

BENTON COUNTY COMPREHENSIVE PLAN ADOPTED 2007



BENTON COUNTY COMPREHENSIVE PLAN



**Adopted by
Ordinance
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INTRODUCTION

Benton County Mission

Making Benton County a better place to live.

Benton County Government brings to its citizenry the authority, structure, and services to respond to public concerns and opportunities and provide a means for local decision-making.

INTRODUCTION

The Comprehensive Plan is the official policy guide for decisions about growth, development, services, and resource management in Benton County – outside of incorporated cities. The policies of the Comprehensive Plan serve as the basis for developing the implementing regulations of the Development Code. The policies of the Comprehensive Plan are not in themselves implementing regulations and are not applied to individual applications except as provided by the Development Code.

The Comprehensive Plan is based on the physical, economic and social characteristics of the county; the desires and needs of county citizens, state laws, and programs and policies of other local, state, and federal governmental agencies. Overall, the Plan is intended to provide a framework for consistent and coordinated public and private land use decisions.

The policies in the Comprehensive Plan involve a commitment by the County to responsible management of the county's land use and resources. The policies are implemented by a variety of tools including the Benton County Development Code, the Urban Fringe Management Agreements, Area Plans (such as the North Corvallis Plan), and other plans and projects.

The plan before you, while an update of the previous Comprehensive Plan (effective July 2, 1982) is essentially a new document. Some of the original policies have been retained or revised, and some of the original background information has been used. However, the value statements, the Benton County goals, and most of the policies and findings are new – developed during the 2004-2006 update. This plan replaces the previously adopted Comprehensive Plan, and is effective March 22, 2007.

Related Documents

- Benton County Strategic Plan
- Comprehensive Plans of the Cities of Adair Village, Albany, Corvallis, Monroe, and Philomath
- North Corvallis Plan
- Corvallis Area Metropolitan Transportation Plan: Destination 2030



Planning Commission Work Session

INTRODUCTION

History of Planning in Benton County

The Planning Commission is a volunteer body appointed by the Benton County Board of Commissioners to make land use decisions and provide policy direction regarding land use in Benton County. The Planning Commission is established pursuant to ORS 215.020 and 215.030, and consists of nine members. The Commission's duties, which are specified in the Development Code, include making recommendations to the Board of Commissioners on amendments to the Comprehensive Plan text and map, the Development Code, and the Zoning Map, and hearing appeals of land use decisions made by the Planning Official. All actions of the Planning Commission occur through public meetings.

Benton County's planning program began in the mid-1960s with the appointment of a Planning Commission. A land use plan was developed for the Philomath, Corvallis and North Albany areas, and the northern portion of the county. Zoning was adopted in 1968 by a county-wide public vote and was administered through a contract with the City of Corvallis.

In 1970, following the passage of legislation mandating local planning, the Board of Commissioners established the County Planning Department. Thirteen Citizen Advisory Committees were established throughout the county to promote citizen input on the development of a Comprehensive Plan. Over the next several years, staff, citizen committees and public officials worked together to develop the Plan. After 40 public hearings held throughout the county, the first Benton County Comprehensive Plan was adopted in 1974.

Changing laws and public needs prompted an update to the Plan in 1978, and again in 1980. In addition to the type of information included in the earlier Plans, the 1980 Plan was designed to comply with the Statewide Planning Goals. Several subsequent amendments were necessary to establish compliance. In 1987, the Comprehensive Plan was acknowledged by the State as complying with the Statewide Planning Goals. More information about the Statewide Planning Goals can be found on the following pages.

The Oregon Statewide Planning Program requires local jurisdictions to update their plans from time to time, to reflect changing conditions and changes in state laws. This process is called "periodic review". Benton County's most recent update of the Comprehensive Plan through periodic review was conducted between 1990 and 1992.

The process to conduct this most recent revision of the Benton County Comprehensive Plan began in the Fall of 2001. The Planning Commission formed four subcommittees, each subcommittee evaluated specific Plan elements. Through that process, policy revisions were recommended. However, it was not until 2004, that the County budgeted funds necessary for a complete review process to be undertaken. This process included hiring a consultant and facilitator and forming a steering committee. After more than two years of work by the Steering Committee, Planning Commission, citizens, staff, consultants and public officials, the Plan received further citizen input at public hearings prior to its adoption by the Board of County Commissioners.

INTRODUCTION

Legal Framework

Senate Bill 100 (ORS 197), which was adopted in 1973 and later amended in 2003, substantially altered the legal framework for planning in Oregon. This state law requires that cities and counties adopt comprehensive plans and zoning ordinances that meet statewide goals and guidelines. ORS 197 is implemented through the Land Conservation and Development Commission (LCDC).

Specifically, ORS 197.175 requires that:

“...each city and county in this state shall:

(a) Prepare, adopt, amend and revise comprehensive plans in compliance with goals approved by the commission;

(b) Enact land use regulations to implement their comprehensive plans;

(c) If its comprehensive plan and land use regulations have not been acknowledged by the commission, make land use decisions and limited land use decisions in compliance with the goals;

(d) If its comprehensive plan and land use regulations have been acknowledged by the commission, make land use decisions and limited land use decisions in compliance with the acknowledged plan and land use regulations; and

(e) Make land use decisions and limited land use decisions subject to an unacknowledged amendment to a comprehensive plan or land use regulation in compliance with those land use goals applicable to the amendment.”

State law also requires, under ORS 195.025, that “...each county, through its governing body, shall be responsible for coordinating all planning activities affecting land uses within the county, including planning activities of the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county”.

INTRODUCTION

Statewide Planning Goals

The Land Conservation and Development Commission (LCDC) adopted the Statewide Planning Goals to provide a legal framework for local land use planning.

See ORS 197.175 on previous page.

Note:

Statewide Planning Goals 16-19 pertain only to coastal areas.

- Goal 1 Citizen Involvement:** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.
- Goal 2 Land Use Planning:** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- Goal 3 Agricultural Lands:** To preserve and maintain agricultural lands.
- Goal 4 Forest Lands:** To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.
- Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces:** To protect natural resources and conserve scenic and historic areas and open spaces.
- Goal 6 Air, Water and Land Resources Quality:** To maintain and improve the quality of the air, water and land resources of the state.
- Goal 7 Areas Subject to Natural Hazards:** To protect people and property from natural hazards.
- Goal 8 Recreational Needs:** To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.
- Goal 9 Economic Development:** To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.
- Goal 10 Housing:** To provide for the housing needs of citizens of the state.
- Goal 11 Public Facilities and Services:** 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.
- Goal 12 Transportation:** To provide and encourage a safe, convenient and economic transportation system.
- Goal 13 Energy Conservation:** To conserve energy.
- Goal 14 Urbanization:** To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.
- Goal 15 Willamette Greenway:** To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Components of the Plan

Oregon's Statewide Planning Goals

This Benton County Comprehensive Plan is structured to reflect Oregon's Statewide Planning Goals. The Statewide Planning Goals were developed in 1973 and express the State's policies on land use and related topics, such as citizen involvement, housing and natural resources. Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. Local comprehensive plans must be consistent with the statewide planning goals and are reviewed by Oregon's Land Conservation and Development Commission (LCDC) to assure this consistency. When LCDC officially approves a local government's plan, the plan is said to be "acknowledged". Benton County's Comprehensive Plan was originally acknowledged by LCDC on February 5, 1987.

Value Statements

The Comprehensive Plan Value Statements articulate important community values that provide guidance throughout the development and implementation of County goals and policies. The initial draft of the Value Statements was developed through public meetings in the fall of 2003 and February 2004. The Comprehensive Plan Steering Committee clarified wording to produce the final recommended version.

Benton County's Goals

Fifteen of Oregon's 19 Statewide Planning Goals relate to Benton County. Benton County's goals are consistent with Oregon's goals and are a statement of the outcome toward which local efforts are being directed; they are a vision of a preferred future. While reflecting the Statewide Planning Goals, Benton County's goals respond to the physical, economic and social characteristics of the county.

The compartmentalization of issues and policies into categories based on the fifteen applicable Statewide Planning Goals, in some ways conflicts with the integrated nature of land use concerns. While working within the goal-based structure, Benton County nonetheless attempts to approach land use management and planning from a holistic perspective. To that end, we have provided cross-referencing to related policies of other goal chapters.

INTRODUCTION

Components of the Plan

The **Comprehensive Plan Map** can be found in Chapter 16 – Additional Adopted Documentation.

The **Comprehensive Plan Map** and **Zoning Map** are available at the Benton County Community Development Department office.

Policies

The policies of the County's Comprehensive Plan provide the framework – the principles and guidelines – for consistent decision making that will lead the County in a strategic direction toward accomplishing its stated goals. The policies respond to the findings, issues and areas of concern that were identified throughout the development of the Plan. The policies of the Comprehensive Plan are adopted by ordinance and have the force of law. However, the policies are directly applicable only to certain types of land use decisions, such as zone changes and legislative amendments. For land use applications such as conditional uses and subdivisions, it is the Development Code – the codified form of the Comprehensive Plan – that applies. In addition to the policies contained in this document, the County has adopted a set of policies that pertain only to the Corvallis Urban Fringe. These are contained in a separate document referenced in Chapter 16 of this plan.

Findings & References

As the goals and policies of the Comprehensive Plan were developed, a great deal of research took place that establishes the basis for the Plan. Official reports were reviewed, agencies and organizations were consulted, and County staff provided comment during the development of goal and policy recommendations. In addition, the background reports prepared during the development of the Plan in 1979 continue to provide reference for review and update of the Comprehensive Plan. A variety of mapped data also provides background for the Plan, including agricultural capability class, forest site class, slope, tax districts, geology, flood plain and tax deferral status. This research is documented in the form of findings and references and is cited at the end of each goal chapter of the Plan.

Maps

The Comprehensive Plan Map defines and locates primary land use designations within the unincorporated portions of Benton County, including agricultural, forest, rural residential, commercial, industrial, and significant public lands. The land use designations apply County and State goals and policies to the landscape and provide the basis for decisions regarding future land use activities in Benton County. Within urban growth boundaries, the Comprehensive Plan Map is jointly developed and adopted by Benton County and the corresponding city.

The Zoning Map further defines permitted land uses within primary zones that are consistent with the Comprehensive Plan Map designations. The Zoning Map is adopted within the Development Code.

Components of the Plan

Additional Adopted Documents

There are several separate documents that are adopted as part of the Comprehensive Plan. These documents have status equivalent to the Comprehensive Plan document, and include such things as the Comprehensive Plan Map, the goal exception document, and inventories of Goal 5 resources. All documents adopted as part of the Comprehensive Plan are referenced and summarized in Chapter 16.

Definitions

Definitions of terms used in the Comprehensive Plan goals and policies that require explanation may be found in the appendix of this document. A list of defined words used within each goal chapter is provided within the respective chapter.

Implementation

The policies of the Comprehensive Plan serve as the basis for the implementing regulations of the Development Code. The Development Code sets out the review criteria, land development and design standards, and administrative procedures for application of the policies to land use decisions within the county.

While the Development Code provides the regulatory basis for implementing land use actions, many other activities of the County provide critical support to the implementation of the policies. Other County plans, such as the Natural Areas and Parks Plan, the Pre-Disaster and Natural Hazards Mitigation Plan, and the Historic Context Statement are instrumental to policy implementation. Citizen groups, such as Citizen Advisory Committees, the Historic Resource Commission and the Solid Waste Advisory Committee are influential in achieving policy directives. In addition, the strategic work plans of County departments reflect the overall direction provided within the Comprehensive Plan.

The **Benton County Development Code** can be found at the Community Development Department office.

INTRODUCTION

Plan Development Process

The adoption of this County Comprehensive Plan is the culmination of an intensive public process that occurred over a period of more than two years. The process attempted to capture the spirit and intent of the citizens of the county, to thoroughly consider the current issues and opportunities and to reflect the values of county residents. It was designed to provide a local context for the Statewide Planning Goals and to translate that into goals and policies that will serve as the framework for local decision making.

Draft Comprehensive Plan Value Statement

In the fall of 2003, the Board of Commissioners, the Planning Commission and representatives of various advisory groups met together to consider core values to uphold in the Comprehensive Plan. Discussions generated a draft Comprehensive Plan Value Statement.

Public Kickoff Meeting

A public open house was held to launch the Plan update process in February 2004. The meeting was attended by a County Commissioner, Planning Commission members, County staff, Citizen Advisory Committee members and many members of the general public. Attendees identified issues and concerns to be considered in updating the Plan. The Draft Comprehensive Plan Value Statement was reviewed and suggestions were made of additional important values.



Steering Committee Appointed

The Board of Commissioners appointed a nine-member steering committee comprised of Planning Commission members, members of County committees and citizens-at-large. The steering committee was established to represent county residents' interests and values, to participate in the entire update process and to recommend goals and policies for review by the Planning Commission.

Technical Advisory Committee (TAC)

Made up of staff from Benton County Community Development, Public Works, and Natural Areas & Parks Departments, the TAC provided input and advice throughout the process of drafting the goals and policies of the Comprehensive Plan. The TAC consulted with outside experts and staff from other departments, as needed.

INTRODUCTION

Plan Development Process

Research and Information Gathering

County staff, with the assistance of a consultant, gathered information about the Statewide Planning Goals, statutes, rules and amendments pertinent to county planning. The original background reports of the 1979 Comprehensive Plan were reviewed to identify current information. Additional background information was assembled from official reports, agencies and organizations, and County staff to prepare preliminary background and findings.

Public Outreach Meetings

Public outreach meetings were hosted by Citizen Advisory Committees in the rural communities of Alsea and Wren during the Spring of 2004. Citizens were invited to respond to the value statement and to identify the critical issues and interests of their communities.

Outreach to Board-Appointed Groups and Committees

Staff met with several County committees, including the Historic Resource Commission, Environmental Issues Advisory Committee, Roads Advisory Committee, Solid Waste Advisory Committee, and Parks Advisory Board to introduce the Plan update. Committee members were asked to identify current goals and policies from existing plans and documents that could be incorporated into the Comprehensive Plan. Discussions identified policy issues of particular relevance to each committee.

Synthesizing, Reporting, Framing

Reports of findings, policy issues, draft goals and policies were prepared by a consultant under the advice of the Technical Advisory Committee. These reports were presented to the steering committee for review and discussion.

Steering Committee Recommends Goals and Policies to Planning Commission

Beginning in March of 2004, the steering committee met monthly for two years, reviewed background information and reached consensus agreement on a set of recommended goals and policies. The steering committee recommendations were presented to the Planning Commission for consideration. The Planning Commission approved the draft goals and policies to present to the public for comment.



INTRODUCTION

Plan Development Process

Comprehensive Plan Public Outreach

Alsea Public Open House
Themes and Comments. 15
April 2004.

Benton County Park and
Open Space: Themes and
Issues.

Benton County Public
Comments. Public Kick-Off
and Open House Meeting.
25 February 2004.

Benton County Value
Statement Themes. Public
Kick-Off and Open House
Meeting. 25 February 2004.

Bicycle Advisory Committee
Input. 11 March 2004.

Environmental Issues
Advisory Committee Input.
18 March 2004.

Historic Resources
Committee Draft Issues and
Policy Statements. 2004.

Public Hearings and Adoption of the Plan

A draft of the Plan was printed in June, 2006 for public review. The Planning Commission conducted a public hearing on August 1, 2006. After hearing public testimony, the Planning Commission forwarded a recommendation to the Board of County Commissioners that the Plan be adopted, with specific modifications.

The Board of County Commissioners conducted its first public hearing on October 24, 2006 and continued the public hearing on December 12, 2006. At the continued public hearing the Board of Commissioners, upon consideration of the entire public record, voted 3-0 to approve the Plan with modifications. The Board directed staff to prepare a final version of the document along with findings of fact, conclusions of law, and order to demonstrate that the document complies with all applicable Statewide Planning Goals as set forth in Oregon Revised Statutes, Chapter 197 and Oregon Administrative Rule 660 Division 022 (Statewide Goals 1-5); and Benton County Comprehensive Plan Chapter IV, *Monitoring the Plan*.

The Board of Commissioners conducted a first reading of Ordinance No. 2007-0170 on February 6, 2007 and a second reading on February 20, 2007. The Plan became effective on March 22, 2007.



Benton County Board of Commissioners

INTRODUCTION

Using the Plan

In simple terms, the Comprehensive Plan is a tool for dealing with change. It can be used in multiple ways, including:

1. As a basis for the development of public programs and regulations, e.g., capital budgets for schools, parks, streets and sewers; zoning regulations; land division regulations; etc.
2. To guide public decisions on land use changes as reviewed through implementing regulations such as zoning and land division ordinances, such as the Development Code.
3. As a basis for the measurement and evaluation of changes in the physical, social or economic makeup of the county. Modifications of the Plan itself may result from this process.
4. To promote intergovernmental coordination.
5. To strengthen communications with the public.
6. As a basis for private decision-making regarding the nature and timing of land development and conservation activities.

Future Updates

In order to keep pace with changing needs, the best of plans needs to be updated and amended periodically. This includes revising the data base and re-evaluating the policies. The State calls for a periodic review to ensure the plan stays current with changes in State statutes and rules. The entire plan should be updated at least every 20 years (Benton County Comprehensive Plan Policy 2.1.1). All Plan update processes take place with the benefit of a full range of citizen involvement, including public hearings before the Benton County Planning Commission and the Board of Commissioners.

The procedures for amending the Comprehensive Plan are outlined in Chapter 17.

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VALUE STATEMENTS

Background

The Benton County Comprehensive Plan Value Statements provide an overall framework for planning to ensure that the values and visions of the county's citizens are supported through planning efforts. The Value Statements were developed through a citizen participation process that initiated the overall 2003-06 Plan review.

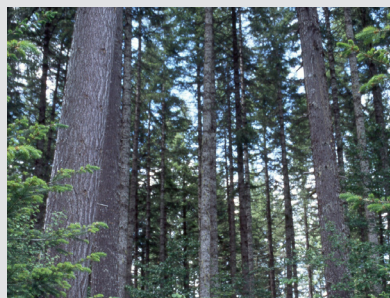
In Fall of 2003, a meeting was held with the Board of Commissioners, the Planning Commission, and representatives from County advisory groups. A

ttendees were asked to complete the following sentence: "Above all else, the residents of Benton County value...". From this input, draft value statements were developed to define the core values of county residents and a vision for a preferred future.

County citizens provided comments on the draft Value Statements at a public meeting on February 25, 2004. These were presented to the Citizen Steering Committee, who provided clarifications and recommended the Value Statements to the Planning Commission. The Planning Commission recommended adoption of the Value Statements by the Board of Commissioners, who, after public hearings, adopted the Value Statements for the Comprehensive Plan.



VALUE STATEMENTS



Residents of Benton County value

The land – its beauty and life-sustaining qualities

Agricultural and forest lands provide sustenance for residents of the Willamette Valley. These lands and the larger systems of mountains, valleys, rivers and wetlands of which they are part continue to be highly prized economically, culturally, recreationally, environmentally and aesthetically.

Maintenance of rural character

The residents of Benton County value the rural character that still exists in much of the county, the distinction that has been maintained between settlement areas and resource lands and open spaces, and the manageable scale of the cities, towns, and rural centers.

A healthy environment

The residents of Benton County value clean air, water and healthy natural systems and recognize their importance in sustaining the quality of life that residents value for themselves, their children and grandchildren.

Economic security and opportunity

The residents of Benton County recognize the importance of education and productive work and respect the rights and needs of individuals to pursue livelihoods of their choice that offer sufficient and sustainable material reward and personal satisfaction.

Residents of Benton County value

Supportive human systems

The residents of Benton County recognize the importance of nurturing and sustaining public infrastructure and human systems that address adequate and affordable food, shelter, transportation, education, health care, public safety, and other vital services.

Public and private interests

The residents of Benton County recognize that their government exists to support the rights of individuals to pursue the lifestyles of their choice and at the same time to ensure that the pursuit of those individual dreams does not jeopardize the safety, security, opportunities and rights of others. Our residents recognize the importance and value of the demographic and cultural diversity present in Benton County. They expect that actions in the public interest will be cost effective and efficient and not place an undue burden on themselves or any segment of the community.

Engagement between citizens and government

The residents of Benton County seek to create and sustain responsive government agencies that offer meaningful opportunities for public service and effective participation in policy and decision making.

Connection to place

The residents of Benton County value this place they call home for its sense of history, sense of community and for its unique physical presence. The residents of Benton County value the capacity of this place to nurture and sustain in its residents a sense of belonging.



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GOAL 1

CITIZEN INVOLVEMENT

The residents of Benton County seek to create and sustain responsive government agencies that offer meaningful opportunities for public service and effective participation in policy and decision-making.

Benton County Comprehensive Plan Value Statement

GOAL 1

CITIZEN INVOLVEMENT

Overview

Citizen involvement is a critical component of effective land use planning. This is reflected in the fact that it is Goal 1 in the statewide planning program. The policies in this chapter outline a structure that assures citizens have the opportunity to be involved in all phases of the planning process. Opportunities for participation are provided for individuals, organizations and various citizen committees. Further, the policies provide for regular evaluation of the citizen involvement program, and for educational materials that promote a better understanding and more meaningful involvement in county affairs.

In developing these policies, the Steering Committee reviewed the original bylaws, standards and procedures of Citizen Advisory Committees and considered several options for the structure of citizen committees.



Wren Citizen Advisory Committee

Historical Perspective

Public participation has long been important to both the citizens and policymakers of Benton County. In 1972, Benton County's commissioners established thirteen Citizen Advisory Committees to represent the interests of designated geographic areas of the county. Five community members were appointed to each of these committees and were charged with the task of working with County staff to prepare recommendations of policies and zoning for the 1980 Comprehensive Plan. The committees were also given the opportunity to review and comment on land use issues considered by the Planning Commission that impacted their area. County staff provided support to these committees for recordkeeping, mailings and technical assistance.

By the early 1990's, the active Citizen Advisory Committees had dwindled to only those representing Wren, Alsea and North Benton County.

The current policies reflect a renewed interest by Benton County to engage its citizens in meaningful ways.

GOAL 1

Statewide Planning Goal 1

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land use planning process.

Excerpt from
OAR 660-015-0000(1)

Cross-Reference

Additional policies related to this goal:
Goal 2 Land Use Planning

Defined Terms

- Citizen Advisory Committee
- Committee for Citizen Involvement

See **Appendix** for definitions

Benton County Goal

Citizen Involvement

To ensure opportunities for citizens to be involved in the development of public policies and all phases of the planning process.



Alsea Citizen Advisory Committee – Community Meeting

CITIZEN INVOLVEMENT

Policies

- 1.1.1** Benton County shall have a Committee for Citizen Involvement (CCI) with membership that includes representation from Citizen Advisory Committees, other boards, committees, and commissions, and members at large. The CCI shall be appointed by and report to the Board of Commissioners and shall meet at least twice a year to evaluate citizen involvement activities and to develop and implement an annual action plan. The County shall provide staff support to the CCI.
- 1.1.2** Benton County shall encourage both self-organized and County-organized community oriented Citizen Advisory Committees (CAC) and promote their formation. The Committees shall be structured and operated according to County established guidelines and shall be officially recognized by the County. The County shall provide staff support and incentives to the CAC's.
- 1.1.3** Benton County shall seek input from County appointed Boards and Committees, local organizations, and individual citizens, and shall strive to refine procedures, improve communication, and respond to citizen concerns.
- 1.1.4** Benton County shall develop educational materials to promote a better understanding of County government and to encourage citizen involvement.
- 1.1.5** Benton County shall maintain and periodically review guidelines for Citizen Advisory Committees.

1.1 General Policies

County Boards & Committees

- Citizen Advisory Committees
- Benton County Planning Commission

GOAL 1

Findings and References

1.1.a Benton County established 13 Citizen Advisory Committees (CAC's) in 1972, each consisting of 5 members. Today only the Alsea and Wren CAC's are active. The existing policy from this section addresses the need to continue to utilize CAC's, while providing some financial support and staff support.

1.1.b Continued public awareness of and citizen participation in the ongoing planning process is essential to responsible decisions which recognize public concerns and priorities.

1.1.c Potential CAC's include: Wren, Alsea, North Benton, South Benton, Alpine-Bellfountain, Soap Creek, Blodgett-Summit, and Kings Valley.

1.1.d Benton County established a Committee for Citizen Involvement in 1979, made up of members appointed by the CAC's plus a Planning Commission delegate. The existing policy from this section addresses the need for this committee to implement and evaluate the County's citizen involvement program.

1.1.e Citizen Advisory Committees provide a vital link between County government and its citizenry.

1.1.f The residents of Benton County seek to create and sustain responsive government agencies that offer meaningful opportunities for public service and effective participation in policy and decision-making.

Benton Co. Comprehensive Plan Value Statement 2006

1.1.g Many residents do not understand how County land use decisions are made and would benefit if educational materials were available.

References

- Benton County. Administrative Services Department. *Benton County Strategic Plan*. 1995.
- Benton County. *Background Information: Summary of Conclusions Prepared by 13 Citizen Advisory Committees*. Benton County Comprehensive Plan. 1978.
- Benton County. Community Development Department. *Background Reports for the Benton County Comprehensive Plan*. December, 1979.
- Benton County. Community Development Department. *Benton County Citizen Participation*. Background Report for the Comprehensive Plan. 1979.
- Benton County. Community Development Department. *Benton County Comprehensive Plan Value Statement*. Steering Committee, Benton County Plan Update. December 6, 2004.
- Benton County. Community Development Department. *Benton County Comprehensive Plan*. Last printed October 8, 1992.
- Benton County. Community Development Department. *Summary of Conclusions Prepared by 13 Citizen Advisory Committees*. Background Report for the Comprehensive Plan. 1979.
- Oregon. Department of Land Conservation and Development. *Goal 1: Citizen Involvement*. Oregon's Statewide Planning Goals and Guidelines.

Correspondence

Karen Fleck Harding – Wren CAC

Peggy Lynch – Citizen

GOAL 2

LAND USE PLANNING

The residents of Benton County seek to create and sustain responsive government agencies that offer meaningful opportunities for public service and effective participation in policy and decision-making.

Benton County Comprehensive Plan Value Statement

GOAL 2

LAND USE PLANNING

Overview

This chapter establishes the overall framework for the development and implementation of plans and policies for land use within the county. Statewide planning guidelines require each county to establish a land use planning process that is based on current issues, factual information and evaluation of alternatives. The policies in this chapter assure that the County's land use policies are current, fact-based, and responsive to change. They respond to the need for coordination between the cities and the county and provide for full public access to plan documents and the information upon which land use decisions are based.



