot size unless an exception to Goal 14 (Urbanization) is granted.

The predominant zoning category applied to the land within the Rural Residential area will be the Acreage Residential (AR) category. The Acreage Residential category may be used with a numerical suffix (i.e., AR-3, AR-5, AR-10, etc) to indicate the minimum lot size needed to protect the character and environmental stability for an area and the public health and safety.

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

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

To obtain maximum utilization of the lands currently designated for rural residential development innovative systems of development and design should be encouraged. These systems could consist of new siting techniques, such as clustering, to adapt development to the terrain or vegetation characteristics of the site and to take advantage of technological advances in waste disposal and water supply systems. Through encouraging the uses of new development concepts

lands now considered limited in their rural residential development potential could possibly be developed much more efficiently. Such approaches can increase the capacity of the lands now designated for rural residential use while decreasing the impact of development on surrounding resource lands.

RURAL RESIDENTIAL POLICIES

1. Marion County will cooperate with the Marion County Housing Authority and other agencies to develop programs and funding sources to increase the level of support for maintenance and rehabilitation of exiting housing in rural areas.
2. Marion County will cooperate with governmental agencies and housing authorities within the region to promote unified housing policies and to ensure an equitable distribution of assisted housing units throughout the County.
3. Marion County will attempt to keep development requirements to a minimum so that the cost of rural residential housing can be kept as low as possible consistent with public safety and health requirements thereby helping to make rural housing a viable housing choice available to low and moderate income families.
4. Marion County will encourage rural residential housing that takes maximum advantage of renewable energy resources and use of innovative technology in order to make rural housing as energy efficient and self-sustaining as possible to reduce the public cost of providing basic utility services to rural housing.
5. Marion County considers rural residential living a distinct type of residential experience. The rural life style involves a sacrifice of many of the conveniences associated with urban residences and the acceptance of lower levels of governmental services, narrow roads and the noises, smells and hazards associated with rural living and accepted farm and forest management practices. Marion County finds that it is financially difficult, not cost effective and inconsistent with maintaining a rural life style for government to reduce or eliminate the inconveniences caused by lower levels of public services or farming and forest management practices. When residences are allowed in or near farm or forest lands, the owners shall be required to agree to filing of a declaratory statement in the chain of title that explains the County's policy giving preference to farm and forest uses in designated resource lands.
6. Where designated rural residential lands are adjacent to lands protected for resource use a reasonable dwelling setback from the resource land shall be required, and any other means used, to minimize the potential for conflicts between accepted resource management

practices and rural residents.

7. Lands available for rural residential use shall be those areas developed or committed to residential use or significant areas unsuitable for resource use located in reasonable proximity to a major employment center.
8. Since there is a limited amount of area designated Rural Residential efficient use of these areas shall be encouraged. The minimum lot size in Rural Residential areas existing on October 4, 2000, shall not be less than 2 acres allowing for a range of parcel sizes from 2 to 10 acres in size unless environmental limitations require a larger parcel. Areas rezoned to an Acreage Residential zone after October 4, 2000, shall have a 10 acre minimum lot size unless an exception to Goal 14 (Urbanization) is granted.
9. When approving rural subdivisions and partitionings each parcel shall be approved as a dwelling site only if it is determined that the site: 1) has the capacity to dispose of wastewater; 2) is free from natural hazards or the hazard can be adequately corrected; 3) there is no significant evidence of inability to obtain a suitable domestic water supply; and 4) there is adequate access to the parcel.
10. All residential uses in rural areas shall have water supply and distribution systems and sewage disposal systems which meet prescribed standards for health and sanitation.
11. Rural residential subdivisions shall be required to have paved streets.
12. Where a public or community service district exists, the extension of services within designated rural residential areas may be permitted. The district may be allowed to provide service extensions to lands outside the designated residential areas if necessary for health and safety reasons but the district shall only annex lands designated for residential use.
13. Where the use of community water supply systems are cost effective and there is not a service district able to provide the service they may be allowed. The availability of community water services shall not be considered justification for increasing the density of development beyond 2 acres per dwelling.
14. In rural residential areas within one mile of an urban growth boundary, a redevelopment plan may be required as a condition of land division. The plan shall demonstrate that reasonable urban density development is possible should the urban growth boundary need to be expanded in the future.
15. Where parcels of 20 acres or larger are suitable for rural residential development and

previous nearby development does not create a precedent for conventional subdivision development, the developer shall be encouraged to cluster the residences through the planned development process to retain any resource use potential, preserve significant blocks of open space and wildlife habitat and to provide buffers between the residences and nearby resource uses and public roadways.

16. The Acreage Residential (AR) zone will be the predominant zone applied to the lands designated Rural Residential. A numerical suffix may be used to indicate the minimum lot size allowed in the zone.

17. In rural areas mobile homes and manufactured dwellings will be allowed on the same basis as conventional site built single family housing.

RURAL DEVELOPMENT CENTERS

Several settlements in Marion County have never been incorporated as cities. Some of these enclaves can be considered a "community," the same as a small city in every sense except the form of government. Others have evolved more as commercial or industrial centers serving the rural population of the surrounding area or the traveling public. Still others are mostly residential, but with some commercial, industrial, or public use.

The Marion County Comprehensive Plan recognized rural development centers when it was first adopted. The plan has made a distinction between "rural communities" and "rural service centers" since acknowledgment. The former display a diversity and sizeable number of land uses, while the latter are smaller and are typically predominated by commercial activities.

The Land Conservation and Development Commission adopted administrative rules that provide definitions, processes, and standards for planning and zoning unincorporated communities (OAR 660, Division 22, hereafter "the unincorporated communities rule" or "the rule"). There are three types of unincorporated communities defined in the rule relevant to Marion County; these are urban unincorporated communities, rural communities, and rural service centers. Some of these terms are the same as previously used in the Comprehensive Plan, but do not necessarily now have the same meaning.

The Comprehensive Plan previously identified several communities that do not satisfy any of the new definitions of an unincorporated community because they had too few commercial, industrial, and public uses (North Santiam, Pratum, Shaw, Talbot, Waconda, West Stayton), no residential use (Central Howell, North Howell, Drake's Crossing, Hopmere, Norton's Corner, Brooks Interchange, North Jefferson Interchange, Santiam Interchange, Talbot Interchange, Lone Pine), or it was not an exception area (St. Louis).

Each unincorporated community is designated as an "urban unincorporated community," "rural community," or "rural service center" on the plan map, but all the land within each community will also carry a plan designation for residential, commercial, industrial, or public use. The zoning of the land must conform to this plan designation.

The following sections describe the areas that are defined as unincorporated communities in the rule.

RURAL COMMUNITIES

Rural communities are exception areas that are predominantly residential but also have at least two types of other uses (commercial, industrial, and/or public uses). The communities of Butteville, Labish Village, and Marion provide basic commodities and services to their surrounding areas and a sizable number of residences within the immediate community. These communities have fairly diverse types of activities, including residential, commercial and, in some cases, industrial development. They are at a stage where development has created, or could create, the need for water systems. In addition, the smaller communities of Monitor, Quinaby, and Macleay include a sufficient quantity and type of land uses to satisfy the definition of rural community in the unincorporated communities rule although they are not significant centers of commerce or industry. One other area, Mehama, conforms to the rural community definition in the rule although a sizeable portion of the commercial district is within the Lyons urban growth boundary and therefore is not "rural."

These communities should remain rural in character by limiting activities to those consistent with a low density rural community and the unincorporated communities rule. Multi-family development is considered inconsistent with this planned low density character.

Where a community service district is necessary to correct health hazards or where a district will be cost effective without encouraging development of resource lands or urban density development, provision of public sewer and water service may be appropriate. Marion County does not encourage individual private systems in these communities.

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

Brooks - See the "Brooks-Hopmere Community Plan".

Butteville is one of the earliest settlements in Marion County and has historical significance. It is a small but established residential community with limited commercial and no industrial

development. Due to its proximity to the Willamette River and Champoeg State Park additional riverfront homesite development and development of limited commercial activities is a possibility. Any development of this kind should be limited to the residential and commercial uses shown on the Plan Map and should be consistent with low density rural development standards. Community sewer and water systems should not be needed.

Labish Village is located adjacent to Highway 99E between Salem and Brooks. It is composed of two abutting subdivisions: Labish Village, a 130-lot development plat-tered in 1948, and Helton Tracts, a 31-lot subdivision platted in 1956. The size of the lots in these subdivisions range from about 7,000 to 13,000 square feet. Land uses are predominantly residential, with some commercial use along the highway. The two subdivisions each have their own water systems, and sewage service was extended to the development in the mid-1970s for health reasons. There is infill potential on existing lots in this community since adequate services exist, but the entire area is already divided into small lots so no further division of land is forthcoming.

Macleay is centered on an 1884 town plat adjacent to what is now the Southern Pacific Railroad. There are commercial and public uses serving the community and the surrounding rural area. No water or sewer service is available. There is a large residential exception area adjacent to Macleay, but only the core enclave is considered part of the community.

Mehama is located along the North Santiam River and State Highway 22. There are residential, commercial and industrial activities located in this community that serve regional needs which include the logging industry, recreational activities and highway related services. Immediately south across the North Santiam River is the city of Lyons in Linn County. A portion of the Mehama area has been included in the Lyons Urban Growth Boundary, and this area is not considered part of the rural community. The Lyons-Mehama Water District is a private agency that provides water to the city and to the area within the urban growth boundary. The District also provides service to land outside the proposed boundary within the Mehama area.

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

Marion consists of approximately 75 dwellings, an elementary school and several commercial uses. Enough land has been zoned commercial to accommodate needed services. Development

should be limited to infilling of residences within the designated area.

Monitor is a small community at a crossing of Butte Creek, adjacent to the boundary with Clackamas County. Monitor dates to 1914 and contains dwellings, commercial uses, a small manufacturing facility, a fire station, and a school. The businesses and public uses in Monitor serve the community and the surrounding rural population. There is no public water or sewer service, and the soils in the area have limitations for on-site sewage disposal. Therefore, the community should be encouraged to infill only at an appropriate level until or unless these services are provided.

Quinaby is at the intersection of Quinaby and River Roads near Keizer. It contains a commercial use serving the surrounding area near this busy intersection and a small manufacturing facility. There is no water or sewer service available, so uses need to be kept a rural level.

Shaw is located between Salem and Stayton around the intersections of Silver Falls Highway and the Southern Pacific Railroad line and Howell Prairie Road. The community contains 18 dwellings, a machine shop, a general store building, warehouse and a church. The businesses serve the community, surrounding rural population, and also cater to the traveling public using the highway. Soil conditions are suitable for on-site sewage disposal at rural residential development density. The community and surrounding areas rely on groundwater for domestic use and are located within identified Sensitive Groundwater Overlay zone boundaries.

RURAL SERVICE CENTERS

Rural service centers are exception areas predominantly in commercial or industrial use, but also containing dwellings. Two smaller commercial centers have a mix of uses that qualify them as rural service centers under the rural communities rule. These are at Interstate 5 interchanges: Fargo Interchange and Turner Interchange. These centers should remain substantially as they are, small in size and rural in character, with no demands for urban services. The unincorporated communities rule does not provide for expansion of the boundaries of a rural service center. They should continue to provide the basic conveniences and service needs of the neighboring area with minimal adverse impact on surrounding farming or forestry activities. The development of additional residential homesites at these centers is discouraged.

The Fargo Interchange (at Ehlen Road) is developed with tourist/travel and trucking related concerns. There are two permanent dwellings within the exception area. An extension of the city of Donald's sewerage to the Fargo Interchange has been approved along with the establishment of the Fargo Interchange Sewer Service District, but there is no community water supply available.

The Turner Interchange (at Delaney Road) also has freeway-related businesses and a small

residential area to the west of the interchange zoned Acreage Residential. There is no water or sewer service available to this area. Therefore, density in the residential area should not be increased as a consequence of the community designation.

RURAL DEVELOPMENT POLICIES

1. Where there is a demonstrated need for additional commercial uses in rural Marion County they should be located in designated unincorporated communities.
2. The boundaries of identified unincorporated communities shall not be expanded to accommodate additional development.
3. Service districts within unincorporated communities may be created and expanded to serve the entire designated rural community; however, services shall not be extended outside of the community unless necessary to correct a health hazard.
4. Public facilities in rural communities and rural service centers should be designed to service low density rural development and not encourage urbanization.
5. Additional residential development should be discouraged within Interchange District zones at rural service centers. Only rural service businesses and related uses should be located at these centers.
6. Zoning ordinance provisions shall ensure that new uses permitted in unincorporated communities will not adversely affect agricultural and forestry uses.
7. Multi-family zoning shall not be permitted in Rural Communities or Rural Service Centers.
8. The Fargo Road, Brooks, Sunnyside-Delaney, North Jefferson, Ankeny and Talbot interchanges along I-5 and the Santiam interchange on Highway 22 are appropriate locations for highway related services. Other types of commercial or industrial uses shall not be permitted at these locations.
9. Expansion of Interchange District zoning at any particular interchange shall only be considered when:
 - (a) Adequate services to support freeway related uses are available.

- (b) All designated lands at the interchange are committed to development, or vacant designated lands are unsuitable for the proposed use; or
- (c) The zoning is needed to allow expansion of an existing use allowed in the Interchange District zone, and it is not economically practical to expand the use on non-contiguous lands designated for interchange development at the same interchange.

RURAL INDUSTRIAL

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

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

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

There are also industrial uses not directly tied to a resource base that may be appropriate in rural areas. Certain heavy commercial or light industrial uses have very few employees, involve limited on-site operations, generate little additional traffic, require buildings similar to those common in rural areas, present few potential conflicts with nearby resource uses, do not require public sewer or water services and often provide services needed by rural residents.