Benton County Planning Commission - Work Session

GOAL 2

Statewide Planning Goal 2

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. The plans, supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units.

All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

Excerpt from OAR 660-015-0000(2)

Benton County Goal

Land Use Planning

To maintain a transparent land use planning process in which decisions are based on factual information.

Cross-Reference

Additional policies related to this goal:
Goal 1 Citizen Participation

LAND USE PLANNING

Policies

- 2.1.1** Benton County shall update its Comprehensive Plan periodically as needed but at least every 10 years, in order to ensure it responds to current issues, opportunities, and concerns.
- 2.1.2** At a minimum, copies of the Comprehensive Plan shall be available for review at the public libraries, the Community Development Department, and on the County's website.
- 2.1.3** Benton County shall maintain updated urban fringe management agreements in order to facilitate coordination between the cities and the County.
- 2.1.4** In order to preserve farm and forest land, Benton County shall limit rural residential development to areas where goal exceptions have been allowed. Criteria shall be established to accommodate residential development at appropriate densities based on the carrying capacity of the land and public infrastructure.
- 2.1.5** Benton County shall consider coordinated future population projections when undertaking long range planning efforts.
- 2.1.6** Benton County shall maintain records of the background information and findings upon which its Comprehensive Plan and land use decisions are based. These records shall be available to the public.

2.1 General Policies

Defined Terms

- goal exception
- urban fringe management agreement

See **Appendix** for definitions



Community Development Department

GOAL 2

Findings and References

2.1.a Land use plans are required to be adopted by the governing body after public hearings and shall be reviewed and revised on a periodic cycle to take into account changing public policies and circumstances.

OAR 660-015-0000(2)

2.1.b Comprehensive Plans are required to be filed in a public office or other location easily accessible to the public.

OAR 660-015-0000(2)

2.1.c The County's Comprehensive Plan, all affected city plans, and agreements established between the County and the cities must all be consistent with one another.

OAR 660-015-0000(2)

2.1.d Oregon's statewide planning program was established in order to preserve farm and forest lands and limit rural residential development to areas where goal exceptions have been allowed. Rural residential goal exceptions are typically found where dwellings existed prior to adoption of the statewide planning program.

2.1.e In 2004, Benton County had a population of 81,750. The Office of Economic Analysis forecasts the County's population to increase to 91,982 by 2020 and 99,886 by 2040.

State of Oregon, Office of Economic Analysis

2.1.f Access to public records gives County citizens, staff, and public officials the ability to better understand the basis for policy direction and decisions.

References

Benton County. Community Development Department. *Background Reports for the Benton County Comprehensive Plan*. December, 1979.

Benton County. Community Development Department. *Benton County Comprehensive Plan Value Statement*. Steering Committee, Benton County Plan Update. December 6, 2004.

Benton County. Community Development Department. *Benton County Comprehensive Plan*. Last printed October 8, 1992.

Forecasts of Oregon's County Populations and Components of Change, 2000-2040. Population Research Center, Portland State University. April, 2004.

Oregon. Department of Land Conservation and Development. *Goal 2: Land Use Planning*. Oregon's Statewide Planning Goals and Guidelines.

GOAL 3

AGRICULTURAL LANDS

The residents of Benton County value...the land – its beauty and life-sustaining qualities.

Agricultural and forest lands provide sustenance for residents of the Willamette Valley. These lands and the larger systems of mountains, valleys, rivers and wetlands of which they are part continue to be highly prized economically, culturally, recreationally, environmentally and aesthetically.

Benton County Comprehensive Plan Value Statement

GOAL 3

AGRICULTURAL LANDS

Overview

A significant portion of Benton County is situated within one of Oregon's most productive agricultural areas - the Willamette Valley. It is important to county citizens that productive agricultural lands are available to meet current needs as well as provide resources for future generations.

One of the founding concepts of the statewide planning program was a priority for preserving the agricultural land base. Reflecting this statewide value, Oregon statutes and administrative rules mandate exclusive farm use zoning for lands meeting certain characteristics. Most of the land use regulations affecting agricultural land are dictated by state laws; nonetheless, there are limited areas where Benton County can influence how agricultural lands are managed.

The policies within this chapter define the manner in which agricultural lands are preserved and maintained in Benton County. The County's land development regulations, which must comply with Oregon Revised Statutes, Chapter 215, provide the primary basis upon which this goal is accomplished. These policies provide for additional methods that promote sustainable practices, minimize conflicting uses and protect valued features and habitats as viable means to preserve and maintain agricultural lands. The County recognizes and supports the essential role of other key organizations in accomplishing this goal.

Cross-References

Additional policies related to this goal:

- Goal 2 Land Use Planning
- Goal 5 Natural Resources
- Goal 9 Economic Development
- Goal 15 Willamette River Greenway



GOAL 3

Statewide Planning Goal 3

To preserve and maintain agricultural lands.

Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space and with the state's agricultural land use policy expressed in ORS 215.243 and 215.700.

PLANNING GUIDELINES

Urban growth should be separated from agricultural lands by buffer or transitional areas of open space.

Plans providing for the preservation and maintenance of farm land for farm use, should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

Excerpt from
OAR 660-015-0000(3)

County Boards & Committees

Farm Board of Review

Benton County Goal

Agricultural Lands

To preserve and maintain agricultural lands and to support agriculture for production and conservation.



AGRICULTURAL LANDS

Policies

- 3.1.1** Agricultural lands as defined by Statewide Planning Goal 3, which are not developed or committed to non-farm uses, shall be protected with appropriate resource designations on the Comprehensive Plan and Zoning Maps. Comprehensive Plan Map amendments from “Agriculture” to a non-resource designation shall require an exception to Goal 3.
- 3.1.2** Benton County shall encourage open space and conservation uses as an appropriate means to preserve natural resources on agricultural lands and to retain options for future agricultural activities.
- 3.1.3** The “Multi-Purpose Agriculture” Comprehensive Plan designation and zone shall be applied only to areas in the Alsea and Lobster Valleys.
- 3.1.4** Benton County shall minimize conflicts between residential development and agricultural lands by requiring setbacks for residences adjacent to agricultural lands.
- 3.1.5** Benton County shall encourage sustainable agricultural practices.
- 3.1.6** Benton County shall participate in programs that allow property owners to maintain agricultural property tax deferral where valued habitat areas are protected.
- 3.1.7** Benton County shall encourage the preservation of valued natural features such as wetlands and wildlife habitat.
- 3.1.8** Benton County shall provide support for organizations such as the Oregon State University Benton County Extension Service and the Benton County Soil and Water Conservation District, which implement special projects and provide technical assistance to farm and forest owners.
- 3.1.9** Benton County shall encourage locally grown and marketed agricultural products.
- 3.1.10** For agricultural lands, soil capability shall be a prime factor used by Benton County in making land use decisions.

3.1 General Policies

Defined Terms

- conservation
- exception
- Multi-Purpose Agriculture
- open space
- sustainable
- tax deferral
- wetlands
- wildlife habitat
- zone

See Appendix for definitions



GOAL 3

Findings and References

3.1.a The mild climate and fertile soils make the Willamette Valley one of the state's most productive agricultural areas. Between 1982 and 1992, a total of 88,900 acres of agricultural land statewide were converted to residential and urban use.

U. S. Soil Conservation Service, 1994 Natural Resource Inventory (unpublished)

3.1.b Out of 36 Oregon Counties, Benton County ranked 12th in gross farm and ranch sales for 2003, at \$90,790,000.

Oregon Department of Agriculture

3.1.c Oregon Statewide Planning Goal 3 requires a minimum parcel size of 80 acres for Exclusive Farm Use (EFU) lands, in compliance with ORS 215.243, and a minimum parcel size of 20 acres for Multi-Purpose Agricultural (MPA) lands.

3.1.d Some agricultural lands, especially those that are marginal, may be better suited to conservation or open space uses. Retaining agricultural land in an undeveloped state allows for future agricultural uses.

3.1.e The narrow valley widths, steep hillsides, and social and economic factors limit the agricultural capabilities of farm land in Alsea and Lobster Valley. Parcel sizes less than the 80 acres required by ORS 215.243 have been allowed (minimum parcel size is 20 acres) in these areas.

3.1.f Rural residential activities adjacent to agricultural lands can result in compatibility conflicts.

3.1.g The Benton County Sustainability Policy encourages County residents to use, develop, and protect our resources at a rate and in a manner that enables people to meet their current needs and also preserve resources for future generations.

Benton County Sustainability Policy, 2002

3.1.h Property zoned for exclusive farm use or mixed farm and forest use is eligible for the Wildlife Habitat Conservation and Management Program. Landowners who manage their property for wildlife habitat may receive a property tax benefit through this program.

Oregon Department of Fish and Wildlife

3.1.i Some lands designated for agricultural use contain natural features such as rock outcroppings, wetlands, and wildlife habitat.

3.1.j The Oregon State University Benton County Extension Service and the Benton Soil and Water Conservation District provide education and assistance to county farmers and forest owners.

3.1.k Out of 36 Oregon Counties, Benton County ranked 3rd in production of Christmas trees for 2003.

National Agricultural Statistics Service

References

Benton County. Administrative Services Department. *Benton County Sustainability Policy*. Administrative Policy No. 02-01. 2002.

Benton County. Community Development Department. *Background Reports for the Benton County Comprehensive Plan*. December 1979.

Benton County. Community Development Department. *Benton County Comprehensive Plan Value Statement*. Steering Committee, Benton County Plan Update. December 6, 2004.

Benton County. Community Development Department. *Benton County Comprehensive Plan*. Last printed October 8, 1992.

GOAL 4

FOREST LANDS

The residents of Benton County value...the land – its beauty and life-sustaining qualities

Agricultural and forest lands provide sustenance for residents of the Willamette Valley. These lands and the larger systems of mountains, valleys, rivers and wetlands of which they are part continue to be highly prized economically, culturally, recreationally, environmentally and aesthetically.

Benton County Comprehensive Plan Value Statement

GOAL 4

FOREST LANDS

Overview

The Coast Range of Oregon, in which the forest lands of Benton County are predominately located, has some of the most productive native forests in the world. The majority of the land within Benton County is forest land, and it is important economically, ecologically and socially that the productivity of these lands be sustained. The policies within this chapter define the manner in which forest lands are preserved and maintained for multiple functions within the economy and ecosystem of Benton County.

As with agricultural lands, preserving forest lands is a statewide priority reflected in the Statewide Planning Goals. Oregon statutes and administrative rules require certain lands to be protected for forestry, with limitations on conflicting uses such as dwellings. Because of the degree to which state law dictates allowable land uses on forest land, Benton County has limited purview. The policies of this chapter reflect Benton County's approach to conserving forest land in a manner consistent with the statewide mandates.

The Benton County Development Code provides the primary basis upon which these policies are implemented. Additional policies found in Goal 5 and Goal 7 provide for methods to reduce risks of wildfire, promote sustainable yields, minimize conflicting uses and protect fish and wildlife habitat within the forest lands of the county. The County further recognizes and supports the essential role of the Oregon Department of Forestry in regulating forest practices and in accomplishing this goal.



Courtesy of Starker Forests, Inc.

GOAL 4

Statewide Planning Goal 4

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

Forest lands are those lands acknowledged as forest lands as of the date of adoption of this goal amendment. Where a plan is not acknowledged or a plan amendment involving forest lands is proposed, forest land shall include lands which are suitable for commercial forest uses including adjacent or nearby lands which are necessary to permit forest operations or practices and other forested lands that maintain soil, air, water and fish and wildlife resources.

Forest lands should be inventoried so as to provide for the preservation of such lands for forest uses.

Plans providing for the preservation of forest lands for forest uses should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

Excerpt from OAR 660-015-0000(4)

Benton County Goal

Forest Lands

To preserve and maintain forest lands for growing and harvesting trees and other forest products, watershed functions, conservation, recreation, and agriculture.



FOREST LANDS

Policies

- 4.1.1** Forest land shall be reserved for forest uses which include production and harvest of timber and other forest products, forest operations and practices; uses that conserve soil, water, and air quality, and provide for fish and wildlife resources; and agriculture and recreational opportunities appropriate in a forest environment.
- 4.1.2** Forest lands as defined by Goal 4, which are not developed or committed to non-forest uses, shall be protected with zoning designations. Comprehensive Plan Map amendments from Forestry to a non-resource designation shall require an exception to Statewide Planning Goal 4.
- 4.1.3** Benton County shall maintain residential dwelling siting and defensible space standards to reduce the risk of wildfire and negative impacts to fish and wildlife habitat.
- 4.1.4** Benton County shall promote the management of resource lands to ensure a sustained yield of forest products.
- 4.1.5** Benton County shall ensure that conflicts between residential development and forest lands are minimized by requiring setbacks for residences adjacent to resource lands.

4.1 General Policies

Defined Terms

- defensible space
- exception
- resource lands

See **Appendix** for definitions



Hull-Oakes Lumber Mill

Cross-References

Additional policies related to this goal:

- Goal 2 Land Use Planning
- Goal 5 Natural Resources
- Goal 7 Natural Hazards
- Goal 9 Economic Development
- Goal 15 Willamette River Greenway



Courtesy of Starker Forests, Inc.

GOAL 4

Findings and References

4.1.a Oregon is the nation's leading lumber producer. In 1994, Oregon's forest industries produced 5.7 billion board feet of lumber, or approximately 15% of the nation's production. More than three-fourths of Oregon's timber supply now comes from private forest lands, employing a large share of the 63,300 people who work in the wood products industry.

Warren, D.D. Production, Prices, Employment, and Trade in Northwest Forest Industries, 1st quarter 1996. PNW-RB-215. Portland, OR: U.S.D.A. Forest Service, Pacific Northwest Research Station. 1996.

4.1.b Wood growing productivity in the Coast Range of Oregon is some of the highest of any native forests in the world. A typical Douglas-fir site may produce 15-20 cubic meters per hectare per year, which ranks it about twice as productive as Canada and Scandinavia, and three times more productive than most of Russia, which are major coniferous timber regions in the world. Growth rates over time also exceed those of pine forests in the southeastern states, often touted as a high forest production area. Only the Redwood region of northern California exceeds growth potentials of our best sites in the Coast Range.

Rick Fletcher, OSU College of Forestry, personal communication, July 2005

4.1.c Between 1982 and 1992, the Natural Resources Conservation Service (formerly, Soil Conservation Service) estimated that 65,000 acres of forest land in the United States shifted from forest use to urban use.

Natural Resource Conservation Service, 1992
Natural Resources Inventory, January 1995

4.1.d Residential development within forest zones has increased the risk of wildfire and in some cases negatively impacted fish and wildlife habitat. A 1993 Oregon

Department of Forestry study on wildfires found that residential development on forest land significantly increases the risk of wildfire and significantly increases the cost of wildfire control.

"Wildlife Prevention and Control in Areas of Residential Forest Land Development: An Analysis of Fire Data" Oregon Dept. of Forestry Technical Bulletin, March, 1993

4.1.e The Benton County Sustainability Policy encourages County residents to use, develop, and protect our resources at a rate and in a manner that enables people to meet their current needs and also preserve resources for future generations.

Benton County Sustainability Policy, 2002

4.1.f Rural residential activities adjacent to forest lands can result in conflicts between the residential uses and forest activities. An example would be the increased threat of wildfire when homes are constructed in close proximity to forest lands.

References

Benton County. Administrative Services Department. *Benton County Sustainability Policy*. Administrative Policy No. 02-01. 2002

Benton County. Community Development Department. *Background Reports for the Benton County Comprehensive Plan*. December 1979.

Benton County. Community Development Department. *Benton County Comprehensive Plan Value Statement*. Steering Committee, Benton County Plan Update. December 6, 2004.

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GOAL 5

**NATURAL RESOURCES,
SCENIC & HISTORIC AREAS,
OPEN SPACES**

Agricultural and forest lands... and the larger systems of mountains, valleys, rivers and wetlands of which they are part continue to be highly prized economically, culturally, recreationally, environmentally and aesthetically.

Benton County Comprehensive Plan Value Statement

GOAL 5

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Overview

The natural resources of Benton County are central to the long term sustainability of the economy, environment and livability of the county. Protection of natural features and functions, as well as the sustainable use of natural resources, are priorities for Benton County. Goal 5 provides the framework for the County's role in protecting its natural resources, including scenic and natural areas, open space, groundwater resources, rivers and waterways, riparian areas, wetlands, aquatic and wildlife habitats, historic resources and mineral and aggregate resources.

Protection of these diverse natural resources calls for a variety of approaches. In most cases, the resources themselves are protected or conserved (e.g., wetlands, historic structures). However, in the case of mineral and aggregate resources, the ability to extract the resource is protected.

- Natural areas, scenic areas and open space are to be managed to preserve their essential character, through Benton County's direct management of its lands and by encouraging private landowners to manage appropriately.
- Ecosystem components such as wetlands and riparian areas provide multiple utility functions benefiting humans and the environment, and require cooperation among landowners in order to maintain healthy systems. Inventory, analysis and development of protection plans and landowner education programs guide the management of these important resources.

- Historic structures, sites, and areas provide a tangible physical connection with the past. Historic resources are managed and protected through a largely voluntary program overseen by an appointed commission.
- Protection of groundwater resources and wildlife habitat requires the cooperation and participation of local, state and federal agencies. Benton County's policies support the work of those agencies through collaboration on land use decisions and promotion of conservation efforts.
- A distinctly different approach to protection is applied to mineral and aggregate resources. In this case, the statewide program requires protection of the ability to extract these resources, rather than the resource being protected in its natural state. The policies of the County strive to assure the availability of this resource while minimizing conflicts with and impacts from its extraction and processing.

The statewide planning program directs counties to inventory natural resources and identify significant sites for which protection plans are to be developed. In some cases, significant sites have been identified by state or federal agencies.

Interagency coordination and cooperation with local, state and federal programs is particularly important in the implementation of the Goal 5 policies.

GOAL 5

Statewide Planning

Goal 5

To protect natural resources and conserve scenic and historic areas and open spaces.

Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability. The following resources shall be inventoried:

- a. Riparian corridors, including water and riparian areas and fish habitat;
- b. Wetlands;
- c. Wildlife Habitat;
- d. Federal Wild and Scenic Rivers;
- e. State Scenic Waterways;
- f. Groundwater Resources;
- g. Approved Oregon Recreation Trails;
- h. Natural Areas;
- i. Wilderness Areas;
- j. Mineral and Aggregate Resources;
- k. Energy sources;
- l. Cultural areas.

Local governments and state agencies are encouraged to maintain current inventories of the following resources:

- a. Historic Resources;
- b. Open Space;
- c. Scenic Views and Sites.

Following procedures, standards, and definitions contained in commission rules, local governments shall determine significant sites for inventoried resources and develop programs to achieve the goal.

In conjunction with the inventory of mineral and aggregate resources, sites for removal and processing of such resources should be identified and protected.

Excerpt from OAR 660-015-0000(5)

Benton County Goals

5.1-4 Natural Areas, Scenic Areas, Open Space

To protect and maintain Benton County's unique scenic, open space and natural areas.

5.5 Historic Resources

To promote appreciation and preservation of Benton County's diverse historic resources.

5.6 Riparian Resources and Fish Habitat

To preserve aquatic systems and their riparian areas to provide for productive ecological function.

5.7 Wetlands

To identify locally significant wetlands and protect their natural functions.

5.8 Groundwater Resources

To maintain high quality and long-term sustainability of groundwater resources in Benton County.

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Benton County Goals

5.9 Wildlife Habitat

To conserve and protect wildlife habitats and to promote habitat management that maintains wildlife diversity.

5.10 Mineral and Aggregate Resources

To protect and utilize appropriately the mineral and aggregate resources of Benton County, while minimizing adverse impacts of extraction and processing.



Cross-References

Additional policies related to this goal:

- Goal 3 Forest Lands
- Goal 4 Agricultural Lands
- Goal 6 Air, Water and Land Resource Quality
- Goal 7 Natural Hazards
- Goal 8 Recreational Needs
- Goal 15 Willamette River Greenway

Defined Terms

- aquifer
- best management practices
- conditional use permit - CUP
- conservation easement
- Corvallis Federal Urbanized Area
- density transfer
- Drinking Water Protection Area
- ecological function
- ecological health
- ecosystem
- ESEE analysis
- floodplain
- green infrastructure
- greenspace
- groundwater
- groundwater recharge area
- headwaters
- habitat
- Historic Context Statement
- historic resources
- hyporheic
- invasive species
- natural area
- open space
- post-acknowledgement plan amendment (PAPA)
- restoration
- riparian area
- significant
- sustainability
- watershed
- wetland

See **Appendix** for definitions

GOAL 5

5.1 Natural Areas

Goal:

To protect and maintain Benton County's unique scenic, open space and natural areas.



Bellfountain Park

Policies

- 5.1.1 Benton County shall continue to work with scientific experts to identify valued natural areas that are representative of major vegetation types and ecosystems in the county, particularly those that are regionally rare, and develop priorities and strategies for protection.
- 5.1.2 Benton County shall work to maintain and enhance ecological health of valued natural areas throughout the county by preserving and restoring natural habitats and maintaining the integrity and stability of these areas.
- 5.1.3 Benton County shall place high priority on eradication and removal of invasive vegetation in cooperation with residents and land managers.
- 5.1.4 Benton County shall use county-owned or managed natural areas as demonstration and testing sites for restoring degraded areas to achieve desired habitat conditions.
- 5.1.5 Benton County shall work with watershed councils, land managers, property owners, and others to protect, maintain, and/or enhance healthy functioning ecosystems and watersheds through conservation incentive programs including property tax benefits, income tax credits, regulatory streamlining, direct funding, voluntary agreements, and technical assistance.
- 5.1.6 Benton County shall establish regulatory protection of significant natural areas identified on the Register of Oregon Natural Heritage Resources.

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Policies

- 5.2.1** Benton County shall work with landowners, state and federal agencies, and non-profit organizations along rivers and waterways to support efforts to restore natural functions, improve public access and improve fish habitat.

5.2 Rivers and Waterways

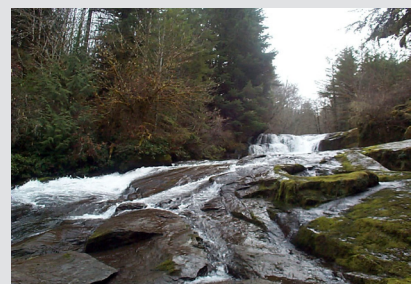


Marys River

Policies

- 5.3.1** Benton County shall work with public and private organizations, landowners, and the general public to identify, record, and protect valued scenic and open space resources.
- 5.3.2** Benton County shall provide incentives for the protection of valued scenic resources.
- 5.3.3** Benton County shall recognize the scenic and natural values of greenspace surrounding rural and urban communities, and encourage, with community input, protection of these important community assets.

5.3 Scenic Areas and Views



Alsea Falls



View from Alsea Highway

GOAL 5

5.4 Open Space

Policies

- 5.4.1 Benton County shall recognize the need for protection of open spaces, especially along natural drainage courses.
- 5.4.2 Benton County shall promote private land stewardship of farm and forest lands, respect private property rights, and work with non-profit groups and others to maintain a comprehensive system of connected open spaces that will protect the most valued natural, scenic, and recreational areas of the county.
- 5.4.3 Benton County shall work to protect ecological and hydrological functions of open space, promoting best management practices and green infrastructure.
- 5.4.4 To protect valued open spaces, Benton County shall use a variety of methods such as land purchase, conservation easements, riparian protection ordinance, open space tax deferrals, gifts and donations, and density transfers.



Fitton Green Natural Area



Cardwell Hill Valley - Wren

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Policies

- 5.5.1** Benton County shall maintain a Historic Resources Commission that advises the Board of Commissioners on historic preservation goals and requirements and reviews and acts on requests for listing, alteration, and demolition of sites and structures on the Benton County Register of Historic Resources.
- 5.5.2** Benton County, through its Historic Resources Commission and in cooperation with other preservation groups, shall actively promote identification, preservation, restoration, and protection of historic resources. Incentive programs shall assist in implementing these objectives.
- 5.5.3** Benton County shall periodically update its Historic Resources Inventory, and Register of Historic Resources.
- 5.5.4** Benton County shall periodically review and assess its Historic Context Statement to assure that it is consistent with the goals and objectives of the Historic Resources Commission.
- 5.5.5** Benton County shall provide outreach and information to maintain public awareness of state and federal laws protecting historic and prehistoric resources, including deposit of prehistoric artifacts and records with appropriate institutions.



Fort Hoskins



Benton County
Courthouse



Harris Covered Bridge



Benton County Historical Museum

5.5 Historic Resources

Goal:

To promote appreciation and preservation of Benton County's diverse historic resources.

County Boards & Committees:

- Courthouse Preservation Committee
- Historic Resources Commission

GOAL 5

5.6 Riparian Resources and Fish Habitat

Goal:

To preserve aquatic systems and their riparian areas to provide for productive ecological function.



Photo courtesy of Marys River Watershed Council



Photo courtesy of Starker Forests

Policies

- 5.6.1 Benton County shall undertake the Goal 5 process and adopt a protection program for significant riparian areas within 18 months of adoption of the Plan amendments..
- 5.6.2 Benton County shall not regulate commercial timber management and commercial farming for potential impacts to water bodies and riparian areas; the Oregon Department of Forestry and Oregon Department of Agriculture have the responsibility for these activities.
- 5.6.3 Benton County shall require land development and transportation projects to be designed to minimize incursions and other impacts to floodplains, wetlands, and riparian areas. When no reasonable option exists, roads, bridges, and access ways may be allowed, provided fish passage is assured, channel capacity is maintained, and removal of riparian vegetation is minimized.
- 5.6.4 Benton County shall use Best Management Practices in County-owned riparian areas and along public rights of way to protect native vegetation and natural functions.
- 5.6.5 Benton County shall provide educational information regarding the importance and protection of riparian areas and water bodies, the existence of county and state regulations concerning these areas, and where feasible shall develop incentives to encourage preservation and/or restoration of these resources.
- 5.6.6 Benton County shall encourage landowners to maintain and enhance native vegetation and remove invasive species growing along the banks of surface water areas (streams, creeks, lakes, sloughs, and marshes) with incentives such as the Wildlife Habitat Conservation and Management Program (OAR 635-430).
- 5.6.7 Benton County's riparian planning process shall place particular emphasis on identifying and protecting headwater areas from adverse impacts of development.
- 5.6.8 Benton County shall work with the Oregon Department of Fish and Wildlife, and other agencies and nonprofit organizations to promote salmon recovery through non-regulatory approaches such as voluntary incentives, encouraging appropriate species management, coordinated planning, habitat protection and restoration, and other means as appropriate.

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Policies

- 5.7.1** Benton County shall protect wetlands that have been identified as significant pursuant to the Goal 5 process, utilizing federal and state inventories and other available information.
- 5.7.2** Benton County shall utilize federal, state, and local inventories and other available information to determine if a proposed development is located in a wetland. The Division of State Lands will be notified when development is proposed in wetland areas.
- 5.7.3** Benton County shall recognize Jackson-Frazier Wetland (JFW) as a unique wetland prairie by implementing the JFW Management Plan, and collaborating with the City of Corvallis, Greenbelt Land Trust, Good Samaritan Hospital, and adjacent property owners to achieve a watershed approach to wetland management in the basin.
- 5.7.4** Benton County shall work with others to conserve and protect natural functions of the county's most important wetland habitats.

5.7 Wetlands

Goal:

To identify locally significant wetlands and protect their natural functions.

County Advisory Committee:

- Jackson-Frazier Wetland Advisory Committee



Jackson-Frazier Wetland

GOAL 5

5.8

Groundwater Resources

Goal:

To maintain high quality and long-term sustainability of groundwater resources in Benton County.

Policies

- 5.8.1 Benton County shall work with the Oregon Department of Water Resources to address groundwater supply problems including monitoring as necessary.
- 5.8.2 Benton County shall require developers to provide sufficient information to enable Benton County to evaluate whether a proposed use could adversely affect the sustainability of aquifer production when reviewing land use applications.
- 5.8.3 Benton County shall promote efficient use and conservation of water, including requiring conservation plans when approving public water systems.
- 5.8.4 Benton County shall support research efforts to identify important local groundwater recharge areas, especially in the foothills areas, and take appropriate actions to protect these areas to sustain their function.
- 5.8.5 Benton County shall minimize adverse affects of land use actions in or adjacent to Drinking Water Protection Areas.
- 5.8.6 Benton County shall encourage the use of public water systems in areas of density to protect and manage the groundwater resource.



Courtesy of Wren Community Hall and
Corvallis Well Drilling

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Policies

- 5.9.1** Benton County shall actively participate with appropriate local, state, and federal agencies to identify, conserve, and protect fish and wildlife habitat.
- 5.9.2** Benton County shall maintain and periodically update a list of sensitive fish and wildlife habitat types, and through the Goal 5 process assure appropriate levels of protection of those habitats.
- 5.9.3** Benton County shall collaborate with the Oregon Department of Fish and Wildlife in developing a non-regulatory approach to integrated species and habitat conservation.
- 5.9.4** In making land use decisions, Benton County shall protect identified sensitive wildlife habitat types and wildlife corridors from adverse impacts.
- 5.9.5** Benton County shall notify the Oregon Department of Fish and Wildlife (ODFW) early in the review process and collaborate with that agency regarding zone and plan amendments, conditional use permits, and subdivision and series partition applications in areas that include habitat types identified by ODFW as Habitat Conservation Priorities: in-stream habitat, native prairie grasslands, oak woodlands and savannas, riparian floodplains and wetlands.
- 5.9.6** Benton County shall encourage and support cooperative road management programs on public and private forest lands to protect sensitive wildlife habitat areas.
- 5.9.7** Benton County shall coordinate with Oregon Department of Fish and Wildlife to minimize conflicts between transportation infrastructure and wildlife migration routes.
- 5.9.8** Siting standards in the Forest Conservation zone shall limit housing density in the major and peripheral game ranges at a level that will enable cost-effective game management strategies.

5.9 Wildlife Habitat

Goal:

To conserve and protect wildlife habitats and to promote habitat management that maintains wildlife diversity.



Fenders blue butterfly
Credit: Karen Fleck Harding



Western Pond Turtle
Credit: Gary Blanchard



Roosevelt Elk
Credit: Starker Forests

GOAL 5

5.10 Mineral & Aggregate Resources

Goal:

To protect and utilize appropriately the mineral and aggregate resources of Benton County, while minimizing adverse impacts of extraction and processing.

Policies

- 5.10.1** Benton County shall provide for a sufficient supply of aggregate and mineral resources by providing a process for protection of significant sites by implementing Goal 5 Post-Acknowledgement Plan Amendment (PAPA) requirements contained in OAR 660-023-0180.
- 5.10.2** Benton County shall maintain an inventory of mineral and aggregate resources, consisting of sites added to the Benton County inventory pursuant to Goal 5 prior to September 1, 1996, and sites determined to be significant pursuant to OAR 660-023-0180 subsequent to September 1, 1996.
- 5.10.3** Consistent with OAR 660-023-0180, Benton County shall allow mining on sites demonstrated to be significant and where conflicts with existing surrounding uses can be minimized or an analysis of environmental, social, economic and energy consequences (ESEE) determines that the mining should be allowed despite the conflicts. The County shall protect approved significant sites from future conflicting uses where an ESEE analysis determines such conflicting uses should be limited or prohibited.
- 5.10.4** Benton County shall determine post-mining uses of approved rock and gravel sites through the conditional use (CUP) or PAPA process. The applicant shall provide operation and reclamation plans to show how they are commensurate with the intended subsequent site use.
- 5.10.5** Benton County staff shall work with landowners, aggregate operators, and State agencies to coordinate site reclamation operations.
- 5.10.6** Benton County shall determine whether expansion of a nonconforming aggregate site is permitted in the "Rural Residential" zone, by applying conditional use procedures. Consideration will be given to the impact of the expanded use on adjacent residential lands, and whether the two uses can be compatible. Any approval shall contain conditions regarding buffering, setbacks and hours of operation in order to mitigate conflicts.

MINERAL & AGGREGATE RESOURCES

Policies

- 5.10.7** Benton County shall determine whether small aggregate sites on significant farmland are permitted, applying conditional use procedures, and limit post-mining uses to those listed in OAR 660-023-0180(4)(f).
- 5.10.8** Benton County shall allow gravel mining in and near riparian areas, if it can be demonstrated through the Goal 5 or CUP process that such activities will avoid de-watering of riparian areas, will not adversely impact river meanders, and will not result in significant impacts to fish and wildlife habitat. This review shall be done in accordance with OAR 660-023-0180, 2(b), (c), and (d).
- 5.10.9** Benton County shall collaborate with state and federal agencies and require conditions to enforce regulations pertaining to mining reclamation and fill and removal of materials in waterways including channels, floodways, and floodplains.

5.10 Mineral & Aggregate Resources



Courtesy Green & White Rock Products

GOAL 5

Findings and References

5.1 Natural Areas

5.1.a Once a widespread habitat type, less than 2% of the native prairie remains in the Willamette Basin. Fitton Green Open Space/Natural Area ranks among the top 5-6 upland prairie sites in the Willamette Valley and a portion of Jackson Frazier Wetland includes wet prairie. These ecosystems provide habitat for rare species including Kincaid's lupine (host for endangered Fenders blue butterfly) and the Willamette Valley daisy, and have outstanding potential as demonstration restoration projects.

Mark Wilson, OSU, 2002
Willamette Basin Habitat Cons. Priorities,
Willamette Restoration Initiative, 2001

5.1.b Oak savannas, grasslands with scattered Oregon white oak trees, once covered 1/2 of the Willamette Valley and are now rare due to conversion to agriculture and urban development. Savannas and woodlands provide habitat for 200 wildlife species. Several Benton County parks and open space sites include remnant oak savannas.

Willamette Basin Habitat Cons. Priorities,
Willamette Restoration Initiative, 2001

5.1.c Riparian and bottomland forests provide habitat for a diversity of terrestrial and aquatic species, improve water quality, shade lowland rivers and streams, provide natural flood control with side channels and sloughs, help store floodwater in adjacent wetlands, and provide rearing areas for endangered wild salmon.

Willamette Basin Habitat Cons. Priorities,
Willamette Restoration Initiative, 2001

5.1.d River bottomlands have extensively been cleared for agricultural use, especially along the Willamette and Marys Rivers.

Background Report
1979 Benton Co. Comp Plan

5.1.e Only 14 known populations of the rare Taylor's checkerspot butterfly are known to exist in the Pacific Northwest, 4 known populations exist in Oregon, and the population at Fitton Green and Beazell Memorial Forest is probably the largest in the Northwest (about 75% is in Benton County; the rest in Washington).

The Xerces Society, Portland

5.1.f The Willamette River and its riparian zone provide the needs of a wider variety of wildlife species than any other habitat occurring in the Willamette Valley. The main stem is a major route of the Pacific Flyway, and nesting habitat for Great Blue Herons, Bald Eagles, and Osprey.

Background Report
1979 Benton Co. Comp Plan

5.1.g Benton County Natural Areas & Parks Department staff are working on a segment of the Willamette River to restore floodplain forests and increase flood storage, collaborating with adjacent property owners, Cascades West Resource Conservation and Development, Inc., the Oregon Department of Parks and Recreation, and others.

Benton Co. Natural Areas & Parks Dept.

5.1.h The Juday Report (1979) and the USFS Research Natural Needs of the Pacific Northwest (1975) outlined the need for Research Natural Areas representative of the Oregon Coast Range and Western Oregon Interior Valleys. The Juday report concluded that Coast Range province preservation needs will largely be met by state and federal agencies on existing public lands. Main efforts for county natural area preservation activities should be the Willamette and interior valley: a restored riparian forest buffer project (Cascades West Resource Conservation and Development, Inc.), a model riparian hardwoods site on the

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Findings and References

Willamette River; Adair Park – Willamette Valley shrub thicket habitat; Kings Valley/Wren sites for prairie and oak savanna (Fort Hoskins, Beazell, and Fitton Green County lands). Two additional types are the Alsea Valley Oakwoods/Douglas-fir and the south county Douglas-fir/Madrone. Preservation of old growth forest in the Corvallis Watershed is also highlighted.

Background Report
1979 Benton Co. Comp Plan

5.1.i The U.S. Fish and Wildlife Service has recently recognized Benton County as a potential demonstration site for a county-wide Habitat Conservation Plan (HCP), with funding provided by the federal agency.

Benton Co. Natural Areas & Parks Dept.

5.1.j Benton County has achieved wide recognition for a variety of habitat restoration projects involving state and federal agencies, natural scientists, volunteers, and non-profit organizations.

Benton Co. Natural Areas & Parks Dept

5.1.k Benton County is in the process of identifying significant biological areas within the Willamette River corridor, using information from the Willamette River Basin Planning Atlas.

Benton Co. Natural Areas & Parks Dept

5.2 Rivers and Waterways

5.2.a Benton County rivers and waterways are valued for their scenic, recreation, and biological qualities.

Background Report
1979 Benton Co. Comp Plan

5.2.b Sloughs and oxbow lakes along the Willamette River provide some of the best warm-water fishing in the state, but there is little public access to much of this water.

Background Report
1979 Benton Co. Comp Plan

5.3 Scenic Areas and Views

5.3.a Residents place a high value on the scenic qualities of the Benton County landscape including farmland and forestland, mountains, hillsides, valleys, rivers and streams, and wetlands.

Background Report 1979 Benton Co. Comp Plan; Value Statement

5.3.b Views from improved roadways, highways, and trails are important to Benton County residents.

Background Report 1979
Benton Co. Comp Plan

5.4 Open Space

5.4.a A connected system of open spaces is highly valued by Benton County residents, including protection of a broad range of functions including productive farmlands and forestlands, the urban fringe, waterway corridors, and significant natural areas.

Background Report 1979
Benton Co. Comp Plan

5.4.b The Greenbelt Land Trust prepared an Open Space Plan (1998) and an Open Space Report (1990), outlining priorities and a vision for a greenbelt and connected open space system for the Corvallis and Philomath urban interface area. Emphasis was placed on scenic hillsides including McDonald Forest, the Marys River corridor, existing and proposed public open space lands, the Willamette River corridor, and trail linkages.

Open Space Plan, Greenbelt Land Trust, 1998

GOAL 5

Findings and References

5.5 Historic Resources

5.5.a Historic structures, sites, and areas provide a tangible, physical connection with the past and are a nonrenewable educational resource. This link provides a sense of permanence, continuity, and perspective to people's lives, as well as providing a context within which change can occur.

Background Report
1979 Benton Co. Comp Plan

5.5.b Historic properties and sites offer architectural and landscape richness and diversity for the visual environment, providing a sense of place and personal enjoyment. State and federal requirements must be followed in protecting historic and prehistoric resources, for example during site excavation.

Background Report
1979 Benton Co. Comp Plan;
Benton Co. Community Development Dept.

5.5.c Historic preservation should not be confined to museums and libraries, but should be an integral element in all areas of community life including housing, transportation, agriculture, economy, energy conservation, recreation, education, and public service.

Background Report 1979
Benton Co. Comp Plan

5.5.d Residents of Benton County have been actively involved and interested in historic resource protection over the years, beginning with identification of historical resources by 13 rural advisory committees in 1979.

Background Report 1979
Benton Co. Comp Plan

5.5.e The inventory of historical and cultural resources in Benton County is largely based on the 1980 Reynolds "Survey

of Historic Standing Structures in Benton County" and the Gallagher report "Benton County Cultural Resource Inventory 1984-86." The Benton County Register of Historic Resources includes 50-60 sites, and will likely not be amended except on a case-by-case basis.

Benton Co. Community Development Dept.

5.5.f The Benton County Historic Context Statement is the County's historic preservation plan, which is the basis for code guidelines and regulations for the inventory, listing, demolition, alteration, and removal of historic resources.

Benton Co. Community Development Dept.

5.5.g Owner consent is required for historic resources to be listed on the Benton County Register and considered designated for protection.

Benton County Historic Context Statement

5.6 Riparian Resources & Fish Habitat

5.6.a Streams and other water bodies together with their associated riparian areas are valuable resources, providing numerous ecological functions and processes important for environmental sustainability and quality of life in Benton County.

Draft Goal 5 ESEE Analysis
Riparian Protection Program.

5.6.b Benton County streams provide habitat for Coho salmon, Chinook salmon, and steelhead, including populations that are listed as threatened under the federal Endangered Species Act.

ODFW Maps; NOAA Fisheries definition of listed species.

5.6.c Benton County streams also support Cutthroat trout (resident, and migratory), a small number of sturgeon (Willamette River),

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Findings and References

non-native warm-water game species, and other non-game fish (e.g. sculpin).

Background Report 1979
Benton Co. Comp Plan

5.6.d In Benton County, the Alsea River, Marys River and Willamette River are listed as water-quality-limited on the Oregon Department of Environmental Quality 303(d) List.

Oregon DEQ

5.6.e Intact riparian areas filter pollutants from runoff, moderate stream temperature, stabilize streambanks, provide large wood for fish habitat, and provide leaf litter, invertebrates, and other organic material to support the in-stream food chain.

Background Report
1979 Benton Co. Comp Plan

5.6.f Riparian areas provide the greatest percentage of habitat needs for the greatest number of wildlife species of any habitat type.

Background Report
1979 Benton Co. Comp Plan

5.6.g The Willamette River and its riparian zone provide for the needs of a wider variety of wildlife species than any other habitat occurring in the Willamette Valley. The main stem is a major route of the Pacific Flyway, habitat for Great Blue Heronries, Bald Eagle, and Osprey nests. Sensitive areas for fish production include Willamette Basin, Luckiamute system, Marys River Basin, and Alsea River Basin.

Background Report
1979 Benton Co. Comp Plan

5.6.h Riparian wetlands provide water quality filtration functions, high water habitat for fish, valuable habitat for wildlife, and water quantity regulation (both at times of high water and low water).

Background Report
1979 Benton Co. Comp Plan

5.6.i Riparian and bottomland forests provide habitat for a diversity of terrestrial and aquatic species, improve water quality, shade lowland rivers and streams, provide natural flood control with side channels and sloughs, help store floodwater in adjacent wetlands, and provide rearing areas for endangered wild salmon.

Willamette Basin
Habitat Conservation Priorities,
Willamette Restoration Initiative, 2001

5.6.j Land uses that remove riparian vegetation, disrupt floodplain hydrology, or destroy wetlands can impact fish, water quality, water quantity, and wildlife. Loss of riparian functions can increase costs for management of stormwater quality and flood mitigation, can contribute to extirpation of fish and wildlife species, and can reduce the aesthetic characteristics of Benton County.

Background Report
1979 Benton Co. Comp Plan

5.6.k River bottomlands have extensively been cleared for agricultural use, especially along the Willamette and Marys Rivers.

Background Report
1979 Benton Co. Comp Plan

5.6.l The floodplain is an important element of riparian areas, providing high-flow refuge for aquatic life, stream-floodplain interchange of water and material, stream channel migration, highly valuable wildlife habitat, and hyporheic zone water processes.

Background Report
1979 Benton Co. Comp Plan

5.6.m Benton County has prepared a draft "Riparian Protection Program" applying the safe-harbor Goal 5 process for determining significant riparian resources, including amendments to the Development Code with setback requirements as well as comprehensive plan

GOAL 5

Findings and References

policies for consideration. For resource lands, determination of geologic hazards, floodplains, or wetland requirements would be on a case-by-case basis.

Benton Co. Community Development Dept.
ORS 660-23-090; ORS 660-23-110

5.7 Wetlands

5.7.a More than half of the Willamette Valley's wetlands have been lost to agriculture and urban development, and most remaining wetlands have been significantly degraded. Wetlands help regulate water levels, provide food and habitat for wildlife, reduce flood damage, and improve water quality. Tyee Wine Cellars is listed as an example of wetlands, bottomland forest and oaks, and Jackson-Frazier Wetlands is widely recognized as one of the most ecologically and scientifically significant wetlands in western Oregon. Jackson-Frazier Wetland is also listed on the Oregon State Register of Natural Heritage Resources.

Willamette Basin Habitat Cons. Priorities,
Willamette Restoration Initiative, 2001;
Natural Heritage Website, Dept. of Agriculture

5.7.b Wetlands contribute to water quality by filtering sediment and pollutants from waters. Loss of wetlands can necessitate costly infrastructure and facilities to maintain water quality.

Background Report
1979 Benton Co. Comp Plan

5.7.c Wetlands store water during periods of flooding, reducing flood heights and thus the risk to life and property. One acre of marsh is capable of holding 300,000 gallons of water. Wetlands also serve as a source of water during dry periods, maintaining a more stable water table to support fish, wildlife and vegetation.

Background Report
1979 Benton Co. Comp Plan

5.7.d Some wetlands are groundwater recharge areas, helping to maintain water availability for domestic and agricultural well-users.

Background Report
1979 Benton Co. Comp Plan

5.7.e Wetlands provide essential breeding, nesting, resting, and feeding grounds, and predator-escape cover for numerous wildlife and fish species.

Background Report
1979 Benton Co. Comp Plan

5.7.f Land uses that disrupt the flow of water into or out of a wetland impair functions that the wetland provides, and may lead to vegetation and other changes, which may cause it to cease to be a wetland.

Background Report
1979 Benton Co. Comp Plan

5.7.g Land uses that remove the vegetation, disturb the soil, or fill the wetland will limit, disrupt or destroy elements of wetland function.

Background Report
1979 Benton Co. Comp Plan

5.7.h In rural areas, counties may rely on existing state inventories, but must notify Division of State Lands (DSL) about proposed development affecting inventoried wetlands.

ORS 660-23-100

5.8 Groundwater Resources

5.8.a The Oregon Water Resources Department (WRD) and Water Resources Commission are charged with maintaining and protecting water resources.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.8.b Groundwater supply issues continue to develop in aquifers within the Willamette Basin. It may be many years before the

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

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Oregon Water Resources Department develops the scientific data and analysis needed to support problems after they emerge and are identified.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.8.c Groundwater users are required to obtain a Water Resources Department permit to withdraw all but the smallest quantities of water. Smaller uses of water are exempted from the permitting requirement, including single or group domestic use up to 15,000 gallons per day, non-commercial irrigation of up to ½ acre, stock watering, and commercial & industrial use up to 5,000 gallons per day.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.8.d Because exempt water uses are not subject to state permitting, the possibility exists for considerable withdrawal in rural residential areas without a review of the status of ground water resources and their sustainability.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.8.e According to the WRD, there are no “critical ground water areas” or aquifers that are “groundwater limited” in Benton County. Known groundwater problems in the County are primarily high salinity, which is common, and low-yield conditions where sands and gravels are thin or absent.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.8.f 1996 amendments to the Safe Drinking Water Act require states to develop a Source Water Assessment Program for public water systems, requiring protection of both surface and groundwater, which has resulted in an extension of the Wellhead Protection Program. All public water systems in Benton County are required to

protect from contamination the surface and subsurface areas surrounding a water well, well field, or surface water source.

Oregon Water Resources Dept.,
Water Protections and Restrictions:
Managing Water Appropriations

5.8.g Land use decisions may exacerbate water supply problems if it is assumed that groundwater is adequate because the WRD has not restricted development. WRD and land use planners must work together to prevent rural water supply problems.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.8.h Statewide Planning Goals 2 and 5 provide local governments with the best tools to establish measures to help assure that a reliable source of groundwater is available for planned development and to provide a reasonable level of certainty that the carrying capacity of the groundwater supply will not be exceeded.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.8.i Examples of possible land use regulations to protect groundwater supply include education and conservation, requirements for subdivision applicants to demonstrate long-term water supply sustainability, and encouragement of alternatives to individual exempt use wells for rural residential development.

Ground Water Supplies in the Willamette Basin,
Oregon Water Res. Dept. & DLCD, Sept. 2002

5.9 Wildlife Habitat

See also “5.6 Riparian Resources”

5.9.a Benton County has an abundance and diversity of wildlife, which adds to the quality of life enjoyed by residents.

Background Report
1979 Benton Co. Comp Plan;
Benton County Value Statement

GOAL 5

Findings and References

5.9.b To maintain wildlife and the recreational, aesthetic, and economic benefits that wildlife provides, land use and resource management decisions must be made to protect and perpetuate habitat, the key to wildlife survival.

Background Report
1979 Benton Co. Comp Plan

5.9.c Sensitive wildlife habitat areas are being lost by filling and draining aquatic habitats and wetlands, clearing riparian zones, and by removing and burning roadside vegetation, hedgerows, and other unused areas.

Background Report
1979 Benton Co. Comp Plan

5.9.d Forest lands and adjacent agricultural edges are sensitive big game habitat; riparian zones are sensitive habitats for upland game. Waterfowl habitats of particular importance include the Willamette River, Long Tom River, Marys River, Luckiamute River, and Muddy Creek. Non-game wildlife include heronries, osprey, and eagle nests near streams and lakes. The Willamette River is a major route of the Pacific flyway and sloughs are of highest value.

Background Report
1979 Benton Co. Comp Plan

5.9.e Goal 5 rules require local governments to update habitat inventories using information from state and federal agencies. Governments must determine significance of habitat areas through either the standard Goal 5 process or application of a standard setback for structures and certain land uses through the “safe harbor” provision.

ORS 660-23-110

5.9.f The Comprehensive Wildlife Conservation Strategy, prepared by the Oregon Department of Fish and Wildlife, provides a non-regulatory, statewide approach to species and habitat conservation in Oregon, including grant programs.

Oregon Dept. of Fish and Wildlife

5.9.g The U.S. Fish and Wildlife Service has recently recognized Benton County as a potential demonstration site for a county-wide Habitat Conservation Plan (HCP), with funding provided by the federal agency.

Benton Co. Natural Areas & Parks Dept.

5.10 Mineral and Aggregate Resources

5.10.a Benton County and Statewide Planning Goal 5 recognize the importance of maintaining mineral and aggregate resources necessary to supply an adequate quantity of rock materials for the needs of the county.

1992 Benton Co. Comp. Plan policy statement.

5.10.b 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 location characteristics, and their non-renewable nature.

Other county comprehensive plans

5.10.c Mining operations may result in housing, transportation, and environmental quality impacts and potential conflicts.

Typical impact issues

5.10.d Benton County has been working on a draft of “Amendments for Surface Mining” as part of periodic review and to comply with new Goal 5 rules. The draft includes a new chapter in the Development Code, adds 6 new mineral extraction sites to a total inventory of 150 sites, and proposes a surface

NATURAL RESOURCES, SCENIC & HISTORIC AREAS, OPEN SPACES

Findings and References

mining overlay and new additional policies. The process is considered 95% complete with details to be worked out with DOGAMI and DLCD.

Benton Co. Community Development Dept.

5.10.e Goal 5 rules require local government to determine the post-mining use and provide for this use in the comprehensive plan and land use regulations. Post-mining use must be limited to farm-related use and fish and wildlife habitat uses including wetland banking.

ORS 660-023-0180

5.10.f Goal 5 rules require a reclamation plan to be coordinated with DOGAMI as well as post-mining use unless otherwise exempt.

ORS 660-023-0180

5.10.g Recent rule amendments reinstate a Conditional Use Permit process for small mineral and aggregate mine sites, which gives local governments more flexibility for siting small aggregate mines on prime agricultural lands.

LCDC, June 11, 2004

Oregon Recreation Trails

See Goal 8 Recreational Needs

Oregon Scenic Waterways

There are no State scenic waterways in Benton County.

Wilderness Areas

There are no federally designated wilderness areas in Benton County.

Federal Wild and Scenic Rivers

There are no federally designated wild and scenic rivers in Benton County.

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GOAL 5

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GOAL 6

**AIR, WATER & LAND
RESOURCE QUALITY**

The residents of Benton County value clean air, water and healthy natural systems and recognize their importance in sustaining the quality of life that residents value for themselves, their children and grandchildren.

Benton County Comprehensive Plan Value Statement

GOAL 6 AIR, WATER & LAND RESOURCE QUALITY

Overview

The maintenance and improvement of air, water and land resource quality are important considerations in all phases of land use management and planning. The policies in this section of the Plan provide the framework for evaluating land use actions for their potential impact on the county's natural environment and guide the management of County operations, consistent with Benton County's commitment to protecting these valuable resources.