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

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

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

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

RURAL INDUSTRIAL POLICIES

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

PUBLIC AND SEMI-PUBLIC FACILITIES

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

The Public Facilities and Services Goal of Marion County is to plan and develop a timely, orderly

and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

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

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

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

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

URBAN SERVICES

The 20 cities in Marion County provide differing levels of public facilities. Most of the smaller cities provide only minimal service. As the size of the city increases, the services provided become more varied.

The growth and development of urban areas is dependent upon their ability to provide the basic urban services. Urban growth boundaries have been established on the premise that an efficient means of supplying needed services can be achieved and can be financed. The provision of urban services should be designed to maximize the efficiency of developing urbanizable lands

according to each city's land use plan.

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

RURAL SERVICES AND FACILITIES

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

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

Schools: Marion County has 11 school districts serving 17,163 students as of 2002. The State Department of Education sets operational standards.

Fire Districts: Marion County has 19 rural fire protection districts. These districts must comply with standards established by the State Fire Marshall. All of rural Marion County is served by a fire district except for some land in the South Salem Hills and an area in the eastern part of the county. In this unserved area limited fire protection is provided by state and federal agencies.

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

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

Sewage Service Districts: The Labish Village Sewer District is a rural sewage district and serves

only Labish Village. This subdivision, just north of the Salem Urban Growth Boundary, was originally developed using septic tanks; however, due to repeated septic tank failures and the imminent health hazard, the Labish Service District was created and a truck line was extended from the Salem urban area to provide sewer service. The Fargo Sewer District serves the development at the Aurora-Donald interchange on Interstate-5. The district was formed to replace two failing lagoon systems. The district uses a trunk line that connects to the City of Donald's sewage treatment plant. The Brooks Community Sewer District was also created to correct repeated septic tank failures and to serve the Urban Unincorporated Rural Community of Brooks.

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

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

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

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

RURAL SERVICE ISSUES

Rural Development impacts on public agencies:

Rural residential development at the maximum 2 acres per unit overall rural density places a greater demand on police and fire protection agencies than farm and forest land where residential density is much lower. School districts that include significant areas designated for rural residences might have to expand facilities to accommodate the greater populations. In the discussion of rural residential development it is noted that those wishing to live in rural areas must be prepared for lower levels of services than found in urban areas. However, the County, fire and school districts must still provide minimal services and this can be costly because low density areas do not generate adequate tax revenue compacted to the high cost of providing services for scattered low density development.

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

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

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

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

In order for private community systems to be an effective and safe means for treating waste water in rural developments, maintenance personnel need to be trained and certified. The County must also be directly involved in approval of initial assessments for maintenance and operation of

private sewage treatment facilities. Too often these are set low to be attractive to new purchasers but are not reasonable in the event of needed repairs or even routine maintenance. Also, by controlling densities as outlined in the Comprehensive Plan and reviewing system designs prior to final approval of proposed development overtaking of the system could be eliminated. Other controls such as specific bonding requirements, sludge disposal and more restrictive monitoring would also aid in minimizing difficulties.

Road Standards for Rural Development: Where additional rural development is allowed existing roadways must be brought up to standards established by the Public Works Department. In new rural residential subdivisions full street improvements will be necessary on public roads providing access to more than four homesites. All costs for road and drainage improvements will be the responsibility of the developer and/or residents of the new development. Where Marion County will become responsible for road maintenance strict construction standards will be applied to insure maintenance will be as economical as possible. Due to financial constraints, the County may encourage private maintenance agreements for public roads if the road is not an integral part of the regional transportation system and it is not in the public interest for the County to assume maintenance responsibility. (see Transportation section for Road Access Policies).

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

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

RURAL SERVICES POLICIES

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

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

General Policies

1. The impact on existing services and the potential need for additional facilities should be evaluated when rural development is proposed.
2. It is the intent of Marion County to maintain the rural character of the areas outside of urban growth boundaries by only allowing those uses that do not increase the potential for urban services.
3. Only those facilities and services that are necessary to accommodate planned rural land uses should be provided unless it can be shown that the proposed service will not encourage development inconsistent with maintaining the rural density and character of the area.
4. The sizing of public or private service facilities shall be based on maintaining the rural character of the area. Systems that cannot be cost effective without exceeding the rural densities specified in this Plan shall not be approved. The County shall coordinate with private utilities to ensure that rural development can be serviced efficiently.
5. Marion County shall participate in a regional solid waste program and shall develop a program providing adequate solid waste disposal service for rural areas.

Special District Policies

1. Marion County shall coordinate with the special service districts in the County in planning for growth and development which will occur within the districts. A joint review process established through coordination agreements will be used to facilitate this coordinated planning.
2. Marion County shall encourage close cooperation between cities, public and private schools and the County in the matter of school site selection, acquisition, planning and joint use.

3. The County shall be guided by the policies of the coordinated plan of local school districts in approving development proposals within each district. The county shall also provide notice of land use action to districts that have not yet developed coordinated plans. Comments received from these districts shall be considered in the review of development proposals.

4. Marion County shall require evidence that the level of fire protection provided by a fire district is adequate to service proposed land developments. If service is not adequate the development shall be denied or be conditioned so that necessary facilities are provided.

5. In those areas not served by a fire district, Marion County shall require evidence of fire protection by private means prior to approval of future rural subdivision, commercial or industrial development. Implementation of the fire protection program recorded in Chapter 3 of Fire Safety Consideration for Development in Forested Areas, 1978, shall be a requirement of use approval for residences located near timber land whether or not they are located in a fire district.

6. The creation or expansion of any sewer district as well as the extension of sewer services to lands outside an existing service district's boundaries, unincorporated communities' boundaries, urban growth boundaries or city limits shall be discouraged unless the area to be served has demonstrated persistent health hazard problems confirmed by the County Health Department and the State Department of Environmental Quality and needs for which no other practical and reasonable alternative is available. Cost may be a factor in determining whether an alternative is practical and reasonable, however, cost shall not be the only factor or even the primary factor. Any extension shall require the approval of the Marion County Board of Commissioners and an exception to Goal 11 (Public Facilities and Services).

7. The creation or expansion of any water district as well as the extension of water services to lands outside an existing service district's boundaries, unincorporated communities' boundaries, urban growth boundaries or city limits shall be discouraged unless the area to be served has demonstrated persistent health hazard problems confirmed by the County Health Department and the State Department of Environmental Quality and needs for which no other practical and reasonable alternative is available. Cost may be a factor in determining whether an alternative is practical and reasonable, however, cost shall not be the only factor or even the primary factor. Any extension shall require the approval of the Marion County Board of Commissioners.

8. Consistent with Policy #7 above, it is strongly encouraged that the State Water Resources Department examine the need to abandon those wells on properties connecting to the extended water service with the goal of stabilizing aquifers and preventing further decline in groundwater levels.

Private Facility Policies

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

DEVELOPMENT LIMITATIONS

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

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

The Development Limitations Goal of Marion County is to protect life and property from natural disasters and hazards. Marion County is developing a Hazard Mitigation Plan to respond to natural hazards in the County, specifically flood and landslide hazards. This plan will be an element of a statewide hazard mitigation plan. Many of the policies of the hazard mitigation plan have been incorporated into the Development Limitations Element of the Marion County Comprehensive Plan. Coordination between these two plans enhances the County's ability to reduce the risk to county citizens from natural hazards. The following is a summary of each limiting factor and the applicable County policies.

Floodplain

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

The Marion County floodplain control program is based upon limiting development in areas subject to the identified 100 year frequency of 1 percent chance of flooding in any one year. This is in coordination with the National Flood Insurance Program that provides flood insurance for structures constructed in floodplains. For residents to obtain the insurance the County must identify the floodplain and control development within it. The National Flood Insurance Program, through the Federal Emergency Management Agency (FEMA), has established minimum standards that a community must meet to qualify for the insurance program. Marion County has qualified for the program since 1979. FEMA encourages communities to adopt standards that exceed this minimum to improve the protection afforded the citizens of the community. To support communities that go beyond the minimum standards, the insurance program, through its Community Rating System, will reduce the cost of flood insurance in that community. As a result, in order to reduce the risk from flooding to its citizens and to qualify for a reduced insurance rate, Marion County has adopted standards that exceed the minimum FEMA requirements. Marion County, based on survey data and airphotos collected during the 1996

flood, has identified areas that flooded or would flood that had not been identified by previous FEMA studies. It is in the public interest to map these areas and apply development standards to any development that is proposed in these newly identified floodplains to reduce the risk to public health and safety. Also as a result of the February 1996 floods, the Marion County Flood Hazard Mitigation Plan was developed. The plan promotes the minimization of future flood damage by discouraging development in hazardous areas, and by encouraging maintenance of existing floodways and storm water systems. It directs that Marion County use the best available floodplain data when making planning decisions. It directs that Marion County maintain and develop its storm water system to minimize flooding. It also directs public information efforts regarding safe development.

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

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

The area subject to flooding is shown generalized on the Development Limitations Map in the Background and Inventory Report and in detail on Flood Insurance Rate Maps and Zoning Maps on file in the Marion County Planning Division. Those floodplain areas where specific development standards and regulations apply are identified on the Flood Insurance Rate Maps and the Zoning Maps.

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

Landslide Areas

Areas of landslide activity or unstable slopes are usually unsuitable for development because of hazards to human life and property from earth movement. The areas within the County identified by the State Engineering Geologist as active or inactive landslide areas are shown on the Development Limitations Map. A major active landslide area is located on the west-facing slope of the Salem Hills. The slides in this area have developed on steep slopes of soils originating from the marine sedimentary bedrock units. Land-slides also occur in the canyon of Abiqua Creek about five miles east of Silverton and along the slopes of the Little North Fork of the Santiam River. In these areas, the slides are developed in deeply weathered tuffs of the Mehama

Volcanics. Landslides may also occur in the clay soils overlying the Columbia River Basalt in the Salem Hills area and in the Waldo Hills-Silverton Hills area, if slopes are artificially oversteepened. Steep slopes associated with landslide activity areas are themselves a deterrent to high density development. But, such areas of steep and unstable slopes may be attractive to low density residential development because they have a view or because they possess other site amenities. In any case, development in any identified active or inactive landslide area should be reviewed on an individual site basis. Special engineering geology studies will be required to determine if proposed development can be safely accommodated.

Building Site Limitations

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

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

These limitations are related more to generalized planning considerations in determining appropriateness or type of development that may be allowed in an area without adverse affects. Soil associations are shown on the General Soils Map included in the Background and Inventory Report.

Septic Tank Filter Field Limitations

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

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

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

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

Development Limitations Policies

1. Permanent structures shall not be constructed in the floodway of the floodplain. Structures constructed in the floodplain fringe shall have their lowest floor elevation at least 2 feet above the 100 year flood level or 2 feet above natural grade where the base flood level has not been established.
2. Marion County should strengthen watershed management to reduce affects of flooding by pursuing a regional approach for developing mitigation solutions to flooding problems that overlap individual jurisdictions.
3. Marion County should encourage and support local communities in their efforts to protect their water supplies from floodwater contamination and turbidity from watershed runoff.
4. The County shall mitigate flood damage through planning and regulations by:
 - A. Developing and maintaining links between land use, hazard mitigation and emergency operations planning throughout the County.
 - B. Continuously seeking methods to improve management of the floodplain and landslide-prone areas of the unincorporated portion of the County.
 - C. Considering the use of appropriate incentives, including taxes, to encourage mitigation measures by property owners.

5. Marion County should educate citizens about the flood hazard, risks involved and mitigation measures available. The County shall ensure that information about the flood hazard in Marion County is readily available to the general public.

6. Construction, involving the placement of structures on or in the land surface and other such disturbances or excavations of the land surface in active or inactive landslide areas (as identified in the Background and Inventory Report) shall require specific site study by a qualified engineering geologist prior to development.

7. Rural residential uses which are outside of those areas planned for urban expansion and sewer service and which are dependent upon subsurface sewage disposal systems should have systems with the potential for functioning properly for a period of at least 40 years.

URBANIZATION

Revised 12/04/02

URBANIZATION PROBLEMS AND ISSUES

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

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

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

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

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

In addition to social and economic considerations of urban development patterns, there are also problems of competing and conflicting urban versus rural land use interests. All of the 20 cities in Marion County are surrounded by either farmland or forest land. As urban areas continue to expand, these resource lands are either directly converted to urban uses or are adversely impacted due to inherent conflicts between rural and urban activities.

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

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

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

In an effort to address the County's basic planning goal and coordinate planning activities with the cities regarding urban growth and expansion issues, the County initiated an urban growth management project in 1998. The multi-year planning project completed in 2002, resulted in adoption of an Urban Growth Management Framework and Implementation Strategy as an amendment to the Urbanization Element of the County Comprehensive Plan. The Framework provides a growth management policy guide for use by the County and cities to help ensure

future growth and expansion issues are coordinated, and that growth can be accommodated in a manner that integrates the varied planning interests of both the County and cities.

URBAN LAND USE GOALS

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

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

URBAN AREA PLANNING

To achieve the desired objectives of managing urban expansion, it is necessary to develop urban growth programs jointly with the cities, Marion County and special districts. These programs should be developed primarily through the comprehensive planning processes of each community with concurrence by the County and the State. The Land Conservation and Development Commission Goal 14 – Urbanization, provides the basis for development of these programs as part of each city's comprehensive plan.