Cooperation among all levels of government and citizens is critical to protecting air, water and land resources. State and federal agencies, including the federal Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ), have a primary role in monitoring and enforcing quality standards. The policies in this chapter define the responsibility of the County to work in partnership with others to achieve the highest level of air, water and land resource quality.

In developing these policies, the Steering Committee reviewed information provided by Benton County's Environmental Health Department and by the Oregon Departments of Environmental Quality, Agriculture and Water Resources as well as relevant information included in the Environmental Quality Background Report of 1979.



Marys River

GOAL 6

Statewide Planning Goal 6

To maintain and improve the quality of the air, water and land resources of the state.

All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.

Excerpt from
OAR 660-015-0000(6)

Benton County Goal

Air, Water & Land Resource Quality

To maintain and improve the quality of air, land, and water resources in a manner that will meet current needs and preserve resources for future generations.

Policy Sections

- 6.1 General Policies
- 6.2 Water Resources
- 6.3 Air Resources
- 6.4 Subsurface Sewage Disposal Systems
- 6.5 Landfills and Solid Waste
- 6.6 Noise and Glare

Cross-References

Additional policies related to this goal:
Goal 5 Natural Resources
Goal 7 Natural Hazards

AIR, WATER & LAND RESOURCE QUALITY

Policies

- 6.1.1** Benton County shall provide by example and leadership a commitment to air, water, and land resource quality by demonstrating sustainable, “best management practices” in all County operations and capital projects.
- 6.1.2** In cooperation with appropriate agencies, Benton County shall manage its air, water and land resources to insure their protection, conservation, restoration, or enhancement.
- 6.1.3** Benton County, in cooperation with the Oregon Department of Environmental Quality (DEQ), Oregon Department of Human Services and other appropriate agencies, shall conduct periodic environmental health assessments and develop and update an environmental assessment priority list to identify, monitor and evaluate potential health hazards relating to sewage disposal, drinking water and solid waste. Benton County shall take appropriate steps to minimize resource degradation, and shall work with OSU Extension and others to increase public understanding and awareness around these issues.
- 6.1.4** In reviewing land use actions, Benton County shall evaluate potential impacts on air, surface water, groundwater, noise and glare levels, and land quality, where possible utilizing existing studies and prioritizations such as the County’s Environmental Assessment Priority List. Appropriate steps shall be taken to minimize degradation.
- 6.1.5** Benton County shall work with local citizens and appropriate local, state and federal agencies to establish partnerships to achieve enforcement of air, land, and water quality standards.
- 6.1.6** Through its maintenance and operations, Benton County shall demonstrate use of “best management practices” and promote their use through public education and awareness to assure that sediment transport is minimized and pesticides and herbicides are not dispersed so as to adversely affect human health and land and water resources.
- 6.1.7** Benton 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.
- 6.1.8** Benton County shall place a high priority on public education and enforcement related to environmental rules and regulations.
- 6.1.9** Benton County shall use “green builder” construction methods and materials in the construction of County-owned buildings.
- 6.1.10** Benton County shall encourage the use of “green builder” construction methods and materials in private construction.

6.1 General Policies

County Boards & Committees

- Environmental Issues Advisory Committee
- Solid Waste Advisory Council/Disposal Site Advisory Committee

Defined Terms

- best management practices
- conservation
- green builder
- groundwater
- restoration
- sustainable
- watershed

See Appendix for definitions

GOAL 6

6.2 Water Resources



Alsea River

Policies

- 6.2.1** Benton County shall encourage collaborative efforts involving state agencies, municipalities, users of surface waters and environmental interests, to preserve and enhance surface water quantity during low-water periods.
- 6.2.2** Benton County shall incorporate vulnerability assessments and source protection for the public's water supply as part of the land use process. The source of such assessments and information shall be state agencies and other qualified entities.
- 6.2.3** Benton County shall assure that public water systems and private wells meet minimum water quality standards.
- 6.2.4** Benton County shall place a high priority on maintaining natural systems and processes as a biological method for maintaining and protecting clean water.
- 6.2.5** Benton County shall collaborate with others to promote watershed management practices that protect and enhance water quality and quantity.
- 6.2.6** Benton County shall require development to be designed or located in a manner that will result in no net degradation of water quality and quantity.
- 6.2.7** Benton County shall cooperate with and request state and federal agencies to undertake hydrological studies to determine the location, quantity, quality, and estimated consumption of groundwater within the county.
- 6.2.8** Benton County shall encourage protection of water quality by developing a septic management system to monitor existing systems and by working with DEQ, municipalities, and others to identify point and non-point sources of pollution and encourage effective abatement.
- 6.2.9** Benton County shall achieve efficient use of water and water conservation through the land use permitting process, operation of County-managed water systems, and a public information program.
- 6.2.10** Water resources shall be managed wherever possible on a watershed or landscape scale to assure continuity and integrity of practices to the waterway.

AIR, WATER & LAND RESOURCE QUALITY

Policies

- 6.3.1** Benton County shall develop and implement programs necessary to meet or exceed air quality standards. This effort will include but not be limited to: considering air quality implications when reviewing capital improvement projects and making land use decisions, developing and implementing controls, reducing vehicle miles traveled (VMT), and monitoring and promoting proper burning practices.

6.3 Air Resources

Policies

- 6.4.1** Benton County shall maintain standards for the siting of septic systems and promote proper use and maintenance through education and enforcement.
- 6.4.2** Benton County shall encourage the Oregon Environmental Quality Commission to adopt rules allowing flexible technologies for waste disposal and recycling, such as composting toilets and gray water systems.
- 6.4.3** Benton County shall work with county neighborhood groups, municipalities, and central water and sewer system providers to correct area wide health hazards caused by multiple septic system failures.
- 6.4.4** Benton County shall perform sanitary surveys and prioritize problem areas, as needed.

6.4 Subsurface Sewage Disposal Systems



Courtesy Wren Community Club

GOAL 6

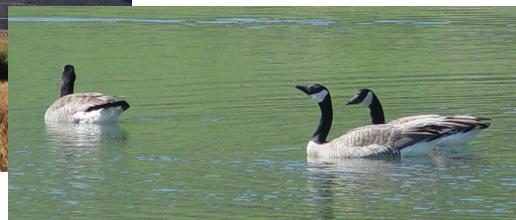
6.5 Landfills and Solid Waste

Policies

- 6.5.1 Benton County shall pursue a variety of approaches to waste reduction and recovery and strive to meet or exceed state-mandated goals for the recovery of waste materials.
- 6.5.2 Benton County shall assure compliance with county and state ordinances pertaining to the unlawful storage, collection, and disposal of solid waste materials.
- 6.5.3 Benton County shall increase, to the maximum degree possible, the salvage reclamation, recycling, and reuse of materials from solid waste.
- 6.5.4 Benton County shall provide for the safe, efficient, and sanitary storage, collection, transportation, and disposal of solid waste.
- 6.5.5 Benton County shall strive for the safe storage, collection, reduction, reuse, recovery, and appropriate disposal of hazardous waste materials.
- 6.5.6 Benton County shall plan for the safe and efficient transportation, storage, recovery, and disposal of disaster debris.
- 6.5.7 Benton County shall maintain a committee that advises the Board of Commissioners on solid waste and disposal site issues.
- 6.5.8 Benton County shall assure safe, accessible, and environmentally sound disposal of solid waste at the Coffin Butte Regional Sanitary Landfill.
- 6.5.9 Benton County shall explore incentives such as financial assistance to address cleanup of solid waste problem areas.



Coffin Butte Landfill



AIR, WATER & LAND RESOURCE QUALITY

Policies

- 6.6.1** Benton County shall identify excessive noise sources and, with the cooperation of DEQ, develop and implement a noise ordinance to mitigate or eliminate those sources, when practicable.
- 6.6.2** Benton County shall not regulate sounds associated with generally accepted farming and forest practices in “Exclusive Farm Use” and “Forest Conservation” zones.
- 6.6.3** Benton County shall develop and maintain standards to minimize noise pollution and noise trespass as part of land use decisions.
- 6.6.4** Benton County shall develop and maintain standards to minimize light pollution, glare, and light trespass as part of land use decisions.
- 6.6.5** Benton County shall encourage public awareness and establish programs that promote energy conservation and lighting alternatives to minimize light pollution and glare.

6.6 Noise and Glare



GOAL 6

Findings and References

6.1 General

6.1.a The high value placed on clean air and water by Benton County residents is reflected in local commitments to plans and programs directed toward reducing air and water pollution.

Background Report
1979 Benton Co. Comp Plan

6.1.b The Benton County Environmental Health Assessment Priority List-2002 identifies areas and conditions in Benton County that represent known or suspected health hazards or environmental problems.
Benton County Environmental Health Division

6.1.c Benton County acts in cooperation with the Oregon Department of Environmental Quality (DEQ) to assure land use activities are consistent with state and federal environmental regulations.

Background Report
1979 Benton Co. Comp Plan

6.1.d DEQ administers many air and water quality site and non-site specific programs that affect land use. To maintain consistency between DEQ regulations and Benton County land use decisions, DEQ is consulted before land use decisions are made. Also, an applicant for a DEQ air or water discharge permit must first demonstrate that the proposed use is consistent with the comprehensive plan and zoning ordinance.

Background Report
1979 Benton Co. Comp Plan

6.1.e Benton County also cooperates with the Oregon Department of Forestry (Oregon Forest Practices), Oregon Water Resource Department, the Benton Soil and Water Conservation District, watershed councils, other counties, and local citizens and

jurisdictions in working to solve air, land, and water quality problems.

Background Report
1979 Benton Co. Comp Plan

6.1.f The Board of Commissioners adopted a “Benton County Sustainability Policy” in 2002: “ We must use, develop, and protect our resources at a rate and in a manner that enables people to meet their current needs and also preserve resource for future generations.

Admin. Policy No. 02-01

6.2 Water Quality

6.2.a The “Benton County Environmental Health Assessment Priority List” includes eight areas in the county with on-site sewage problems, seven drinking water problem areas, and other environmental problem areas including watersheds. A health hazard assessment is provided and proposed actions are recommended.

Benton County Environmental Health Assmt.
Priority List-2002

6.2.b The DEQ is required by the federal Clean Water Act to maintain a list of stream segments that do not meet water quality standards. This list is called the 303(d) List because of the section of the Clean Water Act that makes the requirements. These Benton County rivers and streams are on the List: Alsea River, Lobster Creek, Long Tom River, Luckiamute River, Marys River, Muddy Creek, and the Willamette River.

DEQ Water Quality Website

6.2.c Water quality has improved in the Willamette Valley as point sources have come under regulation in the past 30 years. However, recent studies have found that much of the Willamette River mainstem is still water quality limited for bacteria, fish

AIR, WATER & LAND RESOURCE QUALITY

Findings and References

deformities, temperature, and dissolved oxygen (Leland et. al. 1997). With an increasing population, more industry, and a trend toward more intensive agriculture, non-point source pollution has become the major challenge.

Restoring the Willamette Basin.
Willamette Restoration Initiative.1999.

6.2.d Groundwater supplies 90% of rural residential drinking water in Oregon and 2,500 public water systems obtain water exclusively from ground water.

Oregon Ground Water Conditions, Oregon
Dept. of Water Resources, 2003

6.2.e Oregon DEQ is preparing Total Maximum Daily Load (TMDL) allocations for the Willamette Basin for mercury, bacteria, and temperature. This will likely require Benton County to develop methods to limit additions of these pollutants to streams in the county.

Improving Water Quality TMDL in Oregon Fact
Sheet. Oregon DEQ. January 2003

6.2.f Groundwater in the Willamette Valley shows signs of contamination by human activities, with early assessments showing a high percentage of wells with a high concentration of nitrate in the water, which poses a health risk. Potential nitrate sources include septic systems, agricultural amendments, confined animal feeding operations, fertilizers for lawns and golf courses, and bulk fertilizer facilities. The DEQ is in the process of declaring the area between Eugene and Albany a "Groundwater Management Area" because of contamination. The area in Benton County is bounded by Highway 99W on the west between Monroe and Corvallis.

Southern Willamette Valley Groundwater
Summary Report, DEQ Water Quality Website,
2004

6.2.g Population growth, irrigated agriculture, and industry continue to place increasing demands on water supply and water quality in the Willamette Valley, including both surface and groundwater.
Oregon Department of Water Resources Website

6.2.h Groundwater contamination and surface water pollution suggest that siting of residential development is becoming more important in terms of water availability and protecting water quality. There is a lack of information pertaining to groundwater to assist in this effort.

Oregon Water Resources Dept,
Groundwater Supplies in the Willamette Basin
Sept.2002

6.3 Air Quality

6.3.a The Oregon Clean Air Act establishes air quality standards that exceed federal standards, to "protect public health" and to "provide for the public welfare."

Background Report
1979 Benton Co. Comp Plan

6.3.b The Oregon Department of Environmental Quality, through its Air Quality Surveillance Network, monitors air quality throughout Oregon. Air sampling is conducted at a monitoring station in Corvallis located at Corvallis Fire Station #3. Benton County currently meets all federal ambient air quality standards and is less at risk than a number of other Oregon cities.

Benton County Environmental Health
Assessment Priority List-2002
Oregon DEQ

6.3.c In 2000, Corvallis had the second lowest particulate matter levels out of 21 cities. The highest level was in November, likely from wood stoves.

Benton County Environmental Health
Assessment Priority List-2002

GOAL 6

Findings and References

6.3.d Air pollutants of greatest concern in Oregon are ground-level ozone (smog), carbon monoxide (mostly from motor vehicles), and fine particulate matter (mostly from wood smoke and dust).

DEQ Website

6.3.e Industrial pollution is less significant in Benton County due to the amount and type of industry, but individual actions such as driving cars, using woodstoves, gas-powered lawn mowers and motorboats, and outdoor burning are major causes of most of the local air pollution.

Air Quality Data Summaries 1992-2002, DEQ

6.3.f Benton County is located in the Willamette Valley air shed, and because of geologic features, pollution generated in the valley often becomes trapped. Pollution from automobile emissions and industry in the metropolitan areas and from field burning, slash burning, and other agricultural and forestry practices in rural areas combine in the atmosphere and are dispersed the entire length of the valley.

Background Report
1979 Benton Co. Comp Plan

6.3.g Because of high air pollution potential for much of Benton County, land use decisions must consider effects on air quality. Automobiles, industry, and agricultural burning cause most of the air pollution problems, and therefore land use policies must be developed to minimize pollution problems.

Background Report
1979 Benton Co. Comp Plan

6.3.h More compact urban designs and proximity of jobs and services to residences are examples of land use issues that can limit pollution from the automobile, which is by far the largest polluter in Oregon.

To continue to meet air quality standards, Benton County residents must help change the way their automobiles are used.

Background Report
1979 Benton Co. Comp Plan

6.3.i In the past seven years, smoke intrusions from open field burning (thermal sanitation) have been reduced by the Oregon Department of Agriculture's Smoke Management Program, and by maximum allowable acreage set by the 1995 Legislature. Corvallis recorded no days of smoke impact attributable to open field burning in 2003. Several regional fires created a ban on field burning several times during the field burning season to protect the air shed from additional smoke impacts.

Summary of the 2003 Field Burning Season
Oregon Department of Agriculture

6.3.j Oregon has been identified as a "clean air corridor" providing clean air to the Grand Canyon and other Class 1 areas such as Crater Lake.

DEQ Air Quality Website

6.3.k The DEQ adopted the first Regional Haze Plan for Oregon in 2003, which requires tracking of sources, such as road dust, motor vehicle and industrial emissions, and forestry and agricultural burning, and development of pollution prevention strategies.

DEQ Air Quality Website

6.4 Subsurface Sewage Disposal System

6.4.a The Benton County Environmental Health Department is responsible as an agent for DEQ to assure that subsurface sewage disposal systems are located in areas where waste can be properly disposed and not endanger health, water sources, or waterways.

AIR, WATER & LAND RESOURCE QUALITY

Findings and References

6.4.b The “Benton County Environmental Health Assessment Priority List” includes eight areas in the county with on-site sewage problems, seven drinking water problem areas, and other environmental problem areas including watersheds. A health hazard assessment is provided and proposed actions are recommended.

Benton County Environmental Health
Assessment. Priority List-2002
Benton County Health Dept. Website

6.5 Landfills and Solid Waste

6.5.a DEQ’s Underground Storage Tank Cleanup List includes approximately 226 underground storage and home heating tanks with reported releases of petroleum products in Benton County. Locations are predominantly in the Corvallis area, with sites also in Adair Village, Alsea, Monroe, and Philomath.

DEQ Underground Storage Tank Cleanup List
2004 Website

6.5.b Five Corvallis cleanup sites are listed on the DEQ Environmental Cleanup Program “Active Site List.” They include an electric power plant site, a fiber manufacturing plant, an industrial chrome plating company, and two dry cleaners.

DEQ Environmental Cleanup Program Active
Site List, 2004 Website

6.5.c Benton County successfully worked with the DEQ and the EPA’s Brownfield Program to remove contaminants from an abandoned auto wrecking site, which was acquired by the County through foreclosure. A Brownfield Corporation cleaned up the site in preparation for redeveloping the site for housing, and the DEQ released the site in 2001.

DEQ Brownfield Website

6.5.d Chemical waste disposal has potential for endangering human health, life, and property.

Lincoln County Comprehensive Plan

6.5.e Land use decisions at the Coffin Butte Sanitary Landfill have provided another 43 years of capacity to the site, continuing to serve as a regional landfill serving Linn, Polk, Lincoln, and Benton Counties.

Benton Co. Environmental Health Dept.

6.5.f The Coffin Butte Landfill is currently in compliance with permits and is heavily monitored by the County. Leachate is collected and treated. A leak detection system is in place to monitor the bottom liner of the landfill for leaks. Monitoring wells surround the perimeter of the landfill.

Benton Co. Environmental Health Dept.

6.5.g Illegal dumping occurs in the county. Sites that are reported to Benton County are investigated.

Background Report
1979 Benton Co. Comp Plan

6.6 Noise and Glare

6.6.a Exposure to excessive noise levels over prolonged periods can be a threat to health.

Background Report
1979 Benton Co. Comp Plan

6.6.b Excessive noise can reduce the livability of nearby dwellings; examples are wind turbines and rifle ranges.

DEQ Noise Website

GOAL 6

Findings and References

6.6.c The Oregon Noise Control Act authorizes counties to adopt and enforce noise ordinances and standards. DEQ's Noise Program was terminated in 1991 by the legislature as a cost-cutting measure, but regulations establishing allowable noise limits are still in effect that pertain to motor vehicles, ATVs, industrial and commercial noise sources, motor racing facilities, and airport-related noise.

DEQ Noise Website

6.6.d Engineers, medical professionals, and amateur astronomers are concerned about the effects of light pollution including health effects on humans and wildlife from not sleeping in total darkness, driving hazards from road glare, misdirected light, wasted energy, increase in crime rather than crime prevention, and light-polluted night skies. Specific effects of concern are from lighted billboards, unshielded lights, necklace lights, and floodlights.

Oregon Dark Skies Website
International Dark-Sky Association Website

6.6.e Satellite images dramatically reveal that roughly a third of the light used outdoors escapes upward, totally wasted, into the night sky. The International Dark-Sky Association estimates that each year in the United States, more than \$1 billion is spent to generate this wasted light -- resulting in the needless burning of some 6,000,000 tons of coal annually.

Sky and Telescope, October 24, 2002
6.6.f Excessive glare has become a safety concern, as well as wasteful unshielded lights near natural areas and homes. Advances in illumination are helping solve light pollution problems.

New England Light Pollution
Advisory Group Website

References

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AIR, WATER & LAND RESOURCE QUALITY

Findings and References

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GOAL 7

NATURAL HAZARDS

The residents of Benton County recognize the importance of nurturing and sustaining public infrastructure and human systems that address adequate and affordable food, shelter, transportation, education, health care, public safety, and other vital services.

Benton County Comprehensive Plan Value Statement

GOAL 7

NATURAL HAZARDS

Overview

In Benton County, natural hazards include flooding, landslides and slope erosion, stream erosion and deposition, earthquakes, and wildfire.

Informed by an understanding of natural hazards, Benton County can reduce the risks to property, environmental quality, and human safety by planning broad land use patterns and site-specific development. The policies in this section of the Plan provide the framework for evaluating land use actions for their exposure to potential harm from natural hazards. The policies guide the identification of areas subject to natural hazards, regulation of development in those areas, and protection of citizens, property and the environment from the effects of natural hazards. The protection methods prescribed by these policies include prevention and preparedness, land use regulation, use of natural systems to mitigate hazards, public education, and collaboration with other organizations. These policies also guide the development of the County's Pre-Disaster and Natural Hazards Mitigation Plan.

A primary reference for development of these policies was the 2002 Benton County Hazard Analysis, the official assessment of potential natural and human-caused hazards affecting Benton County, prepared by the Benton County Emergency Management Division. This analysis indicates that flooding, wildfire, and landslides are the natural hazards most likely to occur in Benton County. Severe weather (excluding flooding) and earthquake risks are rated highest for the need for emergency preparedness.

In developing these policies, the Steering Committee also reviewed information from other county, state and federal programs and departments and from the background report to the 1979 Comprehensive Plan. The publication "Planning for Natural Hazards: Oregon Technical Resource Guide" (Department of Land Conservation and Development) is a particularly useful tool in planning for hazards.

Related Plans and Documents

- Benton County Pre-Disaster and Natural Hazards Mitigation Plan.
- Benton County Hazard Analysis
- Benton County Geological Hazards Study (DOGAMI)
- Benton County Emergency Operations Plan
- Corvallis Stormwater Master Plan
- Benton County's Floodplain Management Program
- Water-Induced Landslide Hazard Map (DOGAMI)
- Relative Earthquake Hazard Maps

Cross-References

Additional policies related to this goal:

- Goal 5 Natural Resources
- Goal 6 Air, Water & Land Resource Quality

GOAL 7

Statewide Planning Goal 7

To protect people and property from natural hazards.

Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards.

Natural hazards for purposes of this goal are: floods (coastal and riverine), landslides, earthquakes and related hazards, tsunamis, coastal erosion, and wildfires. Local governments may identify and plan for other natural hazards.

PLANNING GUIDELINES

1. In adopting plan policies and implementing measures to protect people and property from natural hazards, local governments should consider:

- a. the benefits of maintaining natural hazard areas as open space, recreation and other low density uses;
- b. the beneficial effects that natural hazards can have on natural resources and the environment; and
- c. the effects of development and mitigation measures in identified hazard areas on the management of natural resources.

2. Local governments should coordinate their land use plans and decisions with emergency preparedness, response, recovery and mitigation programs.

Excerpt from
OAR 660-015-0000(7)

Benton County Goal

Natural Hazards

To protect Benton County citizens, critical public facilities and infrastructure, private property, and the environment from natural hazards, and to guide the county toward building a safer, more sustainable community.

Policy Sections

- 7.1 General Policies
- 7.2 Floodplain
- 7.3 Earth Movement and Slope Erosion
- 7.4 Earthquake
- 7.5 Stream Erosion and Deposition
- 7.6 Wildfire

NATURAL HAZARDS

Policies

- 7.1.1** Benton County shall protect property and lives by encouraging or requiring homes, business, infrastructure, and critical facilities to be resistant to losses from natural hazards.
- 7.1.2** Benton County shall use the most current hazard assessment inventories to discourage development in hazardous areas and promote preventative measures for existing development to minimize risk to life, property, and the environment.
- 7.1.3** Benton County shall increase public awareness of the risks associated with natural hazards.
- 7.1.4** Benton County shall integrate watershed management, natural resource management, and natural hazard mitigation into its land use planning process. Public education shall be a high priority.
- 7.1.5** Benton County shall develop programs to preserve, rehabilitate, and enhance natural systems to serve natural hazard mitigation functions.
- 7.1.6** Benton County shall strengthen emergency preparedness and operations for addressing natural hazards by maintaining a Pre-Disaster Mitigation Plan.
- 7.1.7** Benton County shall develop mechanisms to address liability for development in high-risk areas (fire, flood, earthquake, landslide) so that property owners and the insurance industry bear the costs of the risks incurred, thereby avoiding public liability to the maximum degree possible.

7.1 General Policies

County Boards & Committees

Emergency Medical
Advisory Committee

Defined Terms

- 100-year flood
- floodplain
- habitat
- landslide
- mitigation
- natural hazard
- watershed
- wetland

See Appendix for definitions

GOAL 7

7.2 Floodplain



Alsea-Deadwood Highway

Policies

- 7.2.1 Benton County's floodplain management policies and actions will continue to emphasize more preventive than corrective measures. Flood damage prevention methods shall be non-structural to the degree possible, and include a combination of land use and code regulations, non-regulatory practices such as incentives, and a comprehensive emergency preparedness program.
- 7.2.2 Benton County shall allow accessory structures to be constructed within the floodplain; however, new primary structures shall not be allowed within the floodplain unless a parcel has insufficient buildable land outside the floodplain. Accessory structures shall not be located in the floodway.
- 7.2.3 Benton County shall only allow land divisions within the floodplain when it can be demonstrated that each buildable lot or parcel has a suitable site for development outside of the floodplain boundary. Non-residential uses shall be excepted.
- 7.2.4 Benton County shall strive to maximize open and undeveloped land in the 100-year floodplain to achieve flood mitigation, fish and wildlife habitat, and water quality objectives.
- 7.2.5 Benton County shall work to ensure that harmful runoff is not discharged directly into streams.
- 7.2.6 Benton County shall adopt standards to reduce peak runoff from impervious areas and not exceed pre-development storm flows.
- 7.2.7 Benton County shall establish parameters and/or objectives for managing stormwater drainage and shall encourage new development to use vegetated swales or open channels as an alternative to piping, where appropriate.
- 7.2.8 Benton County shall take measures to assure that wetland mitigation does not compromise existing stormwater functions of the land being used for the mitigation.
- 7.2.9 Benton County shall develop stream corridor width and other standards and programs to preserve the properly functioning condition of streams. These standards can be varied by reach or basin and shall be based on functional objectives.
- 7.2.10 Benton County shall restrict development for human occupancy in those areas where access by standard emergency vehicles such as fire or ambulance is prevented by flood waters of 100-year flood levels.