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

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

Each city is required by State law to comply with the LCDC Urbanization Goal 14 by establishing an urban growth boundary. These boundaries are for the purpose of identifying the geographic limit to which urban development will expand during the foreseeable future, which for cities is the 20-year planning horizon of their acknowledged comprehensive plans. The main intent of boundaries is to logically contain urban sprawl and separate urbanizable lands from rural lands.

The establishment of each urban growth boundary which also involves proposals to expand the existing, acknowledged growth boundary, should be based upon the following criteria as indicated in the Land Conservation and Development Commission Urbanization Goal.

- a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
- b. Need for housing, employment opportunities, and livability;
- c. Orderly and economic provision for public facilities and services;
- d. Maximum efficiency of land uses within and on the fringe of the existing urban area;

- e. Environmental, energy, economic and social consequences;
- f. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
- g. Compatibility of the proposed urban uses with nearby agricultural activities.

The state goal requires each community to establish an urban growth boundary as part of its Comprehensive Plan program. The extent and location of each urban growth boundary will be based upon the individual community needs, conditions and growth expectations. The area identified for future urbanization should be considered flexible with any changes occurring based upon changing needs of the community, consideration of the above LCDC Statewide Land Use Planning Goal 14 criteria, and applicable provisions of the Urban Growth Management Framework.

Marion County and each of the 20 cities in the County have jointly agreed upon and adopted an urban growth boundary as part of each city's comprehensive plan. These boundaries are shown on the General Land Use/Transportation Plan Map. The County and each of the cities have adopted intergovernmental agreements in the form of Urban Growth Boundary and Policy Agreements for establishment of the urban growth boundaries, to address coordination requirements regarding Plan amendments and changes to the boundaries, and for identification of areas of special mutual concern.

A list of the acreage of land contained within each city's urban growth boundary is included in the Background and Inventory Report. These boundaries, when established in the late 1970s and early 1980s, included sufficient land to accommodate the projected 267,000 persons by the year 2000. This indicated an increase of more than 115,900 persons between the years 1978 and 2000. ORS 195.036 provisions adopted in 1995 designated counties with the responsibility for establishing and maintaining a coordinated population forecast for the entire area including cities within its boundary, for use in maintaining and updating comprehensive plans. In October 1998, the County adopted new, coordinated population projections for the incorporated and unincorporated portions of Marion County. The projected year 2020 population for the County is 350,952 which is an increase of 83,252 over the 1997 base year population of 267,700 used for the projections. The 2000 Census population count for the County was 284,838. The population projections for each city are one of the primary factors used in determining urban growth boundary areas and are included in each city's comprehensive plan as plans are updated or through a city's periodic review process of their plan, and in the County Background and Inventory Report.

The countywide Urban Growth Management Project Framework utilized a long-range 50 year planning horizon as a means of allowing cities to begin looking beyond the 20 year timeframe of comprehensive plans with regard to population, land capacities and needs, and facilities planning.

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

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

URBAN GROWTH POLICIES

In defining urbanizable land areas with urban growth boundaries, it is necessary to provide implementation measures to affect their purpose. Urban Growth Policies can provide guidance in making the land use decisions that will direct the future of the urbanizable land areas. The mutual agreement of the cities and the County to these policies is vital to the effective coordination and cooperation necessary to implement each urban growth program. The following are urban growth policies that should guide the conversion of the urbanizable areas adjacent to each city to urban uses. In addition, the Urban Growth Management Framework provides policies and coordination guidelines that focus on specific growth issues pertaining to transportation, environment, economic development and housing to guide cities in evaluating future land needs and land use decisions.

1. The type and manner of development of the urbanizable land shall be based upon each community's land use proposals and development standards that are jointly agreed upon by each city and Marion County and are consistent with the LCDC Goals.
2. The provision of urban services and facilities should be in an orderly economic basis according to a phased growth plan.
3. Development of the urban area should proceed from its center outward.

4. Development should occur in areas of existing services before extending new services.
5. Divisions of urbanizable land shall consider the maximum utility of the land resource and enable the logical and efficient extension of services to such parcels.
6. Generally cities are the most logical providers of urban services. Where special service districts exist beyond the city limits and within the urban growth boundary such as around Salem, all parties shall work towards the development of the most efficient and economical method of providing needed services. Urban services shall not be extended beyond the urban growth boundary, except as provided for in Special District Policies 6, 7 and 8.
7. Urban densities shall be established only within recognized urban growth boundaries unless an exception to Goal 14 (Urbanization) is obtained.
8. The majority of the projected population increases in Marion County should be directed to the urban areas.
9. Sufficient developable land shall be made available to provide choices in the market place.
10. The annexation of rural lands into the legal boundary of any city shall be limited to the area contained within the mutually adopted Urban Growth Boundary. Exceptions to this prohibition may be allowed consistent with Special District Policies 6, 7 and 8. The annexation of lands outside of an Urban Growth Boundary shall be limited to lands having a prior exception to Statewide Goal 3 (Agricultural Lands) and Goal 4 (Forest Lands). Annexation procedures shall be consistent with the requirements of state law and the local coordination policies contained in the Urban Growth Boundary and Policy Agreement or growth management agreement/compact.
11. Any city proposing to annex rural lands located outside of an Urban Growth Boundary into a city limits shall carry the burden of proving compliance with the applicable goals and policies of the Marion County Comprehensive Plan, the city's comprehensive plan, the Urban Growth Boundary and Policy Agreement or growth management agreement/compact and state statute and administrative rules.

12. An updated intergovernmental agreement or compact between the County and a city that is consistent with the Urban Growth Management Framework shall be required as each city goes through Periodic Review or updates its comprehensive plan where County concurrence is necessary.

URBAN GROWTH MANAGEMENT FRAMEWORK

Future population and employment growth projected in Marion County creates both challenges and opportunities for maintaining the quality of life in Marion County. Resources such as water and farmland will be limited and congestion and travel times will probably increase in urban areas. Marion County recognizes its responsibility to coordinate with cities and ensure the efficient use of urbanizable land before allowing urban expansion to occur. Marion County also recognizes that cities have the primary responsibility to plan for the growth of their communities. Nevertheless, without coordination with and among the cities, development may occur in areas that result in even greater negative impacts on transportation and infrastructure systems and the agricultural land base of the County. For example, the ability to move freight and people throughout the County may be jeopardized if growth occurs in areas where the transportation system is not adequately developed to serve additional capacity.

Uncoordinated development may also result in patterns of growth that are not desired by the citizens in Marion County and may ultimately reduce the quality of life in the County. However, if managed effectively, the adverse impacts of the additional growth can be minimized. Through a collaborative and coordinated effort to manage growth, development can be planned in locations that best serve the County, and the accompanying transportation and infrastructure systems can be developed with the greatest efficiency. The quality of life can be preserved by maintaining the characteristics in each community that make it unique, and by directing development in each community to be consistent with each community's values.

Understanding the importance and need to lessen the impacts of growth, the Marion County Board of Commissioners initiated the Marion County Urban Growth Management Project in 1998. The Project objective was to develop a policy and implementation strategy through an urban growth management framework plan as a component of the Marion County Comprehensive Plan, for guiding and coordinating urban growth among the cities in the County. The growth management project utilized a long-range 2050 planning horizon and was undertaken to provide initial data needed to evaluate future growth and establish a framework to address growth issues. It is expected that the initial data used to develop the Framework will be modified and expanded as the cities and County undertake further analysis to address specific growth needs and issues.

The growth management project planning effort engaged the cities, interest groups and residents in a cooperative effort to look at where growth is likely to occur under current development trends and where it should be encouraged or discouraged in the future. During the various phases of the project, coordinated population projections and land capacities for the cities for the year 2050 were analyzed and a countywide growth strategy known as the Growth Management Framework was created with input from the public and the 20 cities in the County.

The values driving the Growth Management Framework are a set of 24 guiding principles identified in the growth management project through public involvement by collaboration and consensus, that provide a link between quality of life, economic development, and land use planning as a way to sustain the values deemed important by residents in their vision for the County. The guiding principles focus on regional elements of growth management that go beyond jurisdictional boundaries such as transportation, housing, environmental, and economic needs and are the basis for the goals set forth in the Growth Management Framework.

The purpose of the Growth Management Framework is to:

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

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

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

GROWTH MANAGEMENT FRAMEWORK PATTERN OF GROWTH

The growth management strategy is based on a multi-year planning effort that defined a Growth Management Framework. The Growth Management Framework is designed to adhere to the principles contained in this chapter and to accommodate approximately 500,400 residents and 212,500 jobs within the 20 cities and unincorporated portions of Marion County by the year 2050. The Growth Management Framework Preferred Alternative growth scenario focuses the majority of the growth in the County to the larger communities of Salem, Keizer, Woodburn, Stayton and Silverton, with growth occurring primarily inside the current UGBs of cities where there is available capacity, and through infill and redevelopment where appropriate.

The long-range population and employment targets of the Framework are a starting point for the establishment and maintenance of 20 year forecasts that are used to coordinate comprehensive plans, and that will be updated from time to time. The projections used in the Framework are not intended to be a substitute for specific housing or economic analysis conducted by cities to meet State planning requirements. As actual growth rates change or as new studies are conducted and acknowledged, it is expected that the long-range growth forecasts in this Framework will be updated and revised. Such revisions do not require an amendment to this Framework.

How the additional population and employment are accommodated will be consistent with the comprehensive plans of the cities and State law, and coordinated with the Marion County Comprehensive Plan. The Framework is intended to provide guidance in coordination amongst the cities and the County, and to establish evaluation guidelines that will help the County determine if additional coordination efforts may be necessary. City plans that consider applicable goals, policies, and guidelines identified in the Framework are less likely to require further

review by the County and will be considered to be coordinated.

During selection of the Growth Management Framework preferred growth alternative, project participants in the process chose a countywide land use pattern that best suited the many, sometimes conflicting goals of the County and its cities. The 2050 forecast represents the combination of existing city development trends and growth capabilities, and works in direct coordination with both the land efficiency standards of the Framework and the existing land capacities within the 19 urban growth boundaries in the County.

The 2050 forecast represents a long-range planning tool, one that provides cities and the County with a preliminary image of what may be on the horizon. It provides a framework within which to begin considering planning issues and decisions beyond the 20 year timeframes for city comprehensive plans, ranging from the amount and locations of different allowed uses, to critical sizing of infrastructure. The forecast provides a starting point for all 20 cities and the County as they plan for the future, makes cities aware of what other cities may be planning for, and coordinates their comprehensive and other plans with a long-range forecast.

One of the most important functions of city plans is the ability to plan for urban growth boundary expansions needed to accommodate projected growth. At the same time, one of the highest principles of Marion County is to prevent sprawl in order to protect valuable farm and forest lands. Included in the Framework strategy are land efficiency standards for cities to consider in analyzing land needs. Application of the efficiency standards would be for the entire area of an urban growth boundary. Where a common boundary exists for two cities as with the cities of Keizer and Salem, each city may be able to have a different standard provided the overall efficiency of both cities combined meets the standard applied to the Salem-Keizer boundary. When plans meet these efficiency standards, the County considers the land use to be sufficiently efficient. Plans that fall below these standards or provide alternative efficiency measures will need further County review in consideration with other applicable factors of the Framework.

As a tool for planning, the forecast will be revisited every five years, examining actual performance within jurisdictions and available updated forecasts. The 2050 forecast will not be used in the evaluation of growth boundary expansion proposals. Boundary expansions are based on a 20-year planning horizon using a coordinated population forecast adopted as part of a city's comprehensive plan. If at any time, actual performance or growth rates indicate a needed modification to the forecast, the City and County may revisit the forecast and make appropriate changes to their intergovernmental agreements, or the County can consider revisions to the official coordinated forecast for all the cities through its forecast responsibilities under the provisions of ORS 195.036.

The following chart contains the coordinated 2050 long-range forecast, and the amount of

additional land that may be needed to accommodate the 2050 forecast using the land efficiency standards and commercial and industrial land need estimates.

Table 1: Growth Management Framework 2050 Population Forecast and Land Need Estimate

City	2000 From Census	Coordinated Long Range 2050 Forecast	Urbanization Land Need Estimate(acres) ***
Aumsville	3,003	8,000	346
Aurora	655	1,500	-
Detroit	262	605	-
Donald	608	2,200	169
Gates*	429	1,100	-
Gervais	2,009	3,572	186
Hubbard	2,483	3,300	74
Idanha*	147	250	-
Jefferson	2,487	3,700	24
Keizer	32,203	-	-
Mill City*	312	426	-
Mt. Angel	3,121	4,755	-
Salem/Keizer	169,127	342,387	2,563**
Salem*	119,040	-	-
Scotts Mills	312	430	-
Silverton	7,414	13,500	-

St. Paul	354	475	-
Stayton	6,816	10,600	-
Sublimity	2,148	3,836	-
Turner	1,199	2,451	72
Woodburn	20,100	38,000	617
Marion County Unincorporated	79,732	59,313	
Total Marion County	284,834	500,400	4,051

* Marion County portions only

** Based on Salem Futures estimates and an UGB with a 20-year land supply

*** The Marion County Framework Land Need is the estimated acreage required in addition to that within the current Urban Growth Boundary assuming that the land use efficiency standards of the Framework are met and including the commercial and industrial land need estimates for the forecasts.

An important part of the Framework is the ability of the County and city plans to function together to meet the housing, employment, and transportation needs of the residents. An integral and necessary component of the Framework will be to ensure that new growth is allowed to occur in a way that accommodates the housing, employment and livability demands of this new and changing population, and that communities ensure their planning efforts allow all members of Marion County to feel welcome to settle in a place of their choosing.

GROWTH MANAGEMENT FRAMEWORK GOALS

The Growth Management Framework incorporates existing goals and policies found in County planning documents, city comprehensive plans, and state land use planning law. New goals, policies and guidelines have been added to implement the planning principles identified in the countywide urban growth management project and framework. The goals and policies also make the logical connections between the common goals and values of our County's residents, and lays out solutions to the possible conflicts that may be encountered. It brings together a series of common objectives that will better coordinate the policies of the many jurisdictions within the county. The Growth Management Framework recognizes that cities have the lead role in planning for urban growth, and that every community is unique. The Framework also recognizes the County's responsibility under state law to coordinate the plans of its 20 cities and ensure

those plans are coordinated with the County's comprehensive plan. The policies should be implemented to balance city priorities with the countywide goals, and within the context of the statewide planning goals.

There are some issues however, that impact cities beyond jurisdictional boundaries and are regional issues. For these issues, a countywide approach of the County and cities working together to manage and develop solutions is more appropriate and effective. Further attention to coordination between the County and the cities is needed, and agreement on these goals and principles is intended to establish the topics and the levels at which coordination can be achieved. The goals best addressed through a coordinated and collaborative regional approach focus on the following four key growth issues:

1. Transportation
2. Environment
3. Economic Development
4. Housing

In addition to the Growth Management Framework, coordination and UGB agreements with city governments will be utilized to ensure that city plans are coordinated throughout the County. Coordination agreements should also contain the general policies and specific guidelines of the Framework, with variations incorporated to reflect the specific situations and growth concerns in each city and its environs.

Overriding all goals and policies related to the four key issues identified above are growth management goals or guiding principles that should be met to ensure that coordination is effective at the city and countywide levels. These goals or principles include:

1. Base decisions on a long-range vision for the area, incorporating both community visions and long-range city plans. Ensure that the effects city decisions have on the surrounding county and neighboring cities are understood and considered, and that identified conflicts are resolved.
2. Foster the use of creativity and innovation in planned growth and development projects to maintain the unique character of all cities.
3. Provide for balanced and managed growth to ensure equity among the cities and allow for more efficient use of our natural resources.
4. Honor the unique identities of communities and strengthen unique characteristics.

5. Embrace ethnic and cultural diversity and address the needs of different cultures in land use decisions and consider ethnic and cultural differences in the long-range vision and zoning designations.
6. Rely on the strengths of city decision-making coordinated with a countywide vision.
7. Ensure long-range coordination among the County, cities, and special districts through monitoring of the cumulative effects of city plans and decisions, and utilization of uniform standards.

TRANSPORTATION GOALS

The transportation goals or guiding principles that are part of the Framework address the role of transportation in providing efficient movement of people and freight throughout the county. The County will review city Transportation System Plans (TSPs) and/or transportation elements of city comprehensive plans with these goals in mind. The goals include:

- A. Encourage use of alternative modes of transportation including mass transit, bicycling, walking and carpooling.
- B. Address transportation needs appropriate to both urban and rural areas throughout the county.

TRANSPORTATION POLICIES AND COORDINATION GUIDELINES

In creating a countywide framework to coordinate plans and assist in the cooperative goal of managing growth, it is helpful to provide guidelines to evaluate the effectiveness of plan coordination. The transportation policies provide guidance in making the land use decisions that will direct the future location of jobs and housing in the county through integration with land use planning goals and policies. Consensus between the cities and the County regarding the importance and value of these policies and coordination guidelines is necessary to create a transportation system that can move people and goods efficiently throughout the county. The following policies and coordination guidelines provide direction as to how this transportation system can be developed, and are intended to serve as a basis for future cooperative agreements between the County and cities.

1. Marion County shall jointly plan with communities to meet the transportation needs in the future.

Coordination Guidelines:

- The Marion County Transportation System Plan (TSP) will be designed to accommodate the forecast population, housing, and employment identified in this Framework, as well as the areas that are planned for urban expansion, in coordination with the communities involved.
- The Marion County TSP will investigate countywide alternative transportation, such as inter-city transit, vanpooling, and passenger rail service serving the county and the Willamette Valley region.

2. Communities should implement street connectivity standards.

Coordination Guidelines:

- Lack of street connectivity in cities can result in longer trips and divert traffic onto county and state roads. Therefore, city TSPs and/or transportation elements of city comprehensive plans shall contain effective policies that require street connectivity. Further, the Framework recognizes the Local Street Connectivity Element of the Salem TSP as a quality example.
- The County will coordinate and adopt connectivity standards for urban areas within its planning jurisdiction.
- When feasible, the County will utilize city standards (such as those in the Salem TSP and Salem Revised Code for example) for development that occurs on unincorporated lands within UGBs.

3. Coordinate the enhancement or addition of transit connections within and between cities.

Coordination Guidelines:

- City transportation plans for the two transit systems (Woodburn Transit System and Salem Cherriots) should contain a transit element coordinated with both the Framework forecast and the preferred growth alternative. Future small transit systems should be investigated for cities that will exceed 10,000 people in the preliminary 2050 Framework forecast. The County will investigate and encourage inter-city transit provision through a variety of public and private providers.

4. Allow for a complementary mix of land uses and transportation systems.

Coordination Guidelines:

- Mixed land uses encourage walking and biking trips, and keep auto trips short and on city streets. County agreements with the cities should provide for zoning that allows the co-location of employment and residential uses (mixed use development) in appropriate areas for communities that will exceed 5,000 persons in the preliminary 2050 Framework forecast, and encouraged in all communities.
- Transportation trips can be shortened and traffic reduced by an effective matching of

retail uses to city size. Coordination efforts will strive to ensure that retail land uses over 60,000 sq. ft. or 300 employees per building are located in the urban growth boundaries of cities that are in excess of 10,000 people.

5. Encourage coordination of traffic calming methods.

Coordination Guidelines:

- Work with cities to reach agreement on common methods of traffic calming in order to limit traffic diversion on to county and state routes, ensure delivery of emergency services, and minimize driver confusion. The County will work with cities and interested professionals to jointly develop recommended best practices and procedures for methods, locations, and processes for traffic calming.

6. Improve key freight routes.

Coordination Guidelines:

- Cities over 10,000 population and the County should jointly plan for freight movement by both rail and truck in their transportation planning activities.

7. City plans should improve the walking and biking environment.

Coordination Guidelines:

- Greater use of walking and biking as modes of transportation reduces traffic, helps the environment, and improves the health of county residents. All cities, urban areas within the County, and rural communities regardless of size, can develop safe and comfortable walking and biking environments. The basic tools are providing pedestrian and bicycle facilities, and allowing the development of some areas with a sufficient density and mix of uses to make walking/biking a practical alternative. Growth management agreements between the County and cities should address methods to ensure that this occurs through the TSP and/or transportation element of city comprehensive plans.

ENVIRONMENTAL GOALS

The environmental goals or guiding principles that are part of the Framework address the importance of natural resources to city and regional economies, as well as the carrying capacity of the land. The goals include:

- A. Preserve and protect agricultural and forest lands, wetlands, wildlife habitat, riparian corridors and natural areas through wise stewardship.

B. Encourage planning that does not exceed the capacity of water, energy, air and other resources.

C. Promote conservation, recycling and the efficient use of energy and resources.

ENVIRONMENTAL POLICIES AND COORDINATION GUIDELINES

The environmental policies provide guidance in planning for the protection of natural resources in Marion County. The environmental policies and guidelines listed below are partially based on Statewide Planning Goal 5 “safe harbor” standards, and may be less stringent than Federal Endangered Species Act (ESA) requirements or adopted city regulations. The mutual agreement of the cities and the County to these policies and guidelines provides for effective coordination and cooperation necessary to establish a system that does not exceed the resources available in Marion County. The following policies, standards and guidelines provide direction for protection of natural resources.

1. To protect rural farm and forest lands, identify land use efficiency standards that should be met before a city can amend its Urban Growth Boundary.

Coordination Standards:

- The efficiency standards serve multiple purposes in the Framework. It is listed with the Environmental Policies as the amount of new land consumed and is directly related to the average density of new development. This standard is also geared to support other urban planning objectives. From an environmental standpoint, using the highest land efficiency standard would preserve the most land. The standards however, have been set in a manner appropriate with existing development and are based on the size of the cities where they are applied. In this fashion, the standard ranges from no standard being applied for the smallest cities, up to a standard of 9 units per acre for the Salem-Keizer urban growth boundary. The standard applies to new development within the growth boundary established for each city. The Salem-Keizer boundary contains two cities that may have different efficiency standards for each city provided land efficiency for the cities of Salem and Keizer combined, meets the standard applied to their common growth boundary area

The standard measures the average density for all new residential development in units per gross buildable acre after removing land needed for schools, parks or that are environmentally constrained areas (unbuildable lands). Housing through redevelopment counts as new units, but no new land consumption, effectively increasing the efficiency measurement. The efficiency standard is not a minimum residential density standard applied to urban areas. The standard is a measurement of the overall residential land efficiency of all new housing types

and provides a means of evaluating the residential use of buildable lands within an urban growth boundary. The standard does not establish minimum densities for residential land use types, does not establish minimum lot sizes or housing mix targets that a city may choose to utilize in analyzing and developing housing strategies to address its residential needs. Land efficiency is a measurement tool of the number of dwelling units developed in relation to the acres of buildable land available to accommodate those units.

The estimated land needs in the coordinated forecast include preliminary employment land needs at an additional 36% of land estimated to be needed for residential uses. Employment land estimates for cities may change as economic analyses conducted by cities provide detailed employment data.

Land efficiency and the standard can also be met through alternate methods such as utilizing a city's Goal 10 housing and land need analysis that is coordinated with the County and surrounding cities. The efficiency standard represents the average density for new housing that will be zoned and allowed under clear and objective standards by the city. There is no requirement in this Framework for adherence to any minimum density zoning standards. The purpose is to ensure that comprehensive plans are predictable in their effect, that agricultural, forestry, and environmentally sensitive lands in the County can be protected where feasible, and that the cumulative effects of city plans can be determined with conflicts identified and resolved. A prime example is that of cities which grow together into a single urbanized area. This possibility could exist in the Gervais, Hubbard and Woodburn area of the County, and the area including Aumsville, Stayton and Sublimity.

There are a variety of reasons for the increase in the efficiency standard as cities grow. Larger cities in Marion County serve as employment centers for their portions of the county. As job centers, it is important to locate a choice of housing opportunities within close proximity. Additionally, larger cities have a higher percentage of multi-family housing, making their average densities higher. These cities are also more likely to be served by transit, which both assists and relies on the greater densities found there. There may be situations that require that the standards be adjusted. These situations can be addressed at any time through the Intergovernmental Agreements or compacts between the cities and the County addressing this Framework, or in the coordination of city plans or amendments to plans, that affect the efficiency of a comprehensive plan.

The following chart defines the efficiency standards in housing units per gross acre, for new residential development created since the adoption date of the Framework. The residential efficiency standard is a composite number of all residential development (single-family and multifamily) occurring within a community, including housing through redevelopment (for which no land is considered consumed). The standards are divided into five categories in

accordance with projected city size in 2050:

- For cities forecasted to be larger than 25,000 people, the standard is 8 housing units per acre;
- For cities between 10,000 and 25,000 people, the standard is 7 housing units per acre;
- For cities between 2,500 and 10,000 people, the standard is 6 housing units per acre;
- For cities between 1,000 and 2,500 people, the standard is 5 housing units per acre;
- For cities less than 1,000 people, no efficiency standard would be applied.
- Salem, the largest city in the County has an efficiency standard of 9 housing units per acre which is based on results from the “Salem Futures” planning project, and may be modified based on their final adopted policies.

The County recognizes there may be valid reasons for different efficiencies in land use. However, the spread of cities onto rural land is often the source of conflicts between cities and the County, and between cities. The County will use the following standards for coordination purposes. The efficiency standards may be replaced by different standards or measures based on a coordinated city plan, and adopted in an Urban Growth Management Agreement between a city and the County. However, the efficiency standard applicable to a city shall not be reduced by more than one housing unit per acre.

Table 2: Land Efficiency Standards

UGB 2050 Population	Compact Land Efficiency Standard in Housing Units Per Gross Acre
Less than 1,000	No Standard Applied
1,000 to 2,500	5
2,500 to 10,000	6
10,000 to 25,000	7
Greater than 25,000	8
Salem (From Salem Future’s Project)	9

2. The streams and watersheds of the County flow without regard to political boundaries, and their health depends on a consistent and coordinated approach throughout the County. City

plans should protect streams, wetlands, riparian corridors, floodplains, and significant wildlife areas from the negative effects of development in accordance with state law.

Coordination Guidelines: The following guidelines are derived from the “safe harbor” provisions of the Statewide Planning Goal 5 Administrative Rule and are recommended as baseline protection measures.

- Streams shall be buffered from development at least 50 feet from the top of bank. Rivers with a flow of over 1,000 cfs shall be buffered from development at least 75 feet from the top of bank.
- Significant wetlands shall be protected from conflicting development.
- Development in floodplains should be restricted to balanced cut and fill, within the parcel to be developed.

3. Development should retain vegetation buffers along streams, lakes, and reservoirs to provide shelter, shade, food and nesting for wildlife resources.

Coordination Guidelines: The following are recommended measures.

- Division of State Lands (DSL) standards should be used to identify locally significant wetlands.
- Within stream or wetland buffers and areas within the 100-year FEMA floodplain natural vegetation should be retained.
- In the case of non-native species, native plant species should be used to replace existing vegetation so long as the overall quantity and distribution of vegetation remains the same.