NATURAL HAZARDS

Policies

- 7.3.1** To minimize risk to life, property, and the environment, Benton County shall prohibit or restrict development on steep hillsides that have landslide or slope erosion hazards.
- 7.3.2** Benton County shall develop and maintain new land use regulations for siting dwellings, other structures, and infrastructure based on the best available mapping and other information concerning landslide hazards.
- 7.3.3** To protect citizens of Benton County from natural disasters and geologic hazards, Benton County shall work with the Oregon Department of Forestry and Department of Geology and Mineral Industries (DOGAMI), and make efforts to share information and coordinate land use and development decisions in areas identified as high landslide risk locations.
- 7.3.4** Benton County shall allow development in areas of known or suspected landslide or on steep slopes only when a geotechnical report concludes such areas can be safely developed through engineering and other methods.
- 7.3.5** To minimize surface water runoff, prevent erosion, and reduce landslide hazards, Benton County shall regulate development activities that create major disturbance to soil and vegetation in flood and slide prone areas.
- 7.3.6** Benton County shall require properly designed protective measures for proposed land uses on sites that have severe use limitations because of soil conditions described in the Benton County Geological Hazards Study or soil surveys.

7.3 Landslide and Slope Erosion



Alsea Slide

GOAL 7

7.4 Earthquake

Policies

- 7.4.1 Benton County shall use the most current information from geologic research relative to seismic hazards in the county, and shall encourage careful study and design of development in areas such as along the Corvallis Fault.

7.5 Stream Erosion and Deposition

Policies

- 7.5.1 Benton County shall minimize the damaging effects of stream erosion and deposition by limiting alterations of the natural stream channels. To avoid increase in flood heights and velocities and avoid risk from stream meandering and braiding, building setbacks shall be required, riparian vegetation shall be retained, and partnerships encouraged with soil conservation agencies such as the Benton Soil and Water Conservation District and watershed councils to restore natural stream characteristics. Streambank hardening tends to shift erosion problems rather than solve them; therefore, non-structural or non-bank-hardening solutions shall be given preference.



NATURAL HAZARDS

Policies

7.6 Wildfire

- 7.6.1** Benton County shall work with the Oregon Department of Forestry and fire agencies to identify high wildfire hazard areas.
- 7.6.2** Benton County shall reduce fire risk to life and property, using non-regulatory and regulatory programs that respond to local and state uniform fire codes.
- 7.6.3** Benton County shall identify and map all areas within the county that are unprotected by structural fire protection agencies.
- 7.6.4** Benton County shall work together with Oregon Department of Forestry and the Benton County Fire Defense Board to develop a Wildfire Protection plan.
- 7.6.5** Benton County shall require that plans for new development adequately provide for fire protection.
- 7.6.6** Benton County shall adopt standards for wildfire protection of structures and resource land.



GOAL 7

Findings and References

7.1 General

7.1.a The 2002 Benton County Hazard Analysis was prepared as the first part of the County's Emergency Operations Plan and is the official assessment of potential natural and human-caused hazards affecting Benton County.

Adopted June 25, 2002

7.1.b Flooding, wildfire, and landslides are natural hazards that are most likely to occur in Benton County. Severe weather (excluding flooding) and earthquake risks are rated highest for emergency preparedness.

Background Report
Benton County Hazard Analysis, 2002

7.1.c Benton County's Emergency Management program is preparing a Pre-Disaster and Natural Hazards Mitigation Plan.

Benton County Emergency Services

7.1.d A need exists for more collaboration between the City of Corvallis and Benton County in the urban interface area; for example, lack of inclusion of the Jackson-Frazier Wetland in the city's natural features inventory is a concern.

Benton Co. Natural Areas & Parks Department

7.1.e In Benton County there are no active faults that have been identified to be significant earthquake sources. Earthquake activity on the Corvallis Fault is uncertain. The probability of activity on the Corvallis Fault is not clearly established, "perhaps very low."

Department of Geology and Mineral Industries
(DOGAMI), 2001

7.2 Floodplain

7.2.a The 1964 event was a 100-year flood. Throughout the Willamette Valley, it caused \$157 million in damages and 20 persons lost their lives. The 1996 flood on the Willamette River at Salem was recorded as a 44-year flood event. The Benton County Emergency Management Office states that damage to Benton county residences was estimated at \$1.2 million. As a result of this flooding, 33 claims were filed under the Federal Emergency Management Agency (FEMA) from Benton County residents and businesses.

Benton Co. Community Development Dept.

7.2.b A combination of rapid snow melt and prolonged, heavy rainfall has caused flash flooding, numerous road washouts, and substantial property damage due to several floods over the last 30 years. These events have created overflow of the Willamette and Marys Rivers, flash flooding from quickly rising streams, and overflow of storm sewer systems.

Background Report; Benton County Hazard Analysis, 2002

7.2.c Filling, grading, dredging, and other development may increase flooding and flood damage. Development within the floodway fringe (the part of the floodplain having a one percent per year chance of being flooded, also known as a 100-year floodplain) is subject to hazards to life and property from flooding. Special precautions may reduce these hazards.

Background Report
1979 Benton Co. Comp Plan

7.2.d Flood hazard areas are subject to periodic inundation that has potential to result in loss of life and property, health and safety hazards, disruption of commerce and

NATURAL HAZARDS

Findings and References

governmental service, extraordinary public expenditures for flood protection and relief, and impairment of the tax base; all of which adversely affect public health, safety and general welfare.

Federal Emergency Management Agency, 2000

7.2.e Benton County is a participant in the National Flood Insurance Program. FEMA Flood Insurance Rate Maps for Benton County and subsequent amendments are the official data source for determining if a property is within a flood hazard area. Some areas of the county are subject to flooding but not mapped; more site-specific information may be required to determine presence of flood hazards at these locations. The 1996 flood extent was mapped for Benton County.

Benton Co. Community Development Dept.

7.2.f In 2002, Benton County improved its National Flood Insurance Program rating from a Class 10 to a Class 7, resulting in a premium rate reduction of 15% for purchasers of flood insurance. This was accomplished through enhanced public outreach and implementation of existing regulations, rather than through additional regulations. Existing regulations are also responsible for the County's low incidence of flood-related damage to structures since 1979.

Benton Co. Community Development Dept.

7.2.g To help reduce the need and subsequent cost of building dams, levees, and other structures in the county and in others downriver, Benton County has been moving toward floodplain management through policy and action with a more preventive than corrective emphasis. Flood damage prevention methods include a combination

of non-structural methods, land use and code regulations, and emergency preparedness.

Background Report
1979 Benton Co. Comp Plan

7.2.h The Board of Commissioners recently adopted policies from the Corvallis Stormwater Master Plan that apply to the Corvallis Urban Fringe and are to be considered for application county-wide. One of these policies pertains to reducing peak runoff from impervious areas. The Board deferred seven policies for future consideration to apply both in the urban fringe and countywide, one of which would prohibit development of new buildings within the floodplain portion of undeveloped properties.

Benton Co. Community Development Dept.

7.2.i Many portions of the floodway fringe contain natural assets, such as significant vegetation, wetlands, wildlife and scenic areas, and productive agricultural lands and are therefore valuable for open space and recreation.

Background Report
1979 Benton Co. Comp Plan

7.2.j Parts of eastern Benton County are subject to ponding and high ground water. Areas of critical ponding are generally unacceptable for dense development. Reduction of infiltration arising from ponding and other aspects of urbanization can increase runoff and lead to local flooding. These soil conditions are typically problematic for on-site sewage disposal systems. The South 3rd Street health hazard area in Corvallis is an example.

Background Report
Planning for Natural Hazards
Oregon Tech. Resource Guide, 2001
Benton Co. Community Dev. Department

GOAL 7

Findings and References

7.2.k At times, rain and snowfall events have caused localized flooding unrelated to the Willamette River. In 2006, for example, both Muddy Creek and Marys River experienced substantial flooding while the Willamette River never reached flood stage.

7.2.l Within the Corvallis UGB, the County has adopted the City's 0.2 foot rise floodway standard. Elsewhere in the county, the floodway standard is a 1.0 foot rise.

7.3 Landslide and Slope Erosion

7.3.a Water-related landslide hazards in Benton County are low in the eastern part, low to moderate in the northwestern part, and moderate to high in the southwestern part of the county.

DOGAMI, 2001

7.3.b Since 1972, 75 landslides have been recorded in Benton County. In 1998, a house was damaged by a landslide near Alsea and 3 occupants escaped with minor injuries. In 1996, 45 roads were closed in Benton County due to flooding, washouts, or landslides.

Benton County Hazard Analysis, Analysis, 2002

7.3.c More than 9,500 landslides were triggered in Oregon by storms in 1996-97, mostly in the Coast Range and Cascade Mountains, and caused \$100,000 in damage. Since 1975, landslides have killed 25 people. A Water-Induced Landslide Hazard Map has been prepared for Benton County.

DOGAMI, 2000, 2002

7.3.d A detailed slide map has been compiled for areas within and surrounding the Corvallis-Philomath urban growth boundary. 110 possible sites were mapped,

mostly outside the UGB in areas with steep slopes. A notable slide complex occurs at Vineyard Mountain.

DOGAMI, 2001

7.3.e Oregon Department of Forestry (ODF) now places greater emphasis on public safety as a component of forest practices in Benton County, including landslide and debris flow hazards. High landslide and debris-flow hazard locations have been mapped at a coarse scale in Benton County and are used as a screening tool for field-based analysis. Timber harvests may be prohibited or restricted if they represent potential hazards to dwellings and roads. ODF has expressed interest in collaborating with Benton County in land use and development decisions to reduce landslide risks.

Oregon Dept. of Forestry
Philomath and Salem Offices

7.3.f The Forest Service uses a landslide susceptibility risk model as a screening tool for identifying high landslide hazard areas; slope information is at a broad scale. Oregon State University is in the process of preparing a debris torrent model for two watersheds on the Siuslaw National Forest; this model is also at a large scale.

U.S. Forest Service, Siuslaw National Forest

7.3.g Human-induced causes of landslides are the result of improper land use or lack of proper engineering such as undercutting steep slopes, indiscriminate blasting, improper handling of runoff, or improper placement or excessive fill.

Background Report
1979 Benton Co. Comp Plan

7.3.h Disturbance of hillsides can reduce slope and soil stability, increase erosion,

NATURAL HAZARDS

Findings and References

remove vegetation, increase runoff, alter drainage patterns, and affect scenic qualities of the landscape.

Background Report
DLCD, Landslide Program, 2003

7.3.i Senate Bill 12 (1999) requires local governments to protect the public from rapidly moving landslides, and to reduce risk of serious bodily injury or death. DOGAMI landslide hazard maps are being revised, and a model Landslides Hazards Ordinance and Landslide Overlay Zone has been developed for Douglas County to help local governments implement SB 12.

DLCD, Landslide Hazards Program, 2003

7.3.j House Bill 3375 (2003) directs local governments to adopt new land use regulations for siting dwellings and other structures once DOGAMI issues final maps of rapidly moving landslide hazard areas. The bill clarifies that local government may deny a request for a building permit if a geotechnical report discloses information about landslide hazards.

DLCD, Landslide Hazards Program, 2003

7.4 Earthquakes

7.4.a Ground shaking hazards that could significantly affect Benton County are from sources outside the county, especially from the Cascadia subduction zone along the Pacific Northwest Coast, which poses potentially significant seismic hazard and risk to Benton County. The last known occurrence was in 1700.

DOGAMI, 2001

7.4.b DOGAMI maps show that areas with high ground amplification and liquefied soil hazards concentrated along the Willamette River, while areas with high earthquake-induced landslide hazards are spread out over

the western part of the county in the Coast Range. Relative Earthquake Hazard Maps have been prepared for the Benton County.
DOGAMI, 2001

7.6 Wildfires

7.6.a Wildland fire is a growing concern in the urban interface and in rural or unincorporated areas. Areas of greatest concern for wildfire hazard are forested rural residential developments with limited access, steep and narrow roads, inappropriate building materials, limited water supply, and long periods of dry weather during the summer. Uncontrolled burning increases the risk of wildfire.

Benton County Hazard Analysis, 2002;
Background Report, Oregon
Technical Resource Guide, 2001

7.6.b During dry periods the potential for major wildfires is significant in Benton County. For the past five years of recorded wildfire incidents in Benton County, the database shows a sharp rise in the past two years. Incidents of wildfires reached 29 in Benton County in 2002, the highest in the database.

Background Report,
Benton County Hazard Analysis, 2002

7.6.c Locations reporting more than two wildfire incidents in the past five years include the Philomath vicinity (14), Alsea vicinity (7), Bellfountain Road (5), and Monroe vicinity (3).

Benton County Hazard Analysis, 2002

GOAL 7

Findings and References

7.6.d Wildfire incidents have occurred at a number of parks and recreation areas in Benton County over the last five years with one incident reported at each of these locations: Alsea Falls, Bellfountain Park, Chip Ross Park, Finley Wildlife Refuge, Pioneer Playground, and McBee Park. Two incidents were reported at Fort Hoskins (Benton County Hazard Listing). With increased recreational use of public open space, there is a concern for greater risk of wildfire. Management plans for parks and natural areas provide an opportunity to develop fire protection programs and action strategies, and the ODF is willing to collaborate as a partner.

Benton County Emergency Services
Wildfire Data Base, 2004

7.6.e Much of the county's rural and suburban development has occurred in small valleys and gulches that run along creeks extending out from valley floors. These areas tend to have limited access, little water during the fire season, and severe fuel loading problems such as accumulation of brush, scrub oak, etc.

Background Report
1979 Benton Co. Comp Plan

7.6.f Some rural areas of Benton County are unprotected by structural fire protection agencies (approximately 234 houses or 3% of the total), and these areas should be identified and mapped.

Benton County Emergency Management

7.6.g Mapping of high fuel build-up areas in Benton County was done by the ODF several years ago, but did not result in an official map. Areas mapped included the hills surrounding Philomath and Corvallis, Kings Valley, the corridor to Alsea, and out to the coast. Areas considered to have the greatest risk for wildfire are hillsides with

south and southeast aspect due to exposure to the sun and prevailing east and northeast winds in the fall.

Oregon Department of Forestry,
Philomath Office 2004

7.6.h Department of Environmental Quality (DEQ) is responsible for developing a Wildfire Natural Events Action Plan for Oregon, in response to the wildfire smoke that impacted Oregon cities during the summers of 2002 and 2003. Fuel buildup and fire hazard in the Wildland Urban Interface is one of the elements of the plan. Oregon Department of Forestry is the lead agency that is currently developing pilots for how to map the Wildland Urban Interface area.

DEQ Wildfire Website, 2004
DLCD, 2004

NATURAL HAZARDS

Findings and References

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GOAL 8

RECREATIONAL NEEDS

The residents of Benton County value the land – its beauty and life-sustaining qualities.

Agricultural and forest lands provide sustenance for residents of the Willamette Valley. These lands and the larger systems of mountains, valleys, rivers and wetlands of which they are part continue to be highly prized economically, culturally, recreationally, environmentally and aesthetically.

Benton County Comprehensive Plan Value Statement

GOAL 8

RECREATIONAL NEEDS

Overview

The goals and policies included in the chapter address planning and management of parks, open space, natural areas and trail systems within Benton County.

Statewide planning directs the County to inventory recreation needs and opportunities and to develop long range plans for meeting the recreational needs of its citizens in coordination with private interests and public agencies.

The Benton County Parks System Comprehensive Plan, adopted by the Board of Commissioners in 1995, provides an assessment of the recreation resources and an outline of opportunities and implementation strategies.

The Benton County Parks Advisory Board is appointed by the Board of Commissioners to enable citizen involvement in all aspects of planning and development for natural areas and parks.

“Benton County Parks Division serves the interests and pursuits of county residents by providing access to natural, historic and recreational areas and conserving, restoring, and developing parkland investments.”

Benton County Parks System
Comprehensive Plan, 1995

Historical Perspective

In 1957, the Benton County Board of Commissioners established a parks board of citizens familiar with rural properties in Benton County and land appropriation. Following a belief that property could be acquired at little or no cost to the taxpayers, Parks Board members T.J. Starker, Margaret Hull, Dr. Quisenberry, Otto Vollstedt, Dee Simpson, and Dr. Pepper, worked countless hours identifying undeveloped sites and negotiating donations or reasonable purchases. In 1960, Benton County held six parks. Development was primarily the responsibility of the Board members who worked with volunteers and donated materials to accomplish their goals. Benton County Public Works Department was responsible for park maintenance once improvements had been made.

The first park planning effort at the County level was a preliminary report prepared in 1967 for the Benton County Planning Commission entitled Benton County Urban Area Park Plan. This document outlined general park needs for the urbanizing areas of Corvallis, Philomath, and North Albany. The report recommended a study of the entire county at a later date.

In early 1970, four additional park sites increased the size of the parks system by two and one-half times (to 245 acres). Development of these sites was considerably more complex and expensive than before. From a recommendation of the Parks Board, the Benton County Board of Commissioners established a separate parks department.

In 1974, the Parks Board developed a comprehensive parks plan. In the late 1970's the Citizens for Benton County Parks Committee was formed and worked to pass a capital improvement levy for county parks. The five-year levy provided \$100,000 per year from 1977 to 1981 for park development. The 1982 revision of the Comprehensive Parks Plan provided guidelines for park development, identified system deficiencies and recommended improvements.

During the early 1990's, a series of public needs assessments identified interest in traditional recreational activities as well as interest in conserving areas of natural and historic value. Soon after, Jackson-Frazier Wetland, Open Space Park (Fitton Green Natural Area) and Fort Hoskins were acquired.

In 1995, the Board of Commissioners adopted the Benton County Parks System Comprehensive Plan. In 2003, the Commissioners changed the name of the Parks Division to the Natural Areas and Parks Department, in response to increasing emphasis on the management and protection of natural, cultural, and historical areas.

GOAL 8

Statewide Planning Goal 8

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

Excerpt from
OAR 660-015-0000(8)

Benton County Goal

Recreational Needs

To maintain a park and open space system that represents the heritage and natural and scenic qualities of Benton County and provides outdoor recreation opportunities that contribute to healthy individuals, children, and families.

Policy Sections

- 8.1 General Policies
- 8.2 Planning/Collaboration
- 8.3 Management
- 8.4 Accessibility
- 8.5 Recreation Trail System



Beazell Memorial Forest - Meadow Enhancement

Cross-References

Additional policies related to this goal:

- Goal 2 Land Use Planning
- Goal 5 Natural Resources
- Goal 15 Willamette River Greenway

RECREATIONAL NEEDS

Policies

- 8.1.1** Benton County shall establish a policy framework for planning and managing Benton County parks and natural areas that emphasizes maintaining scenic and outdoor recreation opportunities for present and future generations, protecting and restoring significant natural and historic areas and resources, supporting sustainable growth and development, and developing collaborative partnerships with residents and others.
- 8.1.2** Benton County shall actively participate in updates of the Oregon Statewide Comprehensive Outdoor Recreation Plan, which will assist in providing current information on county and regional outdoor recreation needs and priorities.
- 8.1.3** Benton County shall maintain a distinct role and mission for county parks and natural areas that complements programs of urban service providers and places a high priority on public access to and protection and restoration of significant scenic, outdoor recreation, historic, cultural, and natural resources. Education, public awareness, and interpretive programs are integral to this mission.
- 8.1.4** Benton County shall respect private property rights and landowner concerns, maintain a good-neighbor philosophy, and develop partnerships and creative solutions that meet mutual objectives when acquiring, developing, and managing parks and natural areas.
- 8.1.5** Benton County shall work with the Forest Service and ODOT to provide public access opportunities for winter recreational activities at Marys Peak.
- 8.1.6** Benton County shall place a high priority on collaboration with citizens and others by creating and maintaining partnerships, cultivating volunteers, and promoting a sense of ownership, pride, and respect for natural, historic, recreational, and cultural resource values.

8.1 General Policies

Defined Terms

- conservation easement
- historic areas
- natural area
- open space
- restoration
- sustainable
- transportation modes

See **Appendix** for definitions



Fitton Green Natural Area

GOAL 8

8.2

Planning/ Collaboration

Associated Plans

- Oregon Comprehensive Outdoor Recreation Plan, 2004
- Benton County Parks System Comprehensive Plan, 1995
- Oregon Statewide Trails Plan
- Benton County Trails System Plan, 2003
- Corvallis 2020 Vision Statement

County Boards & Committees:

- Benton County Parks Advisory Board
- Fort Hoskins Technical Advisory Committee

Policies

- 8.2.1** When Benton County acquires new natural area or park sites, the County shall prepare management plans to provide policy direction for visitor use, maintenance, restoration and protection, interpretation, and education for these areas. These plans shall be periodically updated.
- 8.2.2** Benton County shall avoid overlap and duplication of services by coordinating its park planning and management programs with federal and state agencies, local municipalities, and other providers, recognizing the important role of multiple providers as part of a comprehensive park and open space system.
- 8.2.3** Benton County shall strive to develop a strong working relationship with the cities of Corvallis, Albany, Philomath, Adair, and Monroe, the development community, landowners, and non-profit organizations to assure protection of scenic, natural and recreational values in the urban interface area.
- 8.2.4** Benton County shall actively support unincorporated communities in developing and implementing strategic plans to incorporate scenic amenities and outdoor recreation opportunities.



Benton County Parks Advisory Board

RECREATIONAL NEEDS

Policies

- 8.3.1** Benton County shall work with volunteers, park visitors, community organizations, and public agencies to minimize conflicts among recreational users, as well as minimize recreational impacts on natural resources.
- 8.3.2** Benton County shall pursue a variety of avenues to fund, acquire, rehabilitate, and maintain County parks and facilities to maintain high standards and desired level of service.
- 8.3.3** Benton County shall make environmental, cultural and historic interpretation, education, and research key elements of the park and open space system, providing opportunities for learning and information exchange in creative and attractive ways.
- 8.3.4** Benton County shall foster relationships with Native American Tribes to enhance cultural resource opportunities.

8.3 Management

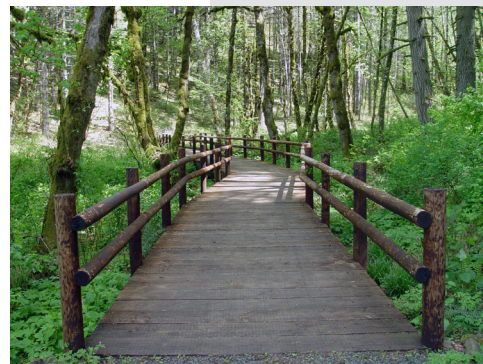


Fort Hoskins

Policies

- 8.4.1** Where appropriate, Benton County shall make its parks, natural areas, and open spaces accessible to persons with disabilities, in keeping with the American with Disabilities Act.
- 8.4.2** Benton County shall ensure that a portion of the recreational opportunities it provides are available free of charge or for minimal fee.

8.4 Accessibility



Beazell Memorial Forest

GOAL 8

8.5

Recreational Trail System



Policies

- 8.5.1** Benton County shall establish a policy framework for maintaining a network of trails that provide connections between public open space, natural areas, and communities, designed for a variety of non-motorized recreation and transportation modes.
- 8.5.2** Benton County shall coordinate with the Oregon Recreation Trails Plan in efforts to link local trails with the state trails system.
- 8.5.3** Benton County shall cooperate with landowners when developing a trail system. Emphasis will be placed on managing public access to avoid trespass and/or other impacts on private property, such as wildfires.
- 8.5.4** When feasible, Benton County shall obtain trail easements and develop trails prior to, or simultaneously with, residential development.
- 8.5.5** When siting new trails, Benton County shall prioritize locating trails independently from roadways and shall emphasize use of existing rights-of-way (such as railroad right-of-way).
- 8.5.6** Benton County shall coordinate trail planning, funding, construction, and maintenance with the Benton County Transportation System Plan as well as among all levels of government including municipalities, Oregon State University, U. S. Forest Service, Bureau of Land Management, interested organizations, and the general public.
- 8.5.7** Benton County shall continue to actively participate in efforts to develop a water trail along the Willamette River, with public lands serving as public access, while working with willing landowners to acquire access and conservation easements.
- 8.5.8** Benton County shall maintain a Comprehensive Trail System Plan that is adopted by the Board of Commissioners.

RECREATIONAL NEEDS

Findings and References

8.1 General

8.1.a The 2003-2007 Oregon Statewide Comprehensive Outdoor Recreation Plan identifies three top statewide outdoor recreation needs: (1) recreation trails and trail connectivity, (2) land acquisition, and (3) water-based recreation resources and facilities. Top funding priorities for Benton County include: (1) major rehabilitation of existing outdoor recreation facilities, (2) non-motorized trail connectivity, and (3) river corridor acquisition.

2004 State Comp. Outdoor Recreation Plan

8.1.b Parks provide intrinsic environmental, aesthetic, recreation, and positive economic benefits. They enhance property values, increase revenue from tourism, and attract homebuyers and retirees. Parks are a good financial investment.

American Planning Association, Economic Development, 2002

8.1.c Benton County has achieved wide recognition for a variety of habitat restoration projects involving state and federal agencies, natural scientists, volunteers, and non-profit organizations.

Benton Co. Natural Areas & Parks Dept.

8.1.d The Willamette River and its tributaries are central to daily life in Corvallis and Eugene.

Willamette Restoration Initiative, 1999

8.1.e In 1976, it was estimated that the economic value of anadromous fishing amounted to over \$900,000 annually in Benton County. The major anadromous fisheries occur in the Alsea system, and heaviest angling takes place on the mainstem Alsea River and on the North Fork Alsea below the hatchery.

Background Report
1979 Benton Co. Comp Plan

8.1.f Residents place a high value on the scenic qualities of the Benton County landscape, including views of farms and forestlands, mountains, rivers, and wetlands.

Background Report
1979 Benton Co. Comp Plan

8.1.g Views from improved roadways, highways, and trails are important to Benton County residents.

Background Report
1979 Benton Co. Comp Plan

8.2 Planning/Collaboration

8.2.a In 2003, the Board of Commissioners changed the name of the Benton County Parks Division to the Benton County Natural Areas and Parks Department, in response to increasing emphasis on management and protection of natural, cultural, and historical areas.

8.2.b The Benton County Parks System Comprehensive Plan adopted in 1995, establishes a policy framework for planning and managing parks and natural areas, with emphasis on: (1) growth and development and land use, including orderly and efficient transition in the urban interface; (2) open space, scenic, historic, scientific, and archeologic preservation, including education and interpretation; (3) maintaining opportunities for recreational use of scenic and recreational parkland for present and future generations; and (4) coordination, cooperation, and collaboration with others.

Benton Co. Parks System Comprehensive Plan,
1995

GOAL 8

Findings and References

8.2.c The Benton County Trails System Plan, adopted in 2003, establishes priorities for a network of trail linkages including water trails, abandoned railroad rights-of-way, rails with trails, and connections between communities and public-owned open space and natural areas.

Benton County Trail System Plan, 2003

8.2.d Benton County prepares management plans for county park sites and natural areas, including a mission statement, identification of recreation uses and activities suited to the site, and management policies and strategies.

Benton Co. Natural Areas & Parks Dept.

8.2.e The Corvallis 2020 Vision Statement envisions a green necklace of parks, scenic hillsides, natural habitats, and farm and forest lands surrounding the city.

Corvallis 2020 Vision Statement

8.2.f Benton County has been successful in collaborating and partnering with others and establishing positive working relationships with user groups, professionals, other agencies, volunteers, and non-profit groups.

Parks Board Workshop, 2004

8.2.g Federal lands: U. S. Forest Service – Marys Peak Scenic Botanical Area, Bureau of Land Management – Grass Mountain ACEC, Marys Peak ACEC, Marys Peak SRMA, Alsea Falls, Missouri Bend (Alsea River). Willamette River Parcels: scenic management areas along the main stem of the Willamette River (islands and shore lands within the Willamette River Greenway). U.S. Fish & Wildlife – Finley Wildlife Refuge. State – Washburne Wayside Park; Anderson State Park, Luckiamute State Park, E.E. Wilson Wildlife Area - Dept. of Fish and Wildlife.

Background Report

1979 Benton Co. Comp Plan

Oregon State Comprehensive Outdoor Rec. Plan

8.2.h Several miles of the N. and S. Fork Alsea River have been assessed by the Forest Service and BLM as suitable for potential addition to the National Wild & Scenic Rivers System, recognized for having scenic, fish, wildlife, and geologic values. The State has also identified the Alsea River as a potential study river. The Alsea and Lobster Creek community opposed federal or state designation of the Alsea River for scenic or wild river designation.

BLM, USFS Resource Management Plans

Alsea Public Outreach Mtg, 2004

8.3 Management

8.3.a Advanced technology, increased sales, and use of ATVs and other Off Road Vehicles are creating impacts on natural resources in rural areas, especially on federal lands. Some of the activity takes place in areas officially closed to motorized recreation.

Letter from Barry Wulff, Chair

Marys Peak Group, Sierra Club

8.3.b Trespass for hunting and target practice has historically been a problem, particularly in the Kings Valley area.

Benton Co. Natural Areas & Parks Dept.

8.3.c Increasingly trail users are experiencing conflicts. Benton County promotes the “Share the Trail” concept among mountain bikers, equestrian users, and hikers. Benton County places seasonal closures on some of its trails through private property to assure compatibility with adjacent land management activities.

Benton Co. Natural Areas & Parks Dept.

8.3.d Providing recreational access to the Willamette River faces a number of challenges, including lack of funding for management of 93 state-owned sites along the river (the Willamette Greenway has received limited financial commitment in

RECREATIONAL NEEDS

Findings and References

spite of widespread popular support) and impacts of recreational use on the natural resource base - e.g. conflict between popular swimming holes and fish refuge on hot days.

Willamette Restoration Initiative, 1999

8.3.e In 2002, the Oregon Department of Parks and Recreation adopted “A Framework for a Sustainable Future,” in response to the Governor’s Executive Order and the Oregon Sustainability Act (HB 3948). The framework outlines guiding principles and best management practices for achieving sustainability for parks and natural areas.

Oregon Dept. of Parks and Recreation
Website

8.5 Recreation Trail System

8.5.a Benton County is working toward a comprehensive system of trails including bicycle routes, walking and hiking trails, and equestrian trails. Emphasis is placed on partnerships with private property owners involving a variety of methods including easements.

Benton County Trails System Plan, 2003

8.5.b The Oregon Department of Parks and Recreation has completed a Statewide Trails Plan 2005-2014 that includes priorities for non-motorized, motorized, and water trails for regions of the state. Public forums and a telephone survey show a high interest in recreation trails in Oregon. The state acknowledges the Benton County Trails System Plan.

Oregon Dept. of Parks and Recreation
Trails Planning Program, 2004

8.5.c Economic benefits are derived directly from the development and operation of recreation trails. Direct

benefits include employment created and money spent on trails. Indirect benefits include the savings to community taxpayers when comparing the expense of trails to the expense of developing, operating, and maintaining other types of public recreational facilities.

Oregon Parks & Recreation Dept.,
Economic Benefits of Trails
Statewide Trails Planning Program, 2004

8.5.d Communities with trails often benefit in terms of improvements in corporate relocation and retention rates, since quality of life is an important factor in choosing sites for business and industry.

Oregon Parks & Recreation Dept.
Economic Benefits of Trails
Statewide Trails Planning Program, 2004

8.5.e There is an economic benefit as property values increase due to proximity to green space and increased overall community livability.

Oregon Parks & Recreation Dept.,
Economic Benefits of Trails; Statewide Trails
Planning Program, 2004

8.5.f The Mid-Willamette Connections program is a grass-roots effort that is exploring potential for better connections of communities in the Mid-Willamette Valley to the river. A water trail is proposed from Corvallis to Newberg, based on existing public lands.

Willamette Restoration Initiative, 1999

Note: These findings also are supported by results of a workshop held April 14, 2004 with the Benton County Parks Advisory Board.

GOAL 8

Findings and References

References

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- Benton County. Natural Areas and Parks Department. Fitton Green Open Space Natural Area Management Plan. 2001.*
- Benton County. Parks Division. Benton County Parks System Comprehensive Plan. 1995.*
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- Willamette Restoration Initiative. Willamette American Heritage River Program. Mid-Willamette River Connections. 2004.*

GOAL 9

ECONOMIC DEVELOPMENT

The residents of Benton County recognize the importance of education and productive work and respect the rights and needs of individuals to pursue livelihoods of their choice that offer sufficient and sustainable material reward and personal satisfaction.

Benton County Comprehensive Plan Value Statement

GOAL 9

ECONOMIC DEVELOPMENT

Overview

Benton County's economy is expected to remain stable over the next ten years. The total employment of Benton County in April 2000 was estimated to be 39,997. The total employment for April 2005 was estimated to be 40,152. This is a total growth of 0.3% over the past 5 years and an annualized growth rate of 0.08% per year.

Existing industrial sectors prominent in the county's economy are expected to decline slightly, while employment in lumber and wood products industries is expected to remain stable, with increasing emphasis on value added products.

Job loss is expected to continue in the manufacturing sector of the economy as a result of downsizing at Hewlett Packard's Corvallis site. Recent reductions have resulted in the loss of approximately 1,000 jobs. These reductions may have a multiplier effect of additional job losses around the state and in the Corvallis area.

Jobs in government, including positions at Oregon State University, the county's largest employer with approximately 8,000 employees, are expected to remain relatively flat over the next ten years (2004 -2014) according to industry employment projections from the Oregon Employment Department.

The relatively low annual average unemployment rate within Benton County is deceiving, with higher unemployment in neighboring counties as a result of the lack of entry level and affordable housing in Benton County.

The Bureau of Census and Population Research at Portland State University estimated the county's population in 2005 at 82,835 – an increase of 4,682 since the 2000 Census or a 1% annual rate of growth.

Marple's, May 2005, names the Corvallis Metropolitan Statistical Area (MSA) as the slowest growing of the 26 MSA's in the northwest.

Population projections assume that the available labor supply has been largely absorbed within the county and projected new jobs will require new residents. A 0.86% annual rate of population growth is expected between 2005 and 2010 and a 0.80% annual rate of population growth between 2005 and 2015. This translates into a county population forecast of approximately 85,721 residents in 2010, and 88,995 residents in 2015.

The number of those 62 years of age or older in Benton County continues to increase (14.3% from 1990 to 2000) at a higher rate than nationally (9.6% from 1990 to 2000). An increase in the number of people of retirement age creates an increase in the availability of employment in healthcare and social service sectors.

The population of those 18 years and under increased by only 2.6% in Benton County compared to the national increase of 10.9%. Enrollment in Corvallis School District 509J has decreased from 7,328 in 2000 to 6,842 in 2004. Enrollment in Philomath School District 17J has declined from 1885 in 2000 to 1741 in 2005.

Future growth will largely be the result of private investment decisions and new or expanded enterprise. The County is working to establish a climate that fosters private investment through its participation in cooperative economic development efforts. The County is concerned with the economic, social and environmental impacts of development.

The following policies are designed to further guide the County in meeting economic development objectives. The policies lay the framework to encourage diversified markets and sustainable business practices and support research activities, commercialization of research, workforce training, tourism, home-based businesses and an efficient transportation system.

GOAL 9

Statewide Planning Goal 9

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

Excerpt from
OAR 660-015-0000(9)

Cross-References

Additional policies related to this goal:

- Goal 2 Land Use Planning
- Goal 3 Agricultural Land
- Goal 4 Forest Land
- Goal 12 Transportation

Benton County Goal

Economic Development

To support a stable and sustainable local economy, vital to the health, welfare, and prosperity of County residents.



Courtesy of Tyee Wine Cellars

ECONOMIC DEVELOPMENT

Policies

- 9.1.1** Benton County shall work regionally and locally to promote sustainable economic development.
- 9.1.2** Benton County shall encourage the expansion of industries that bring outside dollars into the local economy.
- 9.1.3** Benton County shall encourage the retention and expansion of businesses that are committed to sustainable practices.
- 9.1.4** Benton County's local and regional transportation network should operate efficiently and effectively in order to economically move materials and products to and from markets.
- 9.1.5** Benton County shall encourage economic development activities that utilize the innovative strengths and knowledge derived from research.
- 9.1.6** Benton County shall promote tourism by encouraging preservation and enhancement of cultural, historical, and recreational resources.
- 9.1.7** Industrial and commercial uses in or near resource lands which are accessory to a resource use shall be located as near as is practical to that resource use.
- 9.1.8** Benton County shall support educational institutions and work force training programs in order to maintain an educated work force and low unemployment rates, and to meet the needs of existing and future businesses and industries.
- 9.1.9** Benton County shall support organizations in their efforts to coordinate economic development programs.
- 9.1.10** Benton County shall encourage home based businesses and shall provide standards that remove barriers and ensure neighborhood compatibility.
- 9.1.11** Benton County shall support the continuation and expansion of rail service throughout the County.
- 9.1.12** Benton County shall support Oregon State University's research efforts that improve farm and forest practices and related businesses.

9.1 General Policies

Multi-Jurisdictional Boards:

- Workforce Investment Board
- Economic Development Partnership Organization



Gathering Together Farms



Georgia Pacific - Philomath

Defined Terms

- historic resources
- resource lands
- sustainable
- sustainable economic development

See **Appendix** for definitions

GOAL 9

Findings and References

9.1.a A number of organizations within the county promote economic development and diversification of the local economy.

9.1.b Currently a number of employers sell materials and products outside the county and internationally. Diversifying markets provides stability to employers when downturns occur in the local marketplace.

9.1.c The Benton County Sustainability Policy encourages county residents to use, develop, and protect our resources at a rate and in a manner that enables people to meet their current needs and also preserve resources for future generations.

9.1.d An efficient transportation system (including ODOT highways and rail lines) is important for moving products to and from their markets and is also important to maintaining the county's economy.

9.1.e There were 54.15 patents for every 10,000 people in Benton County verses 7.7 in the U.S. Patent growth between 1990 and 2001 was 14.96% in Benton County vs. 5.9% in the U.S.

EDP Economic Facts

9.1.f In 2003, visitors spent 65.1 million dollars in Benton County. The visitors helped support 1,180 travel related jobs in Benton County.

Dean Runyan Associates,
Travel Oregon Online 2004

9.1.g Oregon Statewide Planning Goals encourage urban uses to locate within the cities urban growth boundaries in order to preserve resource lands in the county. Commercial and industrial activities are generally better suited to locations inside urban growth boundaries where urban services and a labor pool are available. However, industrial activities that relate

to natural resources should be given the opportunity to locate near the resource that is being utilized.

9.1.h Benton County has historically maintained one of the lowest unemployment rates in the state. In addition, residents have the highest education of any county in the state, with 47.4% of adults over 25 having a bachelor's degree or more.

US Bureau of Labor Statistics, May 31, 2005

9.1.i A significant portion of the nation's research in the fields of forestry and agriculture takes place at Oregon State University.

9.1.j Organizations such as the Economic Development Partnership provide economic development services and support to Benton County and the cities of Corvallis, Philomath, Monroe, and Adair Village.

9.1.k Home businesses continue to grow across the country and provide an economically viable alternative for many business start-ups.

9.1.l Rail transportation is more energy efficient than trucking and in the long term will result in a more sustainable transportation network.

ECONOMIC DEVELOPMENT

Findings and References

References

Benton County. Administrative Services Department. *Benton County Sustainability Policy*. Administrative Policy No. 02-01. 2002

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Oregon's County Populations and Components of Change, 2000-2040. April 2004.

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GOAL 10

HOUSING

The residents of Benton County recognize the importance of nurturing and sustaining public infrastructure and human systems that address adequate and affordable food, shelter, transportation, education, health care, public safety, and other vital services.

Benton County Comprehensive Plan Value Statement

GOAL 10

HOUSING

Overview

The Benton County policies on housing provide the framework within which the County manages the development of lands for residential uses. These policies provide guidance to assure that services, such as water, sewage disposal and access, are adequate and sustainable for residential development. The policies further delineate the role of the County in facilitating the availability of an affordable and quality housing stock within both urban and rural communities.

Multi-Jurisdictional Board

Linn-Benton Housing
Authority



GOAL 10

Statewide Planning Goal 10

To provide for the housing needs of citizens of the state.

Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

Excerpt from
OAR 660-015-0000(10)

Benton County Goal

Housing

To work with the cities within Benton County and other entities to meet the housing needs of County residents.



Cross-References

Additional policies related to this goal:

- Goal 2 Land Use Planning
- Goal 7 Natural Hazards
- Goal 13 Energy Conservation
- Goal 14 Urbanization

HOUSING

Policies

- 10.1.1** Lands designated for residential uses in the Benton County Development Code may be developed when found to be in compliance with all applicable State and County code provisions, including but not limited to water, septic suitability, access and natural hazards.
- 10.1.2** Benton County shall encourage sustainable construction practices such as “LEED (Leadership in Energy and Environmental Design) Certified” construction.
- 10.1.3** Benton County shall give priority to addressing affordable housing needs on residentially zoned property it owns before disposing of the property.
- 10.1.4** Benton County shall assist unincorporated communities in planning for housing needs of their residents.
- 10.1.5** Benton County shall develop standards for accessory dwelling units, considering factors such as zoning, size limitations, occupancy, and proximity to the principal dwelling.
- 10.1.6** Benton County shall continue its program of using block grant funds to provide housing rehabilitation loans for low and moderate income homeowners.

10.1 General Policies

Defined Terms

- accessory dwelling
- LEED certification
- sustainable
- unincorporated communities

See **Appendix** for definitions



GOAL 10

Findings and References

10.1.a In order for rural residential development to be sustainable, the property must have an adequate supply of potable water, be suitable for septic disposal, and have proper access.

10.1.b The Benton County Sustainability Policy encourages county residents to use, develop, and protect our resources at a rate and in a manner that enables people to meet their current needs and also preserve resources for future generations.

10.1.c The County can support creation of affordable housing when it disposes of residentially zoned surplus property. Examples of successful partnerships include Camas Commons and CoHo Cohousing.

10.1.d The 1995 Benton County Needs Assessment Survey indicated that 75% of the respondents were satisfied with their home meeting their needs. Reasons with the highest percentages regarding why their present home did not meet their needs included the house's physical condition needing repairs (30% in Greater Alsea) and being too small, (21% in Philomath).

10.1.e Accessory dwelling units can provide additional housing options in the county with limited compatibility impacts.

10.1.f Rehabilitating existing residential dwellings contributes to the supply of low and moderate income housing.

References

Benton County. Administrative Services Department. *Benton County Sustainability Policy*. Administrative Policy No. 02-01. 2002

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ECONorthwest. *Analysis of the Regional Economy and Housing for Linn and Benton Counties*. 1999.

GOAL 11

**PUBLIC FACILITIES &
SERVICES**

The residents of Benton County recognize the importance of nurturing and sustaining public infrastructure and human systems that address adequate and affordable food, shelter, transportation, education, health care, public safety, and other vital services.

Benton County Comprehensive Plan Value Statement

GOAL 11

PUBLIC FACILITIES & SERVICES

Overview

Public facilities and services provide the basic support systems for urban and rural development. These systems include water and sewer systems, storm drainage facilities, police and fire protection, health and social services, schools, and library service. Transportation is also a public facility and is addressed separately under Goal 12. The County is primarily responsible for planning for public services in non-urbanized areas.

There are several important issues relating to the provision of public facilities and services:

- a. Meeting the needs of county residents while supporting overall growth management strategies and the protection of resource lands;
- b. Maintaining health, safety, and security throughout the county;
- c. Ensuring efficient use of energy, materials and space in the provision of services and the operation of public facilities;
- d. Applying uniform standards in the design and evaluation of services for new development;
- e. Providing accessibility of services; and
- f. Cooperating and collaborating among the various providers of public services.

The following policies provide the framework for County responsibility for planning for needed services and managing the impacts of development on existing facilities and services.

County Boards & Committees

- Benton Community Health Center
- Fair Board
- Law Enforcement Review Committee

Multi-Jurisdictional Boards

- Public Health Planning Advisory Committee
- Local Public Safety Coordinating Council
- Corvallis-Benton County Library Board



Benton County Fairgrounds

GOAL 11

Statewide Planning Goal 11

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.

Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served. A provision for key facilities shall be included in each plan. Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan.

Counties shall develop and adopt community public facility plans regulating facilities and services for certain unincorporated communities outside urban growth boundaries as specified by Commission rules.

Excerpt from
OAR 660-015-0000(11)

Benton County Goal

Public Facilities & Services

To plan, develop, and maintain public facilities and services that serve the needs of Benton County in an orderly and efficient manner.

Policy Sections

- 11.1 General Policies
- 11.2 Domestic Water
- 11.3 Sanitary Sewer
- 11.4 Storm Drainage
- 11.5 Utilities
- 11.6 Law Enforcement & Fire Protection
- 11.7 Health & Social Services
- 11.8 Education
- 11.9 Public Buildings
- 11.10 Public Library
- 11.11 Fairgrounds

Cross-References

Additional policies related to this goal:

- Goal 6 Air, Water & Land Resource Quality
- Goal 8 Recreational Needs
- Goal 10 Housing
- Goal 12 Transportation
- Goal 13 Energy Conservation
- Goal 14 Urbanization

PUBLIC FACILITIES & SERVICES

Policies

- 11.1.1** Benton County shall recognize that cities are the appropriate provider of urban level facilities.
- 11.1.2** Benton County shall develop and adopt public facility plans for officially designated unincorporated communities, to ensure that the facilities function safely and efficiently.
- 11.1.3** Benton County shall manage the use of the public right-of-way.
- 11.1.4** Benton County shall strengthen functional links between Public Health, Emergency Management, and Law Enforcement to enhance emergency preparedness and response capabilities.

11.1 General Policies

Defined Terms

- community water system
- community sewage system
- Corvallis Federal Urbanized Area
- green infrastructure
- municipal water system
- public water system
- unincorporated communities
- urban growth boundaries
- watershed

See **Appendix** for definitions

Policies

- 11.2.1** Benton County shall require a conditional use permit for any new public or community water system to ensure it is adequately designed and constructed, is compatible with uses on neighboring properties, and that it will be maintained.
- 11.2.2** Benton County shall allow municipal water systems to be extended outside urban growth boundaries when found to be consistent with Statewide Planning Goals.
- 11.2.3** Benton County shall require developers to demonstrate that water supplies are adequate and sustainable for the scale of development proposed.
- 11.2.4** Benton County shall evaluate the need to provide new standards that would require public water systems in lieu of individual wells and adopt standards appropriate to address that need.

11.2 Domestic Water

GOAL 11

11.3 Sanitary Sewer

Policies

- 11.3.1** Benton County may permit the creation of community sewage systems to serve uses within the boundaries of officially designated unincorporated communities.

11.4 Storm Drainage

Policies

- 11.4.1** Benton County shall require proposed developments to address on-site and off-site stormwater runoff to minimize impacts to downstream properties.
- 11.4.2** Benton County shall use watershed management strategies and green infrastructure to reduce stormwater impacts, by utilizing and enhancing natural drainage systems, in order to ensure a healthy environment and minimize the risk of flooding.
- 11.4.3** In coordination with the cities of Corvallis and Philomath, Benton County shall develop a stormwater management plan for the unincorporated portion of the Corvallis Federal Urbanized Area that is consistent with state and federal guidelines; and, where appropriate, Benton County shall develop similar plans, or elements thereof, for other areas of the county.

PUBLIC FACILITIES & SERVICES

Policies

- 11.5.1** Benton County shall establish standards – such as encouraging collocation of wireless facilities – to minimize visual and other impacts of utilities.
- 11.5.2** Benton County shall encourage coordination between all utilities, both public and private, to minimize conflicts, cost, damage to public facilities, and future need for relocation.

11.5 Utilities



Policies

- 11.6.2** Benton County shall consider law enforcement and fire protection needs when reviewing the physical design of development plans.
- 11.6.3** Benton County shall promote crime prevention techniques to reduce the demand for public law enforcement services.
- 11.6.4** Benton County shall collaborate with the fire districts in establishing and applying uniform standards and procedures to ensure new development will be provided with adequate fire protection.

11.6 Law Enforcement & Fire Protection



Hoskins - Kings Valley Rural Fire Protection District

GOAL 11

11.7 Health & Social Services



Alsea Rural Health Clinic

Policies

- 11.7.1 Benton County shall work to increase access to health and social services, especially for those disadvantaged by age, income, or disability.
- 11.7.2 Benton County shall encourage public and private agencies to cooperate in planning and providing for health and related social services.
- 11.7.3 Benton County shall encourage and support health, mental health, and social services that are responsive to changes in demographics, socioeconomic status, and public health indicators within the county's population.
- 11.7.4 Benton County shall increase public awareness of public health emergency preparedness and encourage or require residences, businesses, and critical infrastructure facilities to increase resistance to communicable disease threats.
- 11.7.5 Benton County shall encourage health and social service providers to use methods that are based upon documented best practices, maximize resources, and promote preventive health approaches.

11.8 Education



Inavale School

Policies

- 11.8.1 Benton County and the school districts shall collaborate as part of any land use decision that impacts the districts.
- 11.8.2 Benton County and colleges and universities shall collaborate as part of any land use activities that impact these institutions.
- 11.8.3 Benton County shall encourage schools serving primarily urban areas to be located within urban growth boundaries.
- 11.8.4 Benton County shall encourage the utilization of schools, especially in rural areas, as community centers for activities such as public meetings, continuing education, recreation, and cultural events.
- 11.8.5 Benton County shall discourage locating schools adjacent to arterial and major collector roads.

PUBLIC FACILITIES & SERVICES

Policies

- 11.9.1** Benton County shall encourage the consolidation of public buildings in centralized locations to increase the convenience to the public and decrease the amount of travel between public offices.
- 11.9.2** Benton County shall encourage, through design and policy, the use of public buildings for multiple purposes.
- 11.9.3** Benton County shall encourage clustering of public uses and public services in unincorporated communities.
- 11.9.4** Benton County shall maximize energy conservation and minimize environmental impacts in the design, construction, and use of public buildings.

11.9 Public Buildings



Policies

- 11.10.1** Benton County shall continue support for the regional library system.

11.10 Public Library



Policies

- 11.11.1** Benton County shall continue to support the county's annual fair and the fairgrounds as a special events center in a rural setting.

11.11 Fairgrounds



GOAL 11

Findings and References

11.1 General

11.1.a Cities are required to develop and maintain facility master plans for public facilities within their urban growth boundaries. In addition, the County maintains urban fringe management agreements with each city.

11.1.b Existing water and sewer facilities in unincorporated communities have sometimes become a public burden, resulting in the County taking over and operating these facilities.

11.1.c Uncoordinated utility installations in the public right-of-way can result in multiple street cuts and increased public costs to maintain such facilities.

11.2 Domestic Water

11.2.a The Benton County Health Department is authorized by the state to conduct inspections of public and community water systems every 3-5 years. The Oregon Water Resources Department is responsible for ensuring the system provides (a) an adequate water supply, (b) a mechanism by which each user is assessed, and (c) assurance that the system will be installed properly and maintained.

11.2.b The state allows municipal water systems to be extended outside urban growth boundaries, i.e. to remedy a health hazard.

11.2.c Individual water wells in subdivisions have drawn down groundwater supplies and created supply problems for residents.

11.2.d Benton County is interested in the sustainable use and management of groundwater supplies. The State Water Resources Board oversees water allotment for public and community water systems.

11.3 Sanitary Sewer

11.3.a Private and publicly owned sewage treatment facilities offer an alternative to septic systems in some unincorporated communities. The County is restricted by the State as to where these systems are allowed and not allowed.

11.3.b Statewide Planning Goal 11 states that local governments shall not allow the establishment or extension of sewer systems outside urban growth boundaries or unincorporated community boundaries, or allow extensions of sewer lines from within urban growth boundaries or unincorporated community boundaries to serve land outside those boundaries, except where the new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.

11.4 Storm Drainage

11.4.a The cumulative effects of stormwater discharge from development projects can negatively impact downstream properties, water quality, and fish habitat.

11.4.b Existing watersheds and natural drainage systems that are maintained and enhanced ensure a healthy environment and minimize the risk of flooding.

11.4.c The National Pollution Discharge Elimination System (NPDES), Phase 2, requires Benton County to develop a stormwater management plan for the Corvallis "federal urbanized area" in coordination with the cities of Corvallis and Philomath. The stormwater management plan must address erosion control at construction sites, illicit discharges into the stormwater system, pollution prevention

PUBLIC FACILITIES & SERVICES

Findings and References

from municipal operations, long-term/broad-scale development effects on stormwater, and education and outreach.

11.5 Utilities

11.5.a The demand for wireless telecommunication services is growing rapidly. The infrastructure needed to support wireless telecommunication services has not kept up with consumer demands.

11.6 Law Enforcement & Fire Protection

11.6.a The physical design of rural development can impact the County's ability to provide law enforcement and fire protection services.