4. Require preservation of more farm and forest land over the long term.

Coordination Guidelines:

- City plans should identify and adopt a realistic rate of redevelopment and infill for calculation of UGB capacities in cities considering expansion onto lands protected under Statewide Planning Goals 3 and 4.
- City plans should address and set targets for mixed-use or other similar types of development. This could include a percentage of residential and employment land uses that are co-located to increase the efficiency of land within the UGBs.
- The County will manage the rural areas to encourage the preservation of the rural environment, and discourage the development of new communities of housing and employment outside of urban growth boundaries and designated unincorporated communities.

5. Plans should address how resources for the forecasted employment and population will be provided.

Coordination Guidelines:

- Existing vacant land shall be analyzed for the capacity to meet future land need. A jurisdiction must consider the feasibility of rezoning vacant land to a different land use type in order to create additional capacity for the type of development a potential UGB amendment would seek to provide.
 - Encourage that zoning be in place to meet or exceed residential and employment land needs. Cities should also analyze their ability to meet housing and employment capacity targets, as identified by the Framework. If the identified capacity is insufficient to meet the population or employment needs, an UGB expansion may be anticipated. For cities that will require expansions of their UGB's, monitor the progress toward meeting the efficiency standards on a periodic basis.
6. Encourage and work with jurisdictions and private landowners to protect water resources in the county.

Coordination Guidelines:

- The County will work with watershed groups, jurisdictions, and agencies to protect environmentally sensitive areas critical to watershed health.
- The County will promote and target restoration efforts to critical groundwater areas and develop water management approaches such as monitoring and evaluation programs based on collaborative actions.

ECONOMIC DEVELOPMENT GOALS

The economic development goals or guiding principles that are part of the Framework address the importance of maintaining a diverse employment base with living wage jobs. The goals include:

- A. Encourage diversity and balance of job types (e.g., service and industry jobs).
- B. Promote economic opportunity for all segments of society.
- C. Encourage a sustainable local and regional economy
- D. Tailor economic development to the unique assets and needs of the county and its individual communities.

ECONOMIC DEVELOPMENT POLICIES AND COORDINATION GUIDELINES

The economic development policies can provide guidance in making land use decisions that will provide a diverse employment base in Marion County that allows each city's employment sector to complement rather than compete with each other. The mutual agreement of the cities and the County to these policies is vital to the effective coordination and cooperation necessary to create an economic development plan that allows for jobs and services to remain in the County. The following policies and guidelines provide direction for a coordinated economic development plan.

1. Identify the existing capacity of employment uses.

Coordination Guidelines:

- City plans should create an inventory of lands suitable for employment use.
- City plans should calculate capacity for jobs categorized by land use type of their employment lands.
- City and County plans may allow expansion of urban growth boundaries consistent with state land use planning law to provide needed lands for employment use consistent with the other applicable guidelines in the Framework.

2. Plan to provide for the forecasted employment in city and County plans.

Coordination Guidelines:

- Examine plans and implementing ordinances and recommend changes where necessary to coordinate employment lands inventory with the land needs forecast.
- If development density allowed is too low to attract investment, consider modifications to zoning regulations that will be appropriate.
- Encourage cities to conduct an economic opportunities analysis to serve as the basis for employment and land needs projections, and to develop an economic development strategy.

3. Support economic growth and development opportunities in cities in rural areas that recognize their distinct character and economic potential.

Coordination Guidelines:

- The County will assist and work with the cities, economic development agencies, area economic development groups, and major institutions to provide information to support development of a region-wide strategy promoting a sustainable economy.

HOUSING GOALS

The housing goals or guiding principles that are part of the Framework address the importance of providing a diversity and range of housing choices, both in style and affordability. The goals include:

- A. Encourage the availability of a wide variety of housing choices to meet the needs of a diverse population.
- B. Encourage access to adequate housing for all citizens, commensurate with their incomes.
- C. Encourage quality design for development that is sensitive to existing communities and the natural environment.

HOUSING POLICIES AND COORDINATION GUIDELINES

The housing policies provide guidance in making land use decisions that will assist cities in their efforts to provide housing types and densities that meet the anticipated demand for housing in their communities. The mutual agreement of the cities and County to these policies is vital to the effective coordination and cooperation necessary to provide adequate housing for all county residents, while still protecting the unique characteristics of each community. The following policies and guidelines provide direction to create a housing plan that maintains and enhances the livability of each community.

1. Zone vacant land to accommodate expected housing needs.

Coordination Guidelines:

- City plans should identify a mix of housing types (single-family, townhouse, multifamily and others) in cities with a population over 2,500 and ensure that sufficient, vacant, buildable land is zoned to provide for that mix, understanding that vacant land may also be used for non-residential purposes.
- City plans should allow diverse housing types in multiple residential zones, including a variety of ownership types and should efficiently use multiple family zoned lands by not allowing the development capacity of the zones to be under-utilized.
- The County should lead an effort with the cities to develop a numeric goal of providing affordable housing distributed proportionally in the cities larger than 10,000 persons in the County.
- Coordinate with the Marion County Housing Authority in developing affordable housing projects in areas that have good walking, biking, transit service and access to services.
- City and County plans may allow expansion of urban growth boundaries consistent with state land use planning law to provide additional land for housing consistent with the other applicable guidelines in the Framework.

2. Encourage identification of the existing capacity of residential uses.

Coordination Guidelines:

- If development density allowed is too low to attract investment, consider modifications to zoning regulations that will be appropriate.

3. Encourage quality design of new construction.

Coordination Guidelines:

- Encourage adoption of clear and objective design standards for multi-family and commercial construction in cities over 10,000 people and support their adoption in smaller communities.

FRAMEWORK IMPLEMENTATION STRATEGY

In addition to its population coordination responsibilities (ORS 195.025), Marion County has joint agreements regarding urban growth boundaries with all cities, and participates as a decision-maker on all urban growth boundary amendments. The County will work with the cities to project any future urban growth boundary expansions that may be needed, and will use its authority to minimize the impacts of new development.

The County will work closely with cities to maintain an up-to-date forecast of the development capacity of the urban growth boundaries of the cities, and their expected long-range land needs considering land use efficiency and other Framework factors. When cities conduct studies and analyses to meet State requirement and/or update their comprehensive plans, these analyses may be considered by the County when updating housing and employment forecasts. The information should be maintained by a cooperative effort between the cities and the County utilizing a monitoring system that is consistent with current tracking systems used by the cities to meet State database requests.

Modifications to urban growth boundaries will be addressed through State planning law and coordination and evaluation process of this Framework, including the protection and monitoring of urban growth boundary expansion areas for urban uses.

As urban growth affects many important parts of Marion County and its economy, a coordinated and consistent growth management policy among the 20 incorporated cities is essential. As growth issues pertaining to transportation, housing, environmental, and economic development transcend city boundaries, the County has an important coordination role with and amongst the cities. Engaging the cities to work together to develop solutions and strategies is an important coordination role for the County. It is equally important for the County to provide assistance to cities in the form of information/data collection and analysis, and develop tools that can be

utilized by the cities in addressing growth issues or concerns.

The planning and growth management activities of many jurisdictions affect and are affected by the actions of other jurisdictions in the County. The future plans for development of each city can affect the development potential of neighboring cities. For example, a large retail operation locating in one of the smaller communities in Marion County will likely have a greater market draw than the immediate town. As a result, the opportunity for the neighboring cities to solicit a large retail operation is greatly reduced and the transportation impacts between communities is increased. The coordination of planning and development activities and recognition that these activities are part of an on-going and continually evolving process, is essential if urban growth management efforts are to succeed.

As part of the coordination with and between local governments, each city's vision for the future must be taken into consideration and respected when neighboring cities are planning for their futures. One of the planning principles identified through the Marion County Urban Growth Management Framework is the need for each community to maintain the characteristics and qualities that make it unique as expressed through its adopted and acknowledged comprehensive plan. In recognition of each community's unique character as well as growth being an issue that crosses jurisdictional boundaries, the implementation of the growth strategy has two components:

- 1.) The identification of and approach of, utilizing possible subareas (groups of cities) of the county to meet city needs regarding key issues and to provide links between communities; and
- 2.) Individual intergovernmental agreements or compacts with each city or groups of cities and the County for the specific issues relevant to each city and/or subarea of the county. This process will result in a growth strategy that improves coordination between the different entities, but also maintains the integrity of the 20 cities within the County.

COUNTYWIDE GROWTH MANAGEMENT UTILIZING SUBAREAS

Growth management including key issues and strategies, is a regional issue that transcends jurisdictional boundaries. The integration of city planning efforts to address and manage key growth issues provides a collaborative approach and action that will be far more effective than the 20 cities and the County acting independently of each other. Cities within the county are linked to each other in many ways whether it be geographically, economically, transportation, housing, resources, services or other linkages. Utilizing these connections and the knowledge that communities in an area do impact on each other, the identification of subareas in the county, that is the grouping of cities that comprise a common market within a part of the County (e.g. housing, labor) to collectively work toward common goals and strategies on key growth issues affecting each community, is an effective way to accommodate the needs of the cities and County within a countywide approach where individually, each jurisdiction's role may be limited.

The Growth Management Framework Preferred Alternative focuses the majority of growth in the County to the larger communities of Salem, Keizer, Woodburn, Stayton and Silverton. The larger communities contain the essential components needed to accommodate growth such as infrastructure, services, developed employment lands, and a variety of housing options that are not all available in the smaller communities within the county. These larger communities serve as urban centers within several defined areas of the County around which several smaller communities are located and which are dependent upon the larger communities for various services. The transportation (roadways and rail lines) and natural resource (waterways) systems in the county provide the physical links between communities that are also influenced or impacted by growth in adjoining counties.

- The cities of Salem and Keizer form the primary urban area located within the western portion of the County and are projected to accommodate nearly two-thirds of the additional growth within the county over the 2050 planning horizon. The City of Salem is also located in Polk County which is impacted by growth and development in the Salem/Keizer urban area. The City of Turner, located just to the south of the City of Salem is directly influenced by the Salem urban area.
- The north County area contains the cities of Aurora, Donald, Gervais, Hubbard, St. Paul, and Woodburn, with Woodburn being the largest community and projected to accommodate the most growth in this area of the county. The north County area is also affected by growth and development in adjoining Clackamas County which forms the southern boundary of the Portland metropolitan region.
- The central County area contains the cities of Mt. Angel, Scotts Mills, and Silverton, with Silverton being the largest community and projected to accommodate the growth in this area of the county.
- The south County area includes the cities of Aumsville, Jefferson, Sublimity, and Stayton, with Stayton being the largest community within this group of cities and projected to accommodate the most growth. The cities of Aumsville, Stayton and Sublimity are clustered together along Highway 22 to the east of Salem, while the City of Jefferson located to the south of Salem off Interstate 5 is also influenced by its proximity to the City of Albany which is in Linn County.
- The east County area includes the smaller cities of Detroit, Gates, Idanha, and Mill City which are located along the North Santiam River canyon with Gates, Idanha, and Mill City also located in Linn County, and are physically separated from the Willamette Valley cities of the County.

The various areas of the County and groups of cities within these areas, have different growth concerns and needs individually as cities and collectively as a region or subarea of the county. The interrelationship between cities and the hierarchy of cities based on size, the services they

provide, and the impact of larger cities on surrounding smaller communities, make a regional approach to growth issues sensible and efficient. The willingness of a group of cities to pursue a collaborative approach to finding solutions to growth issues affecting both an area of the county and individual cities as they plan for their future, is a part of the countywide growth management implementation strategy for developing a regional approach to addressing key growth issues facing the cities in the County.

The countywide coordination guidelines addressed in the Framework will be reviewed every five years to assess growth and development patterns, and their impacts on the cities and areas of the County. This review process will be the basis for determining whether changes or modifications to the Framework are necessary due to the actual growth patterns being realized in the County or to address countywide issues involving one or more of the four key growth issues, as they may occur. Revisions can be made at other times if half of the cities request the County initiate an amendment(s) to the Framework or the Marion County Board of Commissioners initiates a review and/or amendment(s) to the Framework.

INDIVIDUAL INTER-GOVERNMENTAL AGREEMENTS (IGAs) OR COMPACTS

Each community within Marion County is unique. As a result, individual intergovernmental agreements or compacts will be negotiated and signed with each city and/or groups of cities to address the topics identified in the Framework, and specific city growth issues that may effectively be addressed through such a city/county agreement. The County and cities currently have adopted IGAs in the form of Urban Growth Boundary and Policy Agreements. These IGAs will need to be modified or updated to incorporate Framework and city issues. To ensure coordination and consistency with the Framework and provide guidance in considering and evaluating growth boundary issues, the existing IGAs need to be reviewed and updated prior to a growth boundary expansion proposal in conjunction with a city's Periodic Review planning process or when a city updates their comprehensive plan where County concurrence is necessary. Minor adjustments or clarifications of the existing growth boundary would not require an updated IGA.

The Framework provides the overall growth management concepts needed to address the key issues regarding transportation, environment, economic development, and housing while identifying the roles that the cities and the County have in cooperatively working to develop solutions to these growth issues. The IGAs or compacts are the collaborative implementation mechanism between each city and the County which will contain the details as to how the city and County will address specific growth issues and concerns which will be different for each city. Growth boundary expansions, identification of possible future areas of expansion or concern, population forecasting adjustments, land efficiency and development standards, data needs and analysis, redevelopment and land needs, economic development strategies, transportation routes, natural resource plans, and growth management tools are some of the various items that can and will be included within the IGAs or compacts between the County and the cities. Modifications to

the intergovernmental agreements or compacts can be made with the consent of both the city and the county. The intergovernmental agreements will be reviewed and modified as appropriate during the city's periodic review process.