11.6.b Coordination between law enforcement and fire protection agencies will improve the County's ability to respond to major disasters.

11.6.c County residents can practice crime prevention techniques as a means to reduce the need for public law enforcement, such as property security, lighting, identification of possessions, and surveillance of neighboring properties.

11.6.d Insurance rates for rural areas can be kept at a minimum if adequate fire protection is provided. The International Fire Code includes minimum fire protection standards; however, the fire districts do not uniformly apply the standards.

11.7 Health & Social Services

11.7.a The elderly, low income, and disabled who reside in rural areas often have the greatest need for public health and social services. Benton County has developed health clinics in rural communities and

currently operates special transit service to these areas.

11.7.b Cooperation among public health and social service providers can result in a more efficient and comprehensive delivery system.

11.7.c 2000 census data showed that 11 percent of Benton County population identified itself as non-white, up from 8 percent in 1990. Additionally, agriculture in Benton County is attracting a growing population of migrant and seasonal laborers. The resultant changes in demographic diversity within the county will have a significant impact on the range and type of health and social service needs.

11.7.d Medical and public health science are creating new and different circumstances where the percentage of Benton County residents living with morbid obesity, diabetes, organ failure and transplants, HIV, joint replacements, blindness, mobility challenges and other problems will continue to increase. This presents new and significantly different challenges to public services and facilities than those faced in recent decades.

11.8 Education

11.8.a Reductions in state school funding have resulted in consolidation of schools, particularly those with low enrollment. Major rural land use decisions can impact the school district's ability to maintain rural schools.

11.8.b Oregon State University conducts farm and forest research activities throughout Benton County.

11.8.c Schools serving urban areas are used more frequently by the community and have more cost effective bus routes when they are centrally located.

GOAL 11

Findings and References

11.8.d Schools can serve as community centers and be used for other uses in rural communities.

11.8.e Schools located on major roads have resulted in undesirable traffic congestion and safety concerns.

11.9 Public Buildings

11.9.a Locating public offices in centralized locations is the most cost effective and convenient way to serve the public.

11.9.b Joint use and round-the-clock use of public buildings reduces the need for costly expansions or construction of new buildings.

11.9.c In outlying areas, clustering of public services is a cost effective and convenient way of serving rural residents.

11.9.d Energy conservation saves money and will likely result in less environmental impact.

11.10 Public Library

11.10.a Library patrons demand expanded collections of both traditional and electronic information resources and services. The library's taxing district funds roughly 1/3 of library services, with remaining funds from the Corvallis general fund. The buildings that house the libraries are owned by the local communities.

11.10.b The regional library includes the central library, branch libraries, bookmobile, and the mobile branch library.

11.11 Fairgrounds

11.11.a The fairgrounds provide affordable rental facilities for local businesses and residents.

11.11.b The fairgrounds support youth and family activities in partnership with Oregon State University Extension and other community partners.

References

Benton County. Administrative Services Department. *Benton County Sustainability Policy*. Administrative Policy No. 02-01. 2002

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GOAL 12

TRANSPORTATION

The residents of Benton County recognize the importance of nurturing and sustaining public infrastructure and human systems that address adequate and affordable food, shelter, transportation, education, health care, public safety, and other vital services.

Benton County Comprehensive Plan Value Statement

GOAL 12

TRANSPORTATION

Overview

The Benton County Transportation System Plan (TSP) adopted by the Board of Commissioners effective August 9, 2001, is an element of this Comprehensive Plan. The policies for Goal 12 are extracted from that TSP. The adopted TSP itself is located in a separate binder in the Community Development Department library.

In the fall of 1995, Benton County initiated a study of its transportation system to comply with the State's Transportation Planning Rule (Oregon Administrative Rule 660-12-015). This process was completed in 2001 by adoption of a Transportation System Plan and revisions to the Transportation element of the Comprehensive Plan.

This Plan element is intended to provide the framework for an efficient and effective transportation system in Benton County. Transportation policies are implemented through the County's Transportation System Plan (TSP) and the Benton County Development Code.

The Transportation System Plan and the following policies address various forms of transportation, including pedestrian, bikeways, motorized vehicles, public transportation, air and water transportation, and railroads. The objective is to achieve a balanced system that develops and utilizes each of these types of transportation.

Through implementation of these policies, the County seeks to:

- Provide choices of alternative travel modes;
- Maximize the efficiency of existing facilities;
- Intertwine quality of life, land use and transportation decision-making; and
- Provide equitably funded, safe, efficient, cost-effective mobility and accessibility to all County residents, businesses, and emergency services within and across County boundaries.

The following policies are based on information included in the Transportation System Plan, which was previously adopted as part of the Comprehensive Plan. The complete TSP exists in a separate document available at the Community Development Department.

County Boards & Committees:

- Bicycle Advisory Committee
- Roads Advisory Committee
- Special Transportation Advisory Committee
- 12 Road Districts

Multi-Jurisdictional Boards

- Linn-Benton Loop Transit Commission
- Area Commission on Transportation
- Corvallis Area Metropolitan Planning Organization (CAMPO)

Cross-References

Additional related policies :

Goal 2 Land Use Planning

Goal 5 Natural Resources

Goal 9 Economic Development

Goal 11 Public Facilities & Services

Goal 13 Energy Conservation

Goal 14 Urbanization

GOAL 12

Statewide Planning Goal 12

To provide and encourage a safe, convenient and economic transportation system.

A transportation plan shall (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.

Excerpt from
OAR 660-015-0000(12)

Benton County Goal

Transportation

The County seeks to preserve, protect, and promote the county's livability, sustainability, and vitality by:

- Providing choices of alternative travel modes,
- Maximizing the efficiency of existing facilities,
- Intertwining quality of life, land use, and transportation decision-making, and
- Providing equitably funded, safe, efficient, cost-effective mobility and accessibility to all county residents, businesses, and emergency services within and across county boundaries.

Policy Sections

- 12.1 Mobility, Circulation & Safety
- 12.2 Capital Improvement
- 12.3 Community
- 12.4 Economic Development



Monroe

TRANSPORTATION

Policies

- 12.1.1** Benton County shall develop a transportation system to facilitate appropriate travel modes including:
 - a. Providing safe interactive multi-modal facilities.
 - b. Ensuring mobility to the transportation disadvantaged.
 - c. Coordinating with local agencies and providers to expand transit services.
 - d. Seeking ways to provide public transportation choices within the commuter corridors within the county.
- 12.1.2** In order to promote the viability of rail transportation, and to facilitate its operation, Benton County should:
 - a. Minimize rail crossings of the automobile roadway system;
 - b. Maintain safe operations at rail crossings for all modes;
 - c. Minimize delays to rail operations due to conflicts with the automobile roadway system;
 - d. Discourage residential development near rail lines; and
 - e. Actively plan for and promote the idea of commuter rail service between Albany and Philomath at the earliest possible time.
- 12.1.3** Benton County shall develop plans and projects in accordance with roadway classification and functions.
- 12.1.4** Benton County shall support Oregon Department of Transportation's (ODOT) efforts to maintain highway mobility and implement access management standards.
- 12.1.5** Benton County shall ensure an adequate truck route network for hauling local farm and forest products.
- 12.1.6** Benton County shall not encourage diversion of through truck traffic from State highways onto the County system
- 12.1.7** Benton County shall ensure that major new developments provide both primary and secondary access for emergency services.
- 12.1.8** County bicycle facilities shall be developed with ongoing citizen and community involvement.
- 12.1.9** In bicycle facility planning, high priority will go to projects that complete needed links or otherwise eliminate obstacles to full use of existing facilities. Priority shall be given to completing commuter routes.
- 12.1.10** Land division rules and road standards shall address the need for bike and pedestrian accessways that ensure connections between activity centers through the use of easements or right-of-way dedication. The Oregon Bicycle and Pedestrian Plan (1995) may be used for reference in creating appropriate standards.

12.1 Mobility, Circulation and Safety

The viability of the railroad in Benton County is interdependent with the whole WPRR system. If rail service were terminated, truck traffic could increase throughout the county, depending on the reason service was terminated (obviously, closure of a mill would cease all freight movement from that location, whether by rail or by truck). This truck traffic would use the road corridors that already carry the most traffic and experience the greatest congestion. Therefore, it is in the County's interest to encourage continued rail freight service, whether or not the county ever develops as a more significant freight generator. Passenger rail service from Corvallis east to Albany or north to McMinnville and Portland is not economically viable at this point; however, the County should encourage more frequent and convenient public transit connections to existing passenger rail service, particularly when high speed rail service begins operating in the Willamette Valley.

GOAL 12

12.1 Mobility, Circulation and Safety



Policies

- 12.1.11** Where possible, community activity centers such as schools, parks, employment centers, shopping areas and major transit stops shall provide bicycle and pedestrian facilities in their site design.
- 12.1.12** Traffic impacts of development will be mitigated by requiring:
- a. A traffic analysis that identifies adverse impacts to transportation flow caused by development and demonstrates how adverse impacts will be mitigated.
 - b. Rights-of-way dedication of land where existing rights-of-way are inadequate or are needed for future roadways as development occurs.
 - c. Developers to make roadway improvements for their portion of the roadway based on: 1) existing conditions, 2) rough proportionality to the impacts of the development and 3) the functional classification of the road.
 - d. Bonding or agreement to participate in future improvements when the development has a significant impact that is identified through a traffic analysis and which impact cannot be mitigated in conjunction with or through design of the particular development.
- 12.1.13** Benton County shall seek ways to provide public transportation choices within the commuter corridors in the county.
- 12.1.14** The formation of a Transit District is the preferred means of providing intercity and rural transportation services within the region
- 12.1.15** Land use actions affecting state highways shall be consistent with the Oregon Highway Plan.
- 12.1.16** Benton County shall use volume/capacity ratios and spacing standards from the Oregon Highway Plan (OHP) for projects and development proposals affecting state highway facilities. Decisions on alternatives shall be evaluated in accordance with the OHP.
- 12.1.17** Benton County commits to making necessary transportation policy changes to the Transportation System Plan (TSP) in the next periodic review cycle as follows: existing and projected traffic volumes will be updated, and traffic capacity analysis will be changed from level of service (LOS) to volume/capacity (V/C) ratios.

TRANSPORTATION

Policies

- 12.2.1** Benton County shall maximize the useful life of existing facilities by implementing a pavement management system and evaluating how proposed uses will impact traffic circulation.
- 12.2.2** Benton County shall work towards achieving adequate and equitable long-term funding mechanisms.
- 12.2.3** Benton County shall maintain a Transportation Improvement Program.
- 12.2.4** Project scheduling shall be considered in a systematic manner, based on a priority rating process, ODOT's funding strategies, and available financial resources. Consideration shall include safety and economic factors.
- 12.2.5** Projects impacting state highway facilities are identified in the plan, but identified solutions are suggestions and will be evaluated and determined through ODOT's planning and project development process.

12.2 Capital Improvement



Alexander Bridge



Hayden Bridge

GOAL 12

12.3 Community



Policies

- 12.3.1** Benton County shall provide transportation services that preserve and protect the scenic and natural resources and rural character of Benton County to the extent possible.
- 12.3.2** The Transportation System Plan will be periodically evaluated and updated, to assure consistency with changing needs and philosophies.
- 12.3.3** When considering major transportation projects, Benton County will address the following concerns:
- a. the more energy efficient alternative shall be preferred whenever practical.
 - b. the economic analysis shall consider long-term user costs, travel time, construction costs and maintenance costs, and other economic factors.
 - c. minimizing adverse social, economic and environmental impacts shall be considered including alternative mode considerations.
 - d. transportation needs of persons with disabilities shall be considered in design of facilities.
 - e. coordination shall be pursued with adjacent governmental jurisdictions.
- 12.3.4** Benton County shall coordinate development of its transportation planning and project development with all affected jurisdictions, including federal, state, regional, county, and cities. One part of the ongoing coordination will be to notify public agency transportation providers (metropolitan planning organization, public transit operators, municipal airport, and ODOT) of the following land use actions:
- a. land use applications that require a public hearing;
 - b. subdivision and partition applications;
 - c. other applications which affect private access to roads; and
 - d. other applications within airport noise corridors and imaginary surfaces, which affect airport operations.
- 12.3.5** Comprehensive Plan amendments affecting land use designations, densities and design standards shall be consistent with capacities and levels of service of facilities identified in the Benton County TSP.

TRANSPORTATION

Policies

- 12.4.1** Benton County shall preserve and protect transportation corridors essential to the economic vitality of the county.
- 12.4.2** Benton County shall promote the use of freight rail and air service to reduce trucking activity on County roads.
- 12.4.3** In order to promote the viability of rail transportation, and to facilitate its operation, Benton County should:
 - a. Minimize rail crossings of the automobile roadway system;
 - b. Maintain safe operations at rail crossings for all modes;
 - c. Minimize delays to rail operations due to conflicts with the automobile roadway system; and
 - d. Discourage residential development near rail lines.
- 12.4.4** Benton County shall promote efficient and affordable transportation to existing regional airports (Portland and Eugene).
- 12.4.5** Major transportation facilities shall be located so as to avoid dividing existing economic farm units and urban social units, unless no feasible alternative exists.
- 12.4.6** Benton County shall cooperate with the Oregon Department of Transportation in the programming, environmental review, design, and where appropriate, construction of state highway improvement projects within the county. [Ord 91-0080]
- 12.4.7** Any proposal to designate an area for residential development within the Airport Overlay Zone's Approach Safety Zone shall be subject to an assessment of the impact of the proposed development on airport operations and expansion in accordance with the Corvallis Airport Master Plan.
- 12.4.8** Benton County shall provide for the protection of the Corvallis Airport by ensuring that lands within the surrounding area will not develop so as to conflict with airport operations or programmed expansion. [Ord 91-0080]

12.4 Economic Development



GOAL 12

Findings and References

12.1.a The Transportation Planning Rule requires the Transportation System Plan (TSP) address the following elements:

- a. A bicycle/pedestrian plan
- b. An air, rail, and pipeline plan.
- c. A transportation finance plan
- d. Policies and ordinances for implementation.

12.1.b The majority of roadway congestion will occur on the state highway system.

12.1.c Limited new road construction to improve connectivity could allow the County road system to relieve some congestion.

12.1.d Even with improved connectivity and aggressive efforts to decrease dependence on the automobile, U.S. 20 between Albany and Corvallis and U.S. 20/Highway 34 between Corvallis and Philomath will need to be widened to provide operational capacity that complies with state capacity standards for the next 20 years.

12.1.e Financial constraints will require the lowest-cost alternatives suitable for meeting the needs of the next 20 years and may require a compromise of the vision and/or goals.

References

- Alsea Community Strategic Plan*. Alsea Strategic Plan Committee. 1995.
- Benton County. *Capital Improvement Plan*.
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- City of Adair Village. *Adair Village Comprehensive Plan*. 1981.
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- City of Corvallis. *Corvallis Trails Master Plan*. 1990.
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TRANSPORTATION

Findings and References

- City of Corvallis. *Corvallis Transportation Plan*. August 1996.
- City of Corvallis. *West Corvallis Growth Management Plan*. 1995.
- City of Philomath. *Draft Philomath Strategic Plan for Economic Development: From Vision to Action*
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- City of Philomath. Philomath Transportation System Plan -1999.
- Oregon. Department of Transportation. *Oregon Bicycle and Pedestrian Plan*. Updated 1996.
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- Oregon. Department of Transportation. *Oregon Rail Plan*.
- Oregon. Department of Transportation. *Oregon Statewide Transportation Improvement Program, 1998-2001*.
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GOAL 13

ENERGY CONSERVATION

The residents of Benton County value clean air, water and healthy natural systems and recognize their importance in sustaining the quality of life that residents value for themselves, their children and grandchildren.

Benton County Comprehensive Plan Value Statement

GOAL 13

ENERGY CONSERVATION

Overview

State and national energy policy controls much of the energy situation in Benton County. In consideration of concerns about potential future problems, the citizens of Benton County can, of course, influence that policy by exercising their rights as members of the state and national electorate. In addition, citizens and their local governments can influence the situation more directly by taking action on the local level.

The purpose of this element of the Comprehensive Plan is to identify actions that Benton County can take locally to improve present and future energy prospects. These policies establish the importance of energy efficiency as a consideration in all County planning and management decisions. Through efficient and sustainable management of its own energy use and support for public energy conservation efforts, the County will serve as a leader in accomplishing this goal.

The Benton County Sustainability Policy encourages County residents to use, develop, and protect our resources at a rate and in a manner that enables people to meet their current needs and also preserve resources for future generations.

Administrative Policy
No. 02-01. 2002.

GOAL 13

Benton County Goal

Statewide Planning Goal 13

To conserve energy.

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Excerpt from
OAR 660-015-0000(13)

Energy Conservation

To conserve energy through sound planning and pursuit of sustainability.



Cross-References

Additional policies related to this goal:

- Goal 6 Air, Water & Land Resource Quality
- Goal 11 Public Facilities

ENERGY CONSERVATION

Policies

- 13.1.1** Benton County shall consider energy efficiency when making decisions affecting County operations.
- 13.1.2** Benton County shall be a leader in encouraging the development and use of local renewable energy resources and alternative energy systems.
- 13.1.3** Benton County shall encourage the use of active and passive solar systems and shall develop provisions that protect solar access for owners of existing and future buildings.
- 13.1.4** Benton County shall take advantage of reusing and recycling materials whenever possible.
- 13.1.5** Benton County shall consider life-cycle costing and implications of energy demands when making decisions.
- 13.1.6** When developing long-range plans, Benton County shall consider the energy consequences of the resulting land development patterns.
- 13.1.7** Benton County shall encourage a regional reduction in single occupant vehicles (SOV's) through mechanisms such as ridesharing, public transit, carpools, etc.
- 13.1.8** Benton County shall encourage and publicize programs that offer incentives and promote energy efficiency.
- 13.1.9** Benton County shall develop siting and design criteria that promote energy conservation for buildings, roads, and other facilities.
- 13.1.10** Benton County shall consider the environmental impacts of purchasing, recycling, and disposal of new products.
- 13.1.11** Benton County shall conduct periodic audits of their facilities for energy efficiency.

13.1 General Policies



Defined Terms

- life-cycle costing
- sustainability
- zero net energy building

See **Appendix** for definitions

GOAL 13

Findings and References

13.1.a Local governments can take a role in energy conservation.

13.1.b Reducing the county's reliance on imported non-renewable energy sources will result in a more stable economy and less vulnerability when imported energy supplies are constrained.

13.1.c Technology continues to change, providing improvements to both active and passive solar energy systems that can result in zero net energy buildings.

13.1.d Opportunities exist in County operations for reusing and recycling materials such as oils, asphalt, base rock, and metals.

13.1.e County staff would like to see an evaluation of energy impacts before community decisions are made. For example, adding a 4-way stop sign might improve intersection safety; however, the vehicles decreased fuel efficiency is rarely considered.

13.1.f Life-cycle costing evaluates the acquisition, operating, and maintenance costs over the life of the purchase.

13.1.g Plans that effectively limit development in some areas and encourage it in other areas can influence energy consumption by affecting factors such as driving distance.

13.1.h Rural county residents often commute long distances and the Department of Energy reports that Oregon uses more energy (41%) for transportation than any other use.

13.1.i Local utility providers, state and federal agencies, and other organizations often offer incentives that encourage energy efficiency.

13.1.j The siting and design of buildings, roads, and other facilities can affect the energy required to maintain such facilities.

13.1.k Disposal of products (particularly electronics) can result in an undesirable impact on the environment.

13.1.l Public utility providers offer energy audits to determine improvements that can result in energy savings.

References

Benton County. Administrative Services Department. *Benton County Sustainability Policy*. Administrative Policy No. 02-01. 2002.

Benton County. Community Development Department. *Background Reports for the Benton County Comprehensive Plan*. December 1979.

Benton County. Community Development Department. *Benton County Comprehensive Plan Value Statement*. Steering Committee, Benton County Plan Update. December 6, 2004.

Benton County. Community Development Department. *Benton County Comprehensive Plan*. Last printed October 8, 1992.

Oregon. Department of Energy. *Department of Energy Biennial Report*. 1995.

Oregon. Department of Land Conservation and Development. *Oregon's Statewide Planning Goals and Guidelines-- Goal 13: Energy Conservation*.

GOAL 14

URBANIZATION

The residents of Benton County value the rural character that still exists in much of the County, the distinction that has been maintained between settlement areas and resource lands and open spaces, and the manageable scale of the cities, towns, and rural centers.

The residents of Benton County recognize the importance of nurturing and sustaining public infrastructure and human systems that address adequate and affordable food, shelter, transportation, education, health care, public safety, and other vital services.

GOAL 14

URBANIZATION

Overview

This chapter of the Comprehensive Plan defines the overall structure within which the County works with cities and communities to accommodate growth while preserving the rural character and resource lands of the county.

State land use guidelines require that each city establish and maintain an urban growth boundary to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. Guidelines further require that these boundaries be adopted by both the city and county within which it is located.

Urban Growth Management Agreements have been established with the cities of Corvallis, Philomath, Albany, Adair Village and Monroe as the primary mechanism for coordinating planning and review of land use actions in the urban fringe.

The Corvallis Comprehensive Plan contains policies that guide development and land use both within the city limits and the urban fringe. Those policies pertaining to the Corvallis Urban Fringe were adopted by the Benton County Board of Commissioners in 1999 as part of the County Comprehensive Plan. Further information about these policies may be found in Chapter 16 - Additional Adopted Documents.

State land use guidelines also establish planning and zoning requirements for unincorporated communities outside established urban growth boundaries. Benton County is responsible for developing plans for the communities of Alpine, Alsea, Bellfountain, Greenberry, and Wren. As plans for these rural unincorporated communities are developed, they will be incorporated into the Comprehensive Plan by reference in accordance with Oregon Administrative Rules (OAR 660-22-000).



Philomath Boulevard



Kings Valley Store

Cross-References

Additional policies related to this goal:

- Goal 2 Land Use Planning
- Goal 10 Housing
- Goal 11 Public Facilities
- Corvallis Urban Fringe

GOAL 14

Statewide Planning Goal 14

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

PLANNING GUIDELINES

Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account (1) the growth policy of the area; (2) the needs of the forecast population; (3) the carrying capacity of the planning area; and (4) open space and recreational needs.

The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to such parcels.

Plans providing for the transition from rural to urban land use should take into consideration as to a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

Comprehensive plans and implementing measures for land inside urban growth boundaries should encourage the efficient use of land and the development of livable communities.

Excerpt from
OAR 660-015-0000(14)

Benton County Goal

Urbanization

To provide for an orderly and efficient transition from rural to urban land use; to accommodate urban populations and employment inside urban growth boundaries, to preserve rural character outside urban growth boundaries, and to preserve small town character.



Policies

- 14.1.1** Benton County shall coordinate planning efforts with the cities to ensure that lands within urban growth boundaries (UGB) are efficiently and effectively developed so that urban densities will ultimately result. Urban fringe management agreements will be developed and maintained to clarify implementation roles and responsibilities
- 14.1.2** Benton County shall periodically allocate county-wide population forecasts to all of its cities and unincorporated areas, in coordination with the cities. Such allocated forecasts shall be adopted in accordance with the applicable State statutes and administrative rules.
- 14.1.3** Benton County shall require all new lands added to an urban growth boundary to be designated with a minimum lot size of at least 10 acres in order to preserve the land for future urbanization.
- 14.1.4** Benton County shall work with municipalities to contain future urban development within the geographical limits of a mutually adopted urban growth boundary.
- 14.1.5** Benton County shall base establishment and change of urban growth boundaries on the following factors:
- Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and
 - Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of these categories.
- 14.1.6** Benton County shall require local governments to demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary, prior to expanding an urban growth boundary.

14.1 General Policies

Defined Terms

- unincorporated communities
- urban conversion plan
- urban fringe management agreement
- urban growth boundary (UGB)

See **Appendix** for definitions



GOAL 14

14.1 General Policies



Policies

- 14.1.7** Benton County shall evaluate changes to urban growth boundaries by considering alternative boundary locations, consistent with ORS 197.298, and with consideration of the following factors:
- a. Efficient accommodation of identified land needs;
 - b. Orderly and economic provision of public facilities and services;
 - c. Comparative environmental, energy, economic and social consequences; and
 - d. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.
 - e. Protection of productive resource lands.
- 14.1.8** Benton County shall require, as a condition of final approval, land divisions within urban growth boundaries to be accompanied by an urban conversion plan. The conversion plan shall ensure that the proposed action will not preclude future development from achieving urban densities with the necessary public facilities to support them.
- 14.1.9** Benton County shall designate unincorporated communities outside urban growth boundaries and shall develop and maintain up to date plans for the housing, facilities, and economic viability of these areas in order to preserve and enhance their rural "small town" character.
- 14.1.10** The policies of unincorporated community plans, adopted or modified by the Benton County Board of Commissioners pursuant to OAR 660 Division 22, shall be considered analogous to Comprehensive Plan policies for the particular community, and shall guide drafting of Development Code provisions specific to that community.

Findings and References

14.1 General

14.1.a Urban growth boundaries (UGB) are intended to accommodate growth and reduce pressure to urbanize rural lands. An urban fringe management agreement is one of the principal tools for the County to use when managing and coordinating growth issues with the cities.

14.1.b Urban growth boundaries are established and maintained by cities and counties to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land.

14.1.c Statewide Planning Goal 14 requires local governments to evaluate land need before establishing or changing UGBs.

14.1.d The cities and the county are required to maintain urban fringe management agreements, which describe the procedures for considering UGB expansions.

14.1.e Benton County is required to evaluate changes to UGBs consistent with Statewide Planning Goal 14 and ORS 197.298.

14.1.f County partitions and subdivisions on land within UGBs can inhibit the efficient urbanization of these areas.

14.1.g The Department of Land Conservation and Development (DLCD) uses criteria to determine which rural towns qualify as unincorporated communities. Currently Alpine, Bellfountain, Alsea, Wren, and Greenberry are officially designated unincorporated communities in Benton County.

14.1.h Oregon Administrative Rules require counties to develop unincorporated

community plans. These planning efforts help address local community issues. Unincorporated communities in Benton County provide valuable public services and meet the daily needs of rural residents.

14.1.i Rural residential lands are intended to provide rural housing opportunities for county residents.