TRANSPORTATION

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

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

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

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

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

TRANSPORTATION GOALS

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

- a. Development of a transportation system for the safe, economical, reliable and

efficient movement of persons and goods to meet the present and future needs.

- b. Provision for a balanced approach to transportation system development, giving due consideration to all modes of travel.
- c. Development of a transportation system consistent with area-wide goals and policies and the land use plans.

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

HIGHWAY CLASSIFICATIONS

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

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

Rural Principal Arterial Road Systems

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

- a. Serve projected corridor movements having trip length and travel density

characteristics indicative of substantial statewide or interstate travel.

- b. Serve all, or virtually all, year 2000 urban areas of 50,000 and over population and a large majority of those with population of 25,000 and over.
- c. Provide an integrated network without stub connections except where unusual geographic or traffic flow conditions dictate otherwise (e.g., international boundary connections and connections to coastal cities).

The principal arterial system is divided into two categories:

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

Rural Minor Arterial Road System

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

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

Rural Collector Road System

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

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

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

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

Rural Local Road System

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

HIGHWAY SYSTEM PLAN

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

TABLE NO. 2
SPECIFICATIONS FOR RURAL ROADS ADT*

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

*Average Daily Traffic

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

HIGHWAY SYSTEM IMPROVEMENTS

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

On the local level, the easterly north-south section of the peripheral route around Salem, named Cordon Road, is completed. It links Hazelgreen Road at the north end with Lancaster Drive SE to the South. Right-of-way acquisitions will be necessary to extend the route to Boone Road, the desirable southern terminus. From this point, the belt line facility will continue west and be called Kuebler Boulevard, which is described more fully in the Salem Area Comprehensive Plan. Informal talks are underway to study preliminary engineering for connections between Cordon Road and Highway 22.

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

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

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

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

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

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

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

PUBLIC TRANSIT

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

continue to be the only practical means of conveying people (and goods) throughout the County.

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

The State Department of Transportation through its Public Transit Division has analyzed the alternatives of intercity mass transit in the Valley.²

The significant conclusions are:

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

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

One of the major goals for the transit system (and in fact the entire transportation system) is the integration of all modes of transportation. At present the various modes of transportation in the County are lacking in integration. Part of the reason for this is lack of passenger interaction between the various modes. For example, few people traveling by airplane seek to continue their travel by train. As the demand and use of public transit increases, the integration of the various

modes will need to improve. Coordination of time schedules and routing are ways that this integration can be improved. Also, creation of multi-modal terminals at strategic locations is another method of integration.

Rail Transit

The State Department of Transportation completed its final report on the Willamette Valley Passenger Rail Study in February 1976. The report makes no recommendations on the future of rail service in the Valley and is informational only. The summary of findings indicates that a passenger rail system would not be feasible at least for the next decade. By 1990 or 2000, however, it may be feasible to develop a high speed rail system that would connect the larger cities in the Valley. Population densities and travel demands may be sufficient by then to warrant the large expenditure on such a system. The existing rail lines of Southern Pacific and Burlington Northern could be used to cross Marion County.

Another possible alternative would be a new line along the I-5 Freeway corridor. This line could extend from Eugene to Portland, and perhaps to Seattle. The system could well use new passenger train technological developments, such as the San Francisco Bay Area Rapid Transit system has demonstrated and experimented with, in which trains carry from 80 to 400 people at speeds in excess of 100 miles per hour. Such a rail system would be costly to build but no more expensive than adding an additional two, four or even more lanes to Interstate 5 through the same distance, especially when overall costs are taken into consideration. To expand the freeway would require not only a high initial cost, but highly increased maintenance costs in the future. In addition there is the cost to the community of rather substantial amounts of land taken out of productive farming, industrial, commercial, residential, or other land uses. A rapid rail system is a viable means of cutting down on air, noise, and visual pollution, as well as a more efficient means of utilizing natural resources such as fuels and metals. Financing this rail line could be achieved through the use of private monies with Federal, State and possibly county tax subsidies.

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

Bus Transit

On casual inspection of the existing transit system, it would appear that Marion County is

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

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

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

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

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

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

Airports

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

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

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

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

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

operations including certain commercial and industrial activities.

Compatibility between the airport and land use adjacent to the airport is another concern. Residential developments and other noise sensitive uses have traditionally caused conflicts with established airport activities at most airports. Also, structures and uses can pose a hazard to aircraft. To avoid these problems an Airport Overlay Zone has been applied to control building heights and to limit certain incompatible uses. In addition, special regulations in the Zoning Ordinances require that noise impacts be considered before approving new uses within the 1995 NEF 30 area shown on the Aurora Airport Master Plan.

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

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

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

Transportation Disadvantaged

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

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

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

TRANSPORTATION POLICIES

1. Additional interchanges (access points) on Interstate 5 from the northern County line to the planned Chemawa Interchange, and from the existing Sunnyside Interchange to the southern County line shall be discouraged.
2. To ensure a minimization of interruption of traffic flow and to promote safety, the number of access points on collector and arterial roads shall be kept to a minimum. Wherever appropriate, roads of lower functional classification should provide the primary access to residential development.
3. Access to State and County Parks shall be provided by roads of major collector or higher functional classification.
4. Highway facilities should be developed in such a manner that valuable soil, timber, water, scenic, or cultural resources are not damaged or impaired.
5. New roads and highways should be designated to preserve and enhance natural and scenic resources.
6. Appropriate county roads should be designated as "scenic drives" and major development and billboards should be prohibited on such routes.
7. Encourage bus service to communities and areas presently not being served.
8. Airports and airstrips shall be located in areas that are safe for air operations and compatible with surrounding uses.
9. Residential development adjacent or near major highways should be designed to minimize adverse affects of traffic noise.
10. The development of unopened, dedicated public roads should be reviewed by Marion County for their consistency with the land use policies. When opening the road is appropriate, adequate roadway development standards shall be required.
11. Encourage the establishment of a cost-effective rail passenger service connecting the heavily populated urban centers of the Willamette Valley.
12. Encourage the use of underground pipelines that minimize the need for surface

shipping and that are compatible with established land uses.

13. New transportation facilities of all types should use existing rights-of-way as much as possible to minimize disruption of existing land use.

14. Marion County will coordinate with other jurisdictions in the area to promote the development of integrated and improved transportation services for the transportation disadvantaged.

15. The adopted state master plans for public airports in the County are hereby adopted as part of the Marion County Comprehensive Plan.

16. The County shall adopt appropriate provisions to protect the public airports from incompatible structures and uses that shall be consistent with the Federal Aviation Administration guidelines.

17. Special review requirements shall be established to ensure that noise sensitive uses are not allowed in close proximity to public airports.

18. When partitioning, subdivision or a zoning permit allows more development to access on a County road, the owner shall be required, as a condition of approval, to dedicate the additional right-of-way necessary to meet County standards.

19. To minimize traffic hazards along rural roads, the Public Works Department or Road Department shall review all proposed driveways and accesses to County roads. Access locations shall be at the safest site possible and meet the minimum stopping sight distance requirements established by the Director of Public Works. Access shall be consolidated whenever feasible to keep to a minimum the number of access points.

20. New private roadways shall not be approved as access to more than 4 homesites except in planned unit developments (PUD's). When private roadways are approved as part of a subdivision or PUD, they shall be paved to county standards prior to recording the plat. Where private roadways are access to two or more partitioned homesites, the roadway shall be improved to County standard prior to issuance of a building permit for the dwelling in the approved partition. The maintenance of privately maintained access roads is neither the responsibility nor liability of the County.

21. Additional homesites shall not be approved on previously established private roads serving four or more dwellings unless no other means of providing access to the property is appropriate. Where such approvals are granted, the applicants may be required to sign an

agreement to participate in any future road improvement districts.

22. Private streets in planned unit developments, and private roads on public streets in subdivisions that are privately maintained, shall be developed to County adopted standards and be maintained by the benefitting property owners. Maintenance agreements for the roadways shall be a mandatory condition of approval of such developments. Maintenance agreements shall be in the form of a Homeowners Association with covenants and restrictions dealing with road maintenance, or by means of deed restrictions to be included on the face of all articles of transfer for the development.

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

² Analysis of Alternatives for the Willamette Valley Experimental Transportation Project, Oregon Department of Transportation.

PARKS AND RECREATION

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

RECREATION GOALS

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

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

RECREATION SUB GOALS

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

acquisition and development.

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

INVENTORY AND NEEDS

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

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

PARKS AND RECREATION POLICIES

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

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

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

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

General Policies

1. Site selection should take into consideration topographic and physical features, water areas, wooded areas, etc.
2. There shall be a balance between day use facilities for social interactions and

natural, scenic areas for serenity and solitude.

3. Whenever possible, public agencies should consider leasing land to private enterprises for public activities which are compatible with the area and open to and for the benefit of the public.
4. Parks and open space areas should retain natural vegetation as much as possible to provide habitat for wildlife.

General Outdoor Parks

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

Water-Oriented Parks

11. These parks may exist individually or be incorporated into multi-use urban and rural parks.
12. Swimming areas in the County parks shall conform to requirements of Oregon State Health Department. Swimming in particularly hazardous areas is discouraged.
13. Encourage and assist, where feasible, both private enterprises and other public jurisdictions to develop around water areas.
14. Existing parks along the Willamette River will supply a considerable portion of water-oriented recreational opportunities in the County.

15. Areas should not only be provided for fishing but there should be development and maintenance of those fishing areas which would provide for good fishing habitats.

Regional Parks

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

Local Community Parks

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

Campgrounds

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

Trails

25. Trails should:
 - a. Take advantage of natural resources and scenic beauty.
 - b. Connect cities, communities, parks, and other points of interest.
 - c. Connect with other trails and/or make a complete loop to give the user the opportunity to return to starting point by a different route.
26. Parking should be provided at the trailhead.
27. Trails shall be designated to discourage off-road vehicles.
28. Trails shall be designed to keep damage to private property and natural and unique resources to a minimum.
29. Planning of trails shall be in coordination with other agencies to tie in with their plans, enhancing the State of Oregon's trail system.
30. All trails connecting parks, cities, communities and other public facilities within the Greenway will comply and be consistent with the Greenway plan.
31. Trails that require more than one day to travel shall provide adequate camping and water.
32. Encourage the State to buy camping facilities along bicycle trails for touring bicyclists.
33. Trail surface shall depend on method of transportation.
 - a. Bicycle paths must have a hard surface.
 - b. Equestrian and footpaths should not be paved.
34. Equestrian trails shall be built and maintained by private or equestrian clubs.
35. In areas where existing rights-of-way cannot be used, 15 feet of easement should be obtained.
36. Physical separation of bike paths from motorized traffic is desirable and should be

done whenever possible. However, when physical separation is not feasible, bike lanes should be clearly marked on the roadway.

37. Encourage the State to license bicycles to help pay for bicycling facilities.

38. (a) The County shall cooperate and work with the State Parks and Recreation Division and other involved agencies when a program to establish the Indian Ridge Trail is initiated. If a trail designation is made the County shall determine if there are any land use conflicts and develop a program to resolve any identified conflicts.

(b) Conditional use applications adjacent to the Oregon Loop Trail shall be evaluated and any potential conflicts with this bicycle route shall be resolved prior to the approval of the proposed conditional use.

Scenic Ways

39. Should provide:

a. Linear areas of natural beauty connecting parks, schools, and other public places.

b. Conservation of scenic and natural beauty.

c. Buffers to thoroughfares and conflicts land uses.

40. The County shall cooperate and work with National Park Service, other involved agencies and property owners during the inventory and designation phases of the Wild and Scenic Rivers program to provide relevant information. If any rivers are formally designated as Wild and Scenic Rivers the County shall determine if there are any conflicts related to Wild and Scenic River System designations and develop a program to resolve any identified conflicts.

Wayside Areas

41. Should be left, for the most part, in their natural state.

42. Where development as in a roadside rest area occurs, the appropriate Highway Department should provide development and maintenance.

Off-Road Vehicle (ORV) Site

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

Golf Courses

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

Historical Sites

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

55. The County will encourage historical organizations to acquire, renovate, and maintain areas of local interest.

Open Space

56. Multiple use of lands such as those adjacent to reservoirs, land reclamation sites, power line rights-of-way, flood control areas, public transportation rights-of-way, under overpasses, etc., are encouraged as open space providing public health and safety standards are met.

57. Provision for open space should be encouraged in federally assisted programs.

58. Encourage much of the land adjacent to the UGB be preserved as open space.

59. Encourage private landowners to preserve lands functioning as open space.

60. Encourage preservation of lands adjacent to major streams as open space.

61. Tree preservation and planting to separate conflicting uses and provide scenic and recreational opportunities and should be encouraged whenever feasible.

62. Scenic, natural and historic sites should be preserved and utilized as open space.

63. Conserve landscaped areas such as public or private golf courses that reduce air pollution and enhance the value of abutting or neighboring property.

The State Legislature (ORS 308.740-308.790) is encouraging property owners to place their land into an open space designation rather than be forced to convert the land to a more intensive use due to economic pressures of property taxation. This program is intended to minimize the tax burden on unique lands with open space value that may otherwise be developed. Applicants whose property is approved by the Assessors Office and the Planning Commission for this designation pay substantially lower property taxes as long as the property is in open space use.

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

1. The property has the potential to be developed or other-wise placed into a more

intensive non-open space use.

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

PARKS AND RECREATION OBJECTIVES

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

North Marion Area

General Outdoor Parks

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

Water-Oriented Parks

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

Regional Parks

- Encourage the State to further develop Champoeg Park.

Campgrounds

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

Natural Preserves

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

Trails

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

Golf Courses

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

Greater Salem Area

General Outdoor Parks

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

Water-Oriented Parks

- Encourage the State to take over administration of Wheatland Ferry and expand the boat to two lanes.
- Acquire and develop a 50-acre park south of Spongs Landing in the Beardsley Bar/Rice Rocks area.
- Acquire and develop an approximately 28-acre park down river 5 to 10 miles from Buena Vista, around the Junson Rocks area.

Regional Parks

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

Trails

- Should provide bicycle paths near the Willamette River from Salem to

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

Historic Sites

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

Scenic Ways

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

East Marion Area

General Outdoor Parks

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

Water-Oriented Parks

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

Regional Parks

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

Trails

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

South Marion Area

General Outdoor Parks

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

Water-Oriented Parks

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

Trails

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

Santiam Canyon Area

Water-Oriented Parks

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

Campgrounds

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

Trails

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

SCENIC AREAS

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

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

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

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

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

Protection of Scenic Areas

Feasters Rocks (No. 1) is adequately protected by State ownership of the southern two-thirds of the property. Also, the EFU (EXCLUSIVE FARM USE) zone and the County Flood Plain

Ordinance limit the intensity and entity of land uses that could conflict with the scenic value of this area. Finally, the Willamette Greenway Overlay zone provides additional protection by requiring County and State review and approval of vegetation removal and stream bank modifications.

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

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

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

Scenic Area Policy

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

TABLE NO. 3 PARKS AND RECREATION INVENTORY AND NEEDS

(See *Tables* listed on Comprehensive Plan Table of Contents)

TABLE NO. 4 RECREATION STANDARDS

(See *Tables* listed on Comprehensive Plan Table of Contents)

WILLAMETTE RIVER GREENWAY

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

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

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

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

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

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

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

Greenway Management Policies

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

1. Farm use is compatible with the purpose of the Greenway and should not be restricted by the Greenway.
2. It is not necessary to acquire all of the land along the river for public use. The majority of these lands should remain in private ownership.
3. The development of areas acquired for public use shall be reviewed by the County to determine compatibility with other activities along the river. A public hearing shall be held.
4. Recreational needs at various levels should be provided for with minimal adverse impact upon adjacent private land.
5. Public access to the river should be provided on a limited basis in rural areas. Most of the river access points should be in urban areas and public parks.
6. All public access and recreational facilities should be located and designated to minimize trespass and vandalism on adjacent property.
7. Significant fish and wildlife habitat shall be protected as an important attribute of the Greenway.
8. Scenic qualities, such as the vegetation fringe along the riverbank, shall be protected, maintained and managed to the maximum benefit to the Greenway purpose.
9. Timber harvest and management is compatible with the Greenway when maintenance of all of the qualities of the program are considered.
10. Aggregate extraction may be permitted within the river channel and on lands adjacent, when determined to be compatible with the purpose of the Greenway. Proposed

extraction activities shall be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use.

11. In addition to zoning, a County Greenway compatibility review process shall be developed to review any proposed land use change or development within the Greenway boundary.

12. It is recognized that the facilities required by public utilities within the Greenway boundary such as: water, sewer, telephone, natural gas, and electricity are necessary for the public health, safety and welfare, and are compatible with the purpose of the Greenway. These facilities shall be located and constructed in a manner least obstructive to the qualities of the Greenway when determined by the compatibility review process.

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

ECONOMIC DEVELOPMENT

INTRODUCTION

In addition to the environmental and social consideration of Comprehensive Land Use Planning, it is necessary to consider the economic relationships as well. In determining land use policy and making land use related decisions, it is vital that the economic impacts are made a part of the process. The nature of comprehensive planning indicates that these economic considerations be generalized and in the best interests of the general public. The Plan cannot determine specific individual economic relationships. It can give general guidance in making larger Countywide land use decisions and provide the economic perspective that can also be extended to specific issues.

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

The following information is a summary of the economic study of Marion County done by Economic Consultants of Oregon, Ltd., in 1977.

MARION COUNTY'S ECONOMY: PAST AND PRESENT

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

As recently as 1975, four major sectors accounted for well over 80% of Marion County's employment and payroll: government; wholesale and retail trade; finance, insurance, real estate, and other services; and manufacturing. Government's share is the only one of these four likely to decrease in the future. The inventory of industrial land has been increased in the Salem urban area to encourage development of new clean industry and to affect the decline in other basic sector employment.

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

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

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

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

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

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

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

HUMAN RESOURCES

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

Marion County's labor force resembles that of neighboring counties and the state. The presence of state government within Marion County gives the County a higher percentage of institutional occupations. Since the County's educational patterns are very similar to the state's, the population's mix of skills is similar to those in the entire state.

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

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

THE FUTURE OF MARION COUNTY'S ECONOMY

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

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

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

Employment will shift toward white collar occupations as demand for workers declines in manufacturing and construction. Unless attempts to attract new industry are successful the

increased demand for workers in trades and services will be met by some combination of immigration and manpower development programs.

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

The decline in agricultural employment will continue, but the farm as an economic unit should remain viable assuming there are no major shifts in public policy directed against their efficiency. Recall that agriculture's share of Marion County's employment understates agriculture's importance because it fails to account for the indirect affect farm production has on manufacturing, notably on food and kindred products. Forest lands in the County are held largely by the federal government. Since segments of Marion County depend on the availability of forest resources, the County should have input on management of these forests.

CONCLUSIONS

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

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

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

Marion County and the cities in the County have developed and adopted an Overall Economic Development Program (OEDP) to set the direction for development action. The OEDP document

contains data and analyses of current and long-term trends of growth and change in the population and economy of Marion County.

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

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

Marion County's major economic goals are:

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

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

ENVIRONMENTAL QUALITY & NATURAL RESOURCES

INTRODUCTION

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

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

WATER QUALITY AND QUANTITY PLANNING

The Water Resources Element provides discussion and analysis of issues facing Marion County with regards to water supply, use, and quality. This chapter provides goals and policies for county decision-makers to employ when faced with matters relating to these issues. A separate Water Management Plan has been adopted as part of the county comprehensive land use plan by reference; the goals and policies that follow are part of the overall guidance for county land use decisions developed from the information presented in the Water Management Plan.

The comprehensive plan included a section regarding water quality planning when it was originally adopted. The goals and policies that follow replace that comprehensive plan section.

Additionally, the county Board of Commissioners adopted a "Groundwater Resources" section to the plan in 1997. That adoption also included background documentation and a zoning ordinance chapter, the "Sensitive Groundwater Overlay zone." The goals and policies from that adoption are included here unchanged except a goal and two policies regarding education are moved to a different section for continuity. Appendix GW in the Water Management Plan replaces the background document previously adopted.

WATER RESOURCES PLANNING

Although Marion County's location in the maritime northwest means abundant rainfall, the demand for water could result in a deficiency of the resource. With growth of the population, irrigated agriculture, and industry, demand for consumptive use of water has and will continue to increase. At the same time, increasing use of the resource by recreation and the need to maintain

or enhance fish habitat argues for less consumption. The increased human activity in the county heightens the risk that the resource will be polluted.

Due to of these competing demands on water and the agencies that manage it, sound planning is needed. Marion County has little direct influence over managing water use, as that authority resides at the state and federal level, but land-use decisions at the county level can have an affect on the issues of water supply and quality. Particularly relating to groundwater, gaps in state authority can result in unsustainable use of the resource, and county land-use decisions can aggravate the situation if the issue is not addressed. Because the groundwater supply issue is of particular concern, a separate section of this plan is devoted to it.

Marion County recognizes the need for water management planning at the county level. Based on this recognition, the Board of Commissioners appointed a Water Management Advisory Council to develop, among other things, a water management plan. The Council developed the plan, and it is incorporated into the county Comprehensive Land Use Plan by reference. Based on consideration of the myriad issues discussed and analyzed in the water management plan, the county developed a set of goals and policies to help guide decision-making with the sustainability of a clean water supply in mind. Marion County recognizes the goals and policies do not and cannot address every issue confronting the county, and therefore is committed to continue working on and updating the water management plan.

GOAL A: To efficiently utilize the water resources of and for Marion County while maintaining good quality water for public water supplies, propagation of wildlife, fish and aquatic life, and for domestic, agricultural, industrial, commercial, municipal, recreation and other beneficial uses.

Policies

1. The county shall consider the physical capacity of the land and water to accommodate land uses when planning for the location, type and density of rural development.
2. Maintain rural densities of 1.5 to 3 acres per dwelling in rural residential areas to minimize potential groundwater pollution from septic tank use. Even lower densities should be required when soil limitations show more than the usual limitations for septic tank systems.

3. In areas experiencing proven water pollution from septic tanks or inadequate water supply, encourage the provision of alternative individual treatment system or water systems to overcome health hazards or to provide a greater margin of public safety in allowable developments.
4. Minimize soil erosion and sedimentation by encouraging soil conservation techniques. Educational programs and technical assistance should be provided in voluntary erosion abatement.
5. The County Health Department should conduct sanitary surveys in areas of concentrated rural development to determine present or potential septic tank pollution problems.
6. Residential, commercial and industrial development should be encouraged to be designed or located in a manner to maintain an acceptable impact on water quality.
7. Marion County shall cooperate with watershed councils and the Marion Soil and Water Conservation District to promote watershed management practices that protect and enhance water quality and quantity.
8. Water resources used as municipal water supplies shall be protected by encouraging the strict enforcement by the State Department of Forestry of the State Forest Practices Act.
9. Small watersheds that are water sources for municipalities shall be identified, and coordination requirements defined, in intergovernmental agreements if the city determines that special protective measures are needed for the watershed. When municipalities have identified particular needs and methods for protecting their watersheds, the county shall consider including such measures within the Marion County Comprehensive Plan.

10. Encourage water quality testing of rural residential wells through a public information program.
11. Improve maintenance and use of residential and industrial septic systems by:
 - a. encouraging proper operation and maintenance of septic systems,
 - b. encouraging water conservation to reduce waste loading, and
 - c. educating users about chemical additives, particularly those containing chlorinated organic solvents, that are sold to improve septic system and drain field operation.
12. Marion County recognizes the risk to maintenance of good quality groundwater from improperly abandoned wells and encourages proper abandonment of unused wells.
13. Participate in cooperative water quality planning through such agencies as the Oregon Water Resources Department, Oregon Department of Fish and Wildlife, Department of Environmental Quality, Natural Resources Conservation Service, Army Corps of Engineers, U.S. Bureau of Reclamation, and U.S. Geologic Survey.
14. Encourage water providers to share delivery systems and supply sources within urban growth boundaries.
15. Encourage construction of wells for municipal water use only within urban growth boundaries to minimize impacts of wellhead protection areas on other land uses.

GOAL B: To ensure all standards and regulations applicable to waters in Marion County are coordinated.

Policies

1. Marion County shall coordinate with state and federal agencies to help ensure the waters of the county comply with applicable state and federal water quality standards.
2. Marion County shall, to the extent financially and practically possible, support water quality or quality management plans and programs of federal, state and regional agencies.

In regulating land use, the County shall encourage conservation of water resources, improved treatment of point sources of pollution and the control of non-point sources of pollution.

3. Encourage DEQ to expand their monitoring program and increase sample areas to determine locations approaching or exceeding drinking water standards. Impacts from domestic sewage outfalls should be assessed to identify any possible hazards.
4. Marion County shall cooperate with municipal and other public water service providers in development and implementation of wellhead protection programs consistent with state water quality and land-use requirements.
5. Discourage sale of treated water and/or extending service from municipal facilities to areas outside urban growth boundaries.

GOAL C: To strive for an adequate quantity of water for beneficial uses within the County.

Policies

1. Evaluation of demand for water shall include, but not be limited to, the following potential beneficial uses in no particular order: domestic, municipal, agriculture, streamflow augmentation, industrial, commercial, livestock, hydroelectric, mining, and recreation.

2. Encourage the Army Corps of Engineers and U.S. Bureau of Reclamation to include Marion County's future water needs in the Willamette Project Reservoir Study.
3. Encourage increasing streamflows through flow augmentation and water exchanges.
4. Discourage transfers of agricultural water rights used on irrigable lands zoned for farm use to other lands for non-agricultural use.

GOAL D: To educate property owners about the importance of the use of their property to water quality and quantity.

Policies

1. The Planning Division of the county may develop and maintain a library of information regarding water conservation, water quality protection, and water laws for public use.
2. Marion County shall refer land use applicants to sources of information regarding water conservation, water quality protection, and water rights early in the development review process.
3. Encourage individual water conservation practices to hold water demands to a minimum through a public information program.

GROUNDWATER RESOURCES

Groundwater is water naturally stored below ground surface, in broken rock, gravel, or other permeable material. Marion County is comprised of parts of several geologic formations. The aquifers in these formations yield various quantities of water, and recharge at different rates. Many types of land uses depend on groundwater, including agriculture, cities, and individual residences.

In order to insure a continued supply of water to this variety of uses, Marion County needs reliable, current information regarding groundwater resources. Sources of this information are

not abundant, but the county needs to obtain or generate sufficient data on which to base land use decisions that affect, or are affected by, groundwater supply in order to avert overdraft and land use conflicts.

The groundwater section of the comprehensive plan Background and Inventory Report identifies two geologic formations, Columbia River Basalts and marine sediments, where groundwater quantity is of concern. The policies of this Comprehensive Plan provide a framework to protect the groundwater resources of these and other aquifers from unsustainable levels of use.

Areas designated as “Groundwater Limited Areas” by the Oregon Water Resources Commission are significant Goal 5 resources, pursuant to Oregon Administrative Rules Section 660-23-140. Three designated Groundwater Limited Areas cover portions of Marion County. The geology of these areas is composed predominantly of Columbia River Basalts. The state Water Resources Department administers regulations on the use of waters of the state, but does not require a permit for certain uses of water (“exempt uses”). The Groundwater Limited Area designation does not limit exempt uses. The most common exempt use is domestic, and portions of the Groundwater Limited Areas are zoned for rural residential use.

Because adequate information regarding groundwater occurrence and sustainability is lacking, the best strategy for the county is to require an applicant for a development to provide information that the proposed use will not result in a detrimental impact on the long-term sustainability of the groundwater resource. Although the county needs the best possible information regarding groundwater resources in order to make informed land use decisions, due to variability of subsurface conditions and the uncertainty of even the best estimates of availability, the county cannot ensure that a particular parcel or development will find an adequate water supply.

GOAL A: To generate adequate information regarding groundwater resources to use when making land-use decisions.

Policies

1. Marion County should develop and implement a well-monitoring program in order to collect information regarding well location, water quality, water levels, and changes in aquifers. The program should be coordinated with the Oregon Water Resources Department and include monitoring sites in all areas of the county.
2. Any well-monitoring program implemented by the county should include objective criteria to determine when the developer of a new groundwater-dependent land use that needs approval by the county shall be required to make one or more wells available for the

county to monitor.

GOAL B: To maintain sustainable yields of water from aquifers and minimize conflicts between land uses and water resources in the county.

Policies

1. Marion County shall develop and implement a program to review applications for new land uses that use water which is exempt from permitting requirements through the Oregon Department of Water Resources. This review shall assess whether the proposed use is likely to adversely affect the sustainability of aquifer production.
2. Marion County shall coordinate with the Oregon Water Resources Department to help ensure that adequate information is submitted by applicants for new groundwater rights to determine whether the proposed consumption will exceed the sustainable yield of the aquifer or interfere with other wells in the area.
3. Any land use/groundwater conflict risk assessment and mitigation program implemented by the county should prioritize areas where the risk of groundwater level draw down has been documented through groundwater monitoring.
4. Marion County's groundwater management goals and policies shall be accomplished through land use planning and permitting actions that are compatible with state water law and policy.
5. Marion County should consider the role of aquifer recharge areas in implementing measures to protect groundwater quality or aquifer yield sustainability.
6. Marion County shall cooperate and coordinate with federal, state, and local agencies in assuring maximum beneficial use of all waters within the county.
7. Marion County may assist in the development and use of alternative water sources in lieu of groundwater where feasible, including augmentation with stored water.
8. Marion County should promote efficient use of water and conservation through the land use permitting process and other county actions.
9. Marion County may coordinate its information gathering activities with water purveyors, and make land use decisions in a manner consistent with the ability of affected water purveyors to provide adequate services to their customers.

AIR QUALITY PLANNING

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

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

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

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

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

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

controlled through land use restrictions, which provide the primary mechanism for considering potential effects on air quality.

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

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

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

SEWAGE SLUDGE DISPOSAL

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

The use of sludge as an agricultural fertilizer has its limitations since its over-application can be a threat to land and water quality. Improper use can result in harmful accumulations of nitrogen and heavy metals. Because of these problems, each application of sludge is reviewed by the State Department of Environmental Quality on an individual site basis. The main concerns involve disposal of the sewage sludge in an environmentally safe way.

There presently are six cities in Marion County that produce sludge that must be disposed of. Five of these cities dispose of their sludge by land application while one city deposits it in a landfill. Only the cities of Salem and Woodburn produce sufficient quantities of sludge to present a disposal problem. The master sewage plan produced by the Council of Governments

describes each city's sludge disposal program, makes projections of future sludge production, and suggests sludge, management programs.

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

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

The County policies relating to sewage sludge are as follows:

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

SOLID WASTE DISPOSAL

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

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

recycling has become a significant issue.

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

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

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

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

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

FISH AND WILDLIFE HABITAT

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

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

GOALS

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

POLICIES

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

MINERAL AND ROCK RESOURCES

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

Compliance with Statewide Goal 5

The Land Conservation and Development Commission (LCDC) adopted revised rules implementing Goal 5, effective September 1, 1996 (Oregon Administrative Rules Chapter 660, Division 23). The provisions of these rules must be applied directly by jurisdictions that did not have their comprehensive plan acknowledged by LCDC as consistent with Goal 5 after 1989 (including Marion County). In order to achieve compliance with the rule, Marion County included a work task in its periodic review work program specifying the steps and timing of adoption of plan and ordinance amendments. The county must, however, continue to apply the Goal 5 rule directly until the work task is complete.

The Marion County Rural Zoning Ordinance included provisions regarding mineral and aggregate mining operational requirements prior to adoption of the new rule. The ordinance does not contain criteria regarding whether a particular site should be used for mining or for conflicting use mitigation.

This plan includes significant, potential and other sites aggregate inventories in Addendum A. These inventories have been adopted as part of the plan. The inventories remain intact and may be amended according to the procedures specified in the policies of this section.

Goal

To plan for and protect mineral and aggregate resources for future use.

Policies

Marion County shall:

1. Administer Oregon Administrative Rule 660-23-180 by employing the provisions of the rule directly (without a local implementing ordinance), except for the standards in

Section 120.400 of the Rural Zoning Ordinance, in consideration of applications for new or expanded resource sites.

2. Complete comprehensive plan and ordinance amendments to implement Oregon Administrative Rule 660-23-180, as specified in the county's approved periodic review work program.

NATURAL AREAS

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

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

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

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

2. Independence Bend - This habitat area is northeast of Independence and consists of a wooded area along the Willamette River that is 1.5 miles long and consists of 60 to 75

acres. It is a wintering area for geese in addition to being a great blue heron rookery.

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

Candiani Island, Independence Bend, Ankeny Osprey Nest and Tyson Island (#1, 2, 3, and 5) are currently regulated by the County with the EFU (EXCLUSIVE FARM USE) zone, the Willamette River Greenway Overlay Zone and the County Floodplain Ordinance. The EFU zone and the Floodplain Ordinance both act to limit the intensity and type of development in the area.

It is unlikely that any permitted or conditional use could be allowed that would have a detrimental impact upon these natural areas. In addition, the Greenway Ordinance contains provisions for the protection of habitat areas along the river and gives the County and several State agencies review authority over stream bank and vegetation alterations. As a result, these areas are adequately protected and no additional regulation or protective mechanism needs to be established.

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

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

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

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

Natural Area Policies

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

NOISE IMPACTS

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

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

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

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

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

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

development on lands near the highway.

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

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

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

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

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

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

NOISE POLICY

1. Residential uses or other noise-sensitive uses proposed in the vicinity of Highway 99, Highway 22, Interstate 5, the Woodburn Drag Strip and public airports shall be reviewed to determine if the residents will be adversely affected by these noise sources. The County should seek comment from DEQ when resolving noise conflicts.
2. If other significant noise sources are identified, Marion County shall amend the Comprehensive Plan to designate the source and provide adequate protection for nearby lands.

3. All developments that are noise sources shall comply with applicable DEQ standards. When new major highways, airports, racing facilities and commercial and industrial developments are proposed, the County shall consult with DEQ to ensure that applicable sound regulations are satisfied.
4. When siting noise sensitive land uses near the sources identified in Policy #1 above, the objective should be to provide some outdoor living area with a daytime dBa of 55 or less and indoor sleeping areas with a nighttime dBa of 45 or less.
5. Setbacks, building orientation, soundproof construction, barriers and other feasible means shall be considered in attempting to mitigate noise impacts.

ENERGY

INTRODUCTION

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

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

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

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

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

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

use planning direct the type, design and location of industrial developments in the most energy efficient manner possible.

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

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

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

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

ENERGY POLICIES

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

development patterns.

e. Residential, commercial and industrial development should be energy efficient in design, siting and construction.

2. It is the intent of the County to encourage conservation of present energy sources and the use and development of alternative sources.

a. The expansion of present energy sources must be examined with consideration for the impact such development would have in regard to natural resources, changes in land use patterns, and the economy of the area.

b. In an effort to conserve energy, the development of recycling facilities and the use of recycled materials shall be supported.

3. Plans for the development of new transportation facilities and the improvement of present facilities should be designed to achieve the most energy efficient system possible.

a. Bicycle paths and footpaths should be provided to encourage non-motorized transit. Special emphasis should be given to routes between residential areas and the locations where the people are employed.

b. Mass transit and car pooling should be supported and encouraged. Park and ride facilities should be located along transit lines to encourage ridership.

c. Zoning should promote denser development near major arterials and collectors where mass transit lines can be run most efficiently. This would provide better access to mass transit for more people and would increase its use.

d. Standards should be established for street construction that encourage the conservation of land and materials. Recycling pavement is one possibility.

4. Public facility planning provides the framework for future urban growth. It is essential that energy consumption and recycling be considered in determining the type, location, and delivery of public facilities and services.

a. Public facilities should be located in easily accessible areas so that one trip can serve several purposes.

b. The possibilities of recycling municipal waste and sewage for use as fuel

should be explored.

c. Public facilities and services should be planned and controlled in order to promote more desirable patterns of growth from an energy standpoint.

d. The electric, telephone, and gas companies should coordinate the provision of services with the goals and policies of the Comprehensive Plan to promote the wise and efficient use of energy.

5. Industry is a primary consumer of energy and land use planning should serve to direct the type, design and location of industrial developments in the most energy efficient manner possible.

a. Industry should be accessible to public services and should be located adjacent to major transportation facilities.

b. Location of industry should be convenient to mass transit lines.

c. Energy intensive and polluting industries should be discouraged.

d. Industrial waste heat should be captured and reused wherever possible.

e. The potential of locating industry near energy sources such as geothermal reserves should be explored.

f. Industry should be located close to the source of its raw products wherever possible.

IMPLEMENTATION

INTRODUCTION

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

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

The relationship between the Comprehensive Plan and implementing devices is important to understand. The Comprehensive Plan and zoning have often been confused and their various roles misunderstood by the public. The Comprehensive Plan is not a zone map. Zoning simply attempts to accomplish the recommendations described in the Comprehensive Plan.

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

ZONING ORDINANCE

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

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

SUBDIVISION ORDINANCE

The other most widely used land use control mechanism is the subdivision or land division control ordinance. This ordinance sets guidelines and standards for the manner in which land is divided and developed. Marion County has had a subdivision ordinance in effect since 1962. Included in the ordinance are both subdivision and partitioning procedures, standards and decision criteria.

BUILDING AND SANITATION CODES

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

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

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

TAX INCENTIVES

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

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

ASSISTANCE GRANTS AND LOANS

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

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

GOVERNMENTAL COORDINATION

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

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

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

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

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

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

TABLE NO. 3

PARKS AND RECREATION INVENTORY AND NEEDS

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

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

**TABLE NO. 4
RECREATION STANDARDS**

<u>Facility</u>	<u>Purpose</u>	<u>Acres of Facilities per "X" Population</u>	<u>Size</u>	<u>Service Area</u>	<u>Location</u>	<u>Facilities/Activities</u>
Outdoor Parks	Encourage access and use of scenic and natural beauty at a level that will still afford protection of the various site resources.	2.75 Acres/1,000 persons	Minimum 5 acres	Variable	Should be well distributed, depending upon available resources	Day use activities fishing, swimming, hiking, nature study, picnicking, horseback riding, trails, and shelters.
Water-Oriented Parks	Encourage access to and use of waterways	2.50 Acres/1,000 persons	Minimum 5 Acres	Variable	Reasonable access to all parts of the community	Swimming, fishing. Depending on the park emphasis, improvements such as docks, rafts, buoys, and boat ramps shall be provided.
Regional Parks	Provide large "natural state" area for the people of a large area	20 Acres/1,000 persons	500 to several thousand acres	Variable - county and larger	Largely dependent upon available resources	Campgrounds, picnic and day use importance, trail systems, parking, restrooms, and water-oriented activities if possible. May also inc. areas of extensive development.
Natural Preserve	Preserve unique resources	N/A	Variable - may be of community or regional	Variable	Depends upon available resources	Compatible activities: viewing, hiking, walking (for access and exposure not an activity), nature study and protective facilities, fencing, elevated walks, guardrails, etc. where needed.
Scenic Ways	Provide linear areas of natural beauty interconnecting other parks and facilities. Conserve scenic and natural values particularly waterways and flooding areas, and buffer areas.	N/A	Variable	Variable-local to regional	Dependent upon resource; however, transportation and utility corridors should be considered,	Walking, bicycling, or horseback riding, boating/rafting, picnicking, and nature study, trails and paths.
Waysides	Provide small automobile-Oriented enclaves for passiving oriented enclaves for passive	N/A	Up to 1 Acre	Variance	Depending on the location of thoroughfares, waysides, should be on high points or near water areas.	Picnicking and signs describing various natural historic, and cultural aspects.
Campgrounds	Provide overnight camping	250 Persons/campsite	Variable	Variable	Depends on available resources; should be in semi-natural or natural areas.	Depends on the type of user for which the area is intended.
Historic Sites	Identify and preserve local historic sites and structures for enjoyment and education.	Variable	Variable	Variable-city-wide to regional importance.	Depends on available resources.	Activities that will not harm or endanger the site (structures limited to tours). Interpretive and protection facilities, signs, trails, and fencing.

Trails	Provide trail/pathway type of transportation routes within and between cities, communities, parks and other areas of natural beauty.	N/A	N/A	Variable	Dependent upon location of facilities.	Bike paths, hiking, and equestrian trails.
Golf Courses	Provide golfing for public use.	1 Per 20,000 persons	Variable	Variable	Variable	Covered areas, off-street parking, automated irrigation, green and fairways.

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