References

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GOAL 14

Findings and References

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GOAL 15

WILLAMETTE RIVER

GREENWAY

The residents of Benton County value the land – its beauty and life-sustaining qualities.

Agricultural and forestlands provide sustenance for residents of the Willamette Valley. These lands and the larger systems of mountains, valleys, rivers and wetlands of which they are part continue to be highly prized economically, culturally, recreationally, environmentally and aesthetically.

The residents of Benton County value the rural character that still exists in much of the County, the distinction that has been maintained between settlement areas and resource lands and open spaces, and the manageable scale of the cities, towns, and rural centers.

The residents of Benton County value clean air, water and healthy natural systems and recognize their importance in sustaining the quality of life that residents value for themselves, their children and grandchildren.

WILLAMETTE RIVER GREENWAY

Overview

The Willamette River Greenway was originally established by the 1967 Oregon Legislature as a grants program to State Parks for land acquisition along the Willamette River. The Greenway evolved from a state parks and recreation program in 1970 to a corridor program in 1972. Finally, in 1973 it developed into a land use program under the joint administration by State Parks & Recreation Division, Land Conservation and Development Department and local jurisdictions, such as Benton County. Since 1970, the program has shifted its focus from park acquisition to its present cooperative planning and partnering program, accommodating many uses but limiting intensification of development. During this same time, data and understanding of the nature and values of the Greenway have undergone profound advances.

In recent years the Willamette River and Greenway have become a focal point for excellence in Benton County's quality of life. This value has developed as a consequence of several factors: increased scientific knowledge about the river system, its relationship to riparian functions and the role of the floodplain; a proliferation of recreational river use; and a growing appreciation for the scenic value of a river that meanders through diverse agricultural and urbanized lands.

Citizens increasingly support maintenance and restoration of the Willamette River as a biologically rich, dynamic, natural river system. The river provides a network of interconnected channels, sloughs, alcoves, and tributaries that offer high-quality habitat for fish. Farm and forest activities, which are highly productive in the Willamette Valley, play key roles in both the local economy and in maintaining the values associated with the river. Those roles have been honored in the development of management plans for Greenway riparian areas.

The Greenway has been enhanced by the development of flourishing communities, providing residents and others with scenic vistas and access to safe swimming, boating, fishing, picnicking, camping, water trails and riverside hiking.

Over time, uses of the river and adjacent land have expanded and altered demands for the Greenway, calling for a set of progressive policies. The following policies provide the framework for the evaluation, planning, protection, management, and collaboration required to responsibly address key issues.

The Willamette Basin Planning Atlas (Hulse, et al, 2003) and Willamette Greenway Parklands Strategy (Oregon Dept. of Parks & Recreation, 2005) have served as primary references in the development of key management concepts, including:

- Recognition of the Greenway as an integrator of Willamette Valley quality of life emphasizing a healthy river, progressive cooperative planning, and balanced economic, social and ecological values;
- The need for available water to support domestic, industrial, agricultural, recreational, and fish and wildlife uses;
- Continued need for water quality cleanup;
- Alternatives to hardened shorelines in a dynamic river system;
- Increased understanding of riparian and wetland system functions and values;
- Support for fish habitat and threatened salmonid populations;
- Importance of restoration and rehabilitation of riverine and riparian systems; and
- Meeting the demands of a proliferation of river users and recreational uses.

GOAL 15

Statewide Planning Goal 15

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

The qualities of the Willamette River Greenway shall be protected, conserved, enhanced and maintained consistent with the lawful uses present on December 6, 1975. Intensification of uses, changes in use or developments may be permitted after this date only when they are consistent with the Willamette Greenway Statute, this goal, the interim goals in ORS 215.515(1) and the statewide planning goals, as the case may be, and when such changes have been approved as provided in the Preliminary Greenway Plan or similar provisions in the completed plan as appropriate.

COMPREHENSIVE PLANS OF CITIES AND COUNTIES

Each city and county in which the Willamette River Greenway is located, shall incorporate the portions of the approved DOT Greenway Plan in its comprehensive plan and implementing ordinances and other implementation measures.

1. Boundaries: Boundaries of the approved Willamette River Greenway shall be shown on every comprehensive plan.
2. Uses: Each comprehensive plan shall designate the uses to be permitted for the rural and urban areas of each jurisdiction, which uses shall be consistent with the approved DOT Greenway Plan, the Greenway Statutes and this Goal.
3. Acquisition Areas: Each comprehensive plan shall designate areas identified for possible public acquisition and the conditions under which such acquisition may occur as set forth in the approved DOT Willamette Greenway Plan and any other area which the city or county intends to acquire.

Excerpt from OAR 660-015-0000(15)

Benton County Goal

Willamette River Greenway

To protect, conserve, restore, enhance and maintain the ecological, natural, scenic, historical, agricultural, economic, and recreational qualities and resources along the Willamette River.

Policy Sections

15.1 General Policies

15.2 Environment

15.3 Economic Resources

15.4 Recreational, Historic, and Scenic Resources



Willamette River

WILLAMETTE RIVER GREENWAY

Policies

- 15.1.1** Benton County shall cooperate, coordinate and build collaborative partnerships with State, Linn County and other neighboring county and federal agencies, non-governmental organizations, and private landowners to achieve the County's Greenway Goal.
- 15.1.2** Benton County shall accept the present County-adopted Greenway Boundary as defining the planning area within which special greenway considerations shall be taken into account and refer to this area as the Greenway Management Area. The County may periodically amend the Greenway Boundary consistent with the Greenway Goal, identified needs, and resource inventories of Greenway lands.
- 15.1.3** Benton County shall give priority to the protection, conservation and maintenance of the ecological, natural, scenic and historical qualities of lands in the Greenway Management Area when balancing uses regulated by other goals within the Greenway Boundary.
- 15.1.4** Benton County shall support agricultural uses and commercial forest operations that are respectful of the Greenway goal.
- 15.1.5** Benton County recognizes that Statewide Planning Goal 3 - Agricultural Lands and Goal 4 – Forest Lands are common land use classifications in the Greenway Management Area but that certain allowable land uses in these zones will be considered conditional or not allowable in the Greenway because of incompatibility.
- 15.1.6** Benton County shall permit intensification of uses, proposed changes in use, or development only when demonstrated to be consistent with the Willamette River Greenway Goal.
- 15.1.7** Benton County shall work with willing land owners when acquiring Greenway lands or interests in lands for scenic, conservation, recreation and access purposes.
- 15.1.8** Benton County shall convene a Greenway Advisory Team including technical experts and greenway landowners to assist the County in developing a Willamette River Greenway management plan.
- 15.1.9** Benton County shall restrict new and minimize replacement residential development in the Greenway Management Area and 100-year floodplains. The County shall also actively identify opportunities – for example, after flood damage occurs – to reverse past development of buildings and other structures within floodplains.

15.1 General Policies

Defined Terms

- biodiversity
- conditional use
- conservation
- conservation easement
- ecological processes
- ecosystem
- floodplain
- Greenway Boundary
- Greenway Management Area
- habitat
- historic resources
- meander rehabilitation
- mixing zone
- point discharge site
- post-acknowledgement amendment (PAPA)
- riparian
- water rights
- wetland

See **Appendix** for definitions

Cross-References

Additional policies related to this goal:

- Goal 2 Land Use Planning
- Goal 3 Agricultural Land
- Goal 5 Natural Resources
- Goal 6 Air, Water & Land Resource Quality
- Goal 8 Recreational Needs

GOAL 15

15.2 Environment

Policies

- 15.2.1 Benton County shall provide leadership for the protection of ecosystem services using a range of measures, including incentives.
- 15.2.2 Benton County shall develop an inventory and report addressing Greenway ecological functions and processes, resources, and needs that affect the health of the river, as the bases for developing management plans.
- 15.2.3 Benton County, in cooperation with private and public land owners, shall establish high priority areas for protection and restoration within the Greenway Management Area. High priority areas include but are not limited to confluences of major streams and side channels, alcove and island habitats, remnant riparian forests, and wetlands.
- 15.2.4 Benton County shall create partnerships with willing owners of high priority areas to achieve mutual land conservation and management goals.
- 15.2.5 Benton County shall request the Department of Environmental Quality to periodically review all point discharge sites to protect recreational users. The County shall request the DEQ to post warning notices near regulatory mixing zones that have had repeated violations.
- 15.2.6 Benton County shall focus efforts to revitalize the Greenway in those areas with less development, infrastructure, and lower population density.



WILLAMETTE RIVER GREENWAY

Policies

- 15.2.7** Benton County shall work with land owners in the Greenway Management Area to use conservation practices that minimize soil loss and land loss by protecting non-hardened river banks and low gradient gravel river margins, using non-structural means.
- 15.2.8** Benton County shall discourage landowners and the Corps of Engineers from using riprap or constructing revetments for bank stabilizing except for emergency purposes or where it can be demonstrated that non-structural solutions will likely be ineffective.
- 15.2.9** Benton County shall encourage landowners to establish flood resistant vegetation, tree groves, or their equivalent in the Greenway Management Area where soils are suitable.
- 15.2.10** Benton County shall encourage protection of the Willamette River Greenway as an intact river system with dynamic riparian gravel substrates by recognizing the benefits of gravel as essential fish habitat and the importance of subsurface water flow through gravel substrates in maintaining cool summer water temperatures.

15.2 Environment



GOAL 15

15.3 Economic Resources

Policies

- 15.3.1** Benton County shall cooperate with farm owners and federal and state agencies in promoting farm enterprises that enhance the quality of the Greenway.
- 15.3.2** Benton County shall give priority to the protection and conservation of farmland soils and will encourage farmers to retain and protect these valuable resources within the Willamette River Greenway.
- 15.3.3** Benton County shall encourage farmers and landowners within the Greenway Management Area to convert low-lying flood-prone agricultural land to natural areas in order to reduce floods, improve floodplain functions and wildlife habitat.
- 15.3.4** Benton County recognizes the protection given to mining under Statewide Planning Goal 5 but shall work with DOGAMI and mining operators to ensure that the ecological, agricultural, and recreational values within the Greenway Management Area are addressed and protected through the conditional use or post-acknowledgement amendment process for the purpose of minimizing conflicts



Courtesy of Green & White Rock Products

WILLAMETTE RIVER GREENWAY

Policies

- 15.4.1** Benton County shall request the Department of Environmental Quality to monitor and promote water quality standards for recreation within the Willamette River and its side channels.
- 15.4.2** Benton County shall take a leadership role in developing and implementing a collaborative and coordinated plan for recreational use and public access along the Willamette River Greenway. The County shall work with willing landowners to establish access to public Greenway sites and to develop trail linkages between park units and access points, using a variety of methods such as purchase, easement, and cooperative agreements.
- 15.4.3** Benton County shall foster a positive working relationship with private landowners in the Greenway Management Area to protect farmlands and other economic uses, to avoid public use impacts such as trespass, and to achieve mutual land management objectives such as protection of scenic values through incentives and cooperative programs.
- 15.4.4** Benton County shall collaborate with the Oregon State Marine Board and other public agencies to enforce no-wake zones and other regulations along existing parklands and publicly owned natural areas.
- 15.4.5** Benton County shall notify the State Historic Preservation Office and the Commission on Indian Services for review of development activities within the Willamette River Greenway to ensure preservation of historical and archaeological resources.
- 15.4.6** Benton County recognizes that the scenic qualities of the Willamette River Greenway are a treasured legacy and shall actively protect and make accessible this heritage by cooperating with appropriate public agencies and willing land owners in establishing and maintaining scenic viewpoints and interpretive facilities.

15.4 Recreational, Historic, and Scenic Resources



GOAL 15

Findings and References

15.1 General

15.1.a Goal 15 established by LCDC, clearly guides the Greenway policies. See Oregon Statewide Planning Goals and Guidelines. Goal 15: Willamette River Greenway OAR 660-015-0005, 7 pp.

Oregon Department of Land Conservation and Development. 2004.

15.1.b The Greenway boundary, published and mapped by the Oregon Department of Transportation, Oregon State Parks & Recreation Branch³ in 1976, was accepted by Benton County in the original Comprehensive Plan and again is accepted as amended in the present plan. However, boundary changes may be required because of channel shifts or other special circumstances.

A proposal for the Willamette River Greenway, Benton-Linn Counties, Oregon Department of Parks & Recreation Willamette Greenway Parklands Strategy Final Report, 2005

15.1.c Certain land uses that are permitted outright in Goal 3 Agricultural Lands and Goal 4 Forest Lands are in conflict with the Benton County Willamette River Greenway Goal and need to be treated as not allowable or conditional uses.

15.1.d Many decisions for management of the Willamette River Greenway depend on technical advice and there is a need for Benton County to have a knowledgeable advisory team that includes greenway land owners.

15.2 Environment

15.2.a Benton County recognizes that the Willamette River and Greenway Management Area can provide many ecosystem services such as flood protection,

sediment trapping, water quality enhancement, thermal cooling, and fish habitat.

15.2.b Riparian vegetation and wetlands aid in purifying agricultural and storm water runoff, while river confluences and side channels contain the greatest biodiversity. High priority areas also allow for sediment and nutrient trapping, shade, gravel accumulation, flow reduction, and flood amelioration.

Hulse, D. et al. 2003. Willamette River Basin Planning Atlas. Trajectories of Environmental and Ecological Change, 2nd Ed.

15.2.c Tools for implementing Willamette River Greenway Goals currently include easements, habitat plans, incentives, and stewardship agreements.

15.2.d DEQ relies on regulatory mixing zones to dilute end-of-pipe toxicity so as not to impair river water quality, not to kill aquatic life, and not to endanger human health. Typically, regulatory mixing zones are not permitted in recreation areas, however they are allowed along other stretches of the river. Since most of the Willamette River Greenway is considered a water trail with frequent canoe, raft, and kayak travel, special water quality monitoring is needed to protect human health.

15.2.e Non-urbanized Greenway lands have less infrastructure, less capital development, and more opportunity to provide restoration projects.

Hulse, D. et al. 2003. Willamette River Basin Planning Atlas. Trajectories of Environmental and Ecological Change, 2nd Ed.

WILLAMETTE RIVER GREENWAY

Findings and References

15.2.f A number of Greenway policies are derived from the Willamette River Basin Planning Atlas. Central to reducing soil erosion and improving fish habitat, as recommended in this Atlas, is to reconnect the river to its floodplain by reducing hardened levees and instead rely on non-structural means such as meander rehabilitation, side channel restoration, and vegetation bank stabilization to stabilize embankments and reduce flooding.

Hulse, D. et al. 2003. Willamette River Basin Planning Atlas. Trajectories of Environmental and Ecological Change, 2nd Ed.

15.2.g Tree plantations are semi-natural, often profitable, plantings that substitute for lost riparian forest; they contribute to soil retention, flood protection, and wildlife habitat.

15.2.h Gravel deposits in the river channel and in the riparian strip are integral to a healthy river and especially to fish habitat and populations.

Hulse, D. et al. 2003. Willamette River Basin Planning Atlas. Trajectories of Environmental and Ecological Change, 2nd Ed.

15.2.i Sufficient water flows within the Willamette River are necessary to support water uses such as domestic, industrial, agricultural, recreational, resident and anadromous fish populations. The viability of water dependent uses is dependent on the protection of water and irrigation access rights to the river, and the right to use irrigation equipment within the Greenway Management Area.

15.3 Economic Resources

15.3.a Farmland forms the matrix of the Willamette Valley fabric and its continuity is essential to the quality of the Greenway.

15.3.b The mild climate and fertile soils make the Willamette Valley one of the state's most productive agricultural areas.

15.3.c Educational materials, incentives, and assistance are available for converting low-lying flood-prone agricultural lands to natural areas, such as mitigation banking and conservation easements.

15.3.d Revised Goal 5, Mineral and Aggregate Resources regulating mineral and aggregate extraction allows mining of these resources while minimizing adverse impacts of extraction and processing and where there are significant conflicts, imposes an ESEE analysis to determine whether conflicting uses should be limited or prohibited. For permitted mineral and aggregate extraction activities, Benton County must work with operators to minimize damage to Greenway resources.

15.4 Recreational, Historic, and Scenic Resources

15.4.a Deteriorating water quality in the Willamette River has been documented in Hulse, D. et al. 2003. *Willamette River Basin Planning Atlas. Trajectories of Environmental and Ecological Change, 2nd Ed.* and in Oregon Parks & Recreation Department, 2005. *Willamette Greenway Parklands Strategy*. Final Report from the Task Force on Willamette River Greenway Parklands Strategy.

GOAL 15

Findings and References

15.4.b Responsibility for recreational resources is laid out in Oregon Parks & Recreation Department. 2005. *Willamette Greenway Parklands Strategy*. Final report from the Task Force on Willamette River Greenway Parklands Strategy, 70 pp. Coordination efforts should include but not be limited to the Oregon Parks and Recreation Department, Oregon State Marine Board, Linn County, the cities of Albany and Corvallis, and private landowners.

15.4.c The Oregon Parks & Recreation Department, 2005. *Willamette Greenway Parklands Strategy*. Final Report from the Task Force on Willamette River Greenway Parklands Strategy, 70 pp. recommends specific needs for access to recreation sites, priorities for acquisition and expansion, and the need for safe day use river sites. The Oregon State Parks & Recreation Department. 2002. *Willamette River Recreation Guide*. Oregon State Parks & Recreation Department and Oregon State Marine Board, 33 pp. describes the water trail program, a segment of which is planned for Benton County. This is also identified in the *Oregon Trails 2005-2014 Statewide Action Plan*.

15.4.d The Willamette River Greenway program seeks to provide suitable public access to the Willamette River and its shoreline for day-use recreation activities such as boating, fishing, swimming, and nature enjoyment, and a system of water trails along and/or near the river, in coordination with the Oregon Statewide Trails Plan and the Benton County Trails System Plan.

15.4.e The Oregon State Marine Board contracts with the Benton County Sheriff's office for law enforcement along the Willamette River.

15.4.f The State Historic Preservation Office and the Commission on Indian Services maintain an inventory of significant historical and archaeological sites throughout Oregon.

References

Allen J. et al. *Restoring the Willamette Basin: Strategic Issues and Challenges*. Willamette Restoration Initiative, 82 pp. 1999. [report providing a planning interpretation of the concomitant study by Hulse et al. 2003]

Benton County. Community Development Department. *Background Reports for the Benton County Comprehensive Plan*. December 1979.

Benton County. Community Development Department. *Benton County Comprehensive Plan Value Statement*. Steering Committee, Benton County Plan Update. December 6, 2004.

Benton County. Community Development Department. *Benton County Comprehensive Plan*. Last printed October 8, 1992.

Benton County. Community Development Department. *Benton County Comprehensive Plan [revised] Willamette River Greenway Unpublished Report*. Report prepared and amended for the original comprehensive plan, 2002.

Benton County. Natural Areas and Parks Department. *Jackson-Frazier Wetland Management Plan*. 2005.

WILLAMETTE RIVER GREENWAY

Findings and References

- Hulse, D. et al. *Willamette River Basin Planning Atlas. Trajectories of Environmental and Ecological Change, 2nd Ed.* Pacific Northwest Ecosystem Research Consortium, Oregon State Univ. Press. 2003. [definitive research summary of the environment and ecological base of the Willamette Valley, displayed in large scale format with analysis by river mile (kilometer strips)]
- Oregon. Department of Land Conservation and Development. *Goal 15: Willamette River Greenway OAR 660-015-0005.* Oregon's Statewide Planning Goals and Guidelines.
- Oregon. Department of Land Conservation and Development. *Planning for Aggregate: A Guide to Planning for Aggregate Resources in Oregon.* November 2001. 64 pp. and Appendices. [comprehensive discussion of the application of the 1996 revision of Goal 5 (OAR 660-023- et seq.) as it relates to aggregate mining]
- Oregon. Department of Transportation, Oregon State Parks & Recreation Branch. *A proposal for the Willamette River Greenway, Benton-Linn Counties, Book 3, 6 pp., River Mile Maps, Appendices.* 1976. [document displaying WRG land use boundary by river mile on photo mosaics.]
- Oregon. Parks & Recreation Department. *Willamette Greenway Parklands Strategy.* Final Report from the Task Force on Willamette River Greenway Parklands Strategy, 70 pp. 2005
- Oregon. Parks & Recreation Department. *Willamette River Recreation Guide.* Oregon State Parks and Recreation Department and Oregon State Marine Board, 33 pp. 2002. [river mile description of Buena Vista to Wheatland ferry reach]
- Rohse, M. *Land-Use Planning in Oregon.* Oregon State University Press, Corvallis. pp. 267-273. 1984. [a concise statement of the unique status of Goal 15 among other statewide planning goals]
- Sinclair, M. *Willamette River Basin – Challenge of Change.* The Willamette Partnership, 40 pp. 2005. [popular illustrated description of Hulse et al. 2003]
- Willamette Restoration Initiative. *Willamette River Water Trail Implementation Plan.* Willamette Restoration Initiative, Salem, 9pp. 2004. [short description of water trail proposal from Willamette Mission State Park to Buena Vista Ferry]
- Wing, M.G. and E. Pearson. *Willamette River and Greenway Survey.* Unpublished Report prepared for Oregon Parks & Recreation Department, 44 pp. and Appendices. 2005. [on-site and mail survey conducted by OSU students, June – Sept. 2004, under guidance by OP&RD and OSU Survey Research Center of a small number of onsite users per site and approx. 220 valid mail responses]

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ADDITIONAL ADOPTED DOCUMENTS

Comprehensive Plan Map
Goal Exceptions
Corvallis Urban Fringe Policies
Natural Features Program
Inventory of Mineral & Aggregate Sites
Adopted ESEE Analyses
Willamette River Greenway Map
Unincorporated Community Plans
Big-Game Wildlife Habitat Map
Transportation System Plan

The documents referenced in this section are officially adopted as elements of the Benton County Comprehensive Plan. Full versions of these documents are located in the Benton County Community Development Department library.

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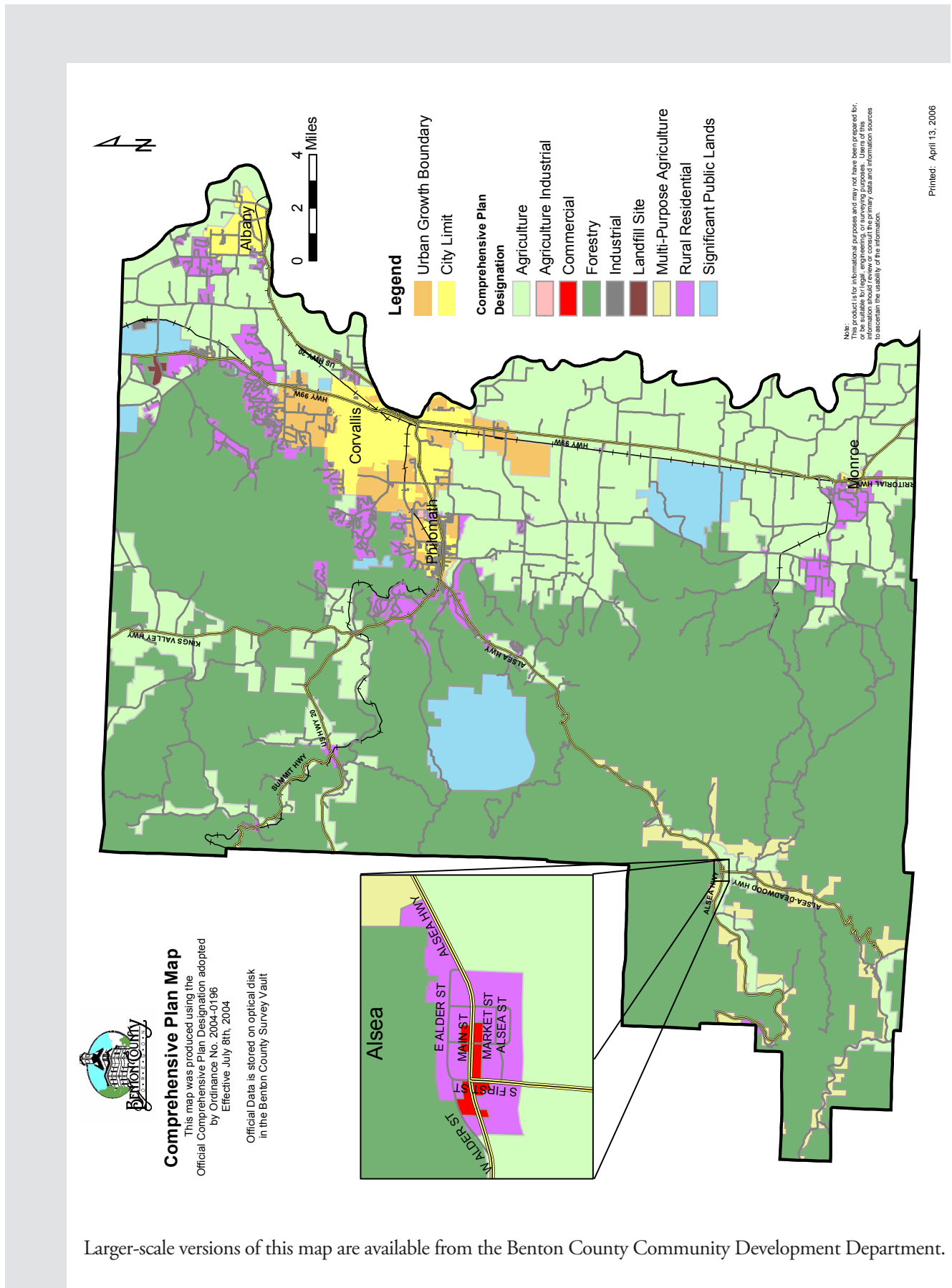
COMPREHENSIVE PLAN MAP

Comprehensive Plan Map

The Comprehensive Plan Map on the following page identifies general land use designations for all areas of the county, based on the categories of resource lands, urban growth boundaries, unincorporated communities, rural exception areas, and public ownership. Following the Comprehensive Plan Map is a legend describing the various designations.

The Zoning Map is derived from the Comprehensive Plan Map designations, applying specificity to allowed land uses and minimum sizes for creation of new lots or parcels of land.

The map on the following page is a small-scale representation of the Comprehensive Plan Map. Larger-scale printed versions are available from the Benton County Community Development Department. The official version of the Comprehensive Plan Map is in digital form; in other words, it is the geographic information system data used to create a map such as the one on the following page. This data is available from the Benton County Community Development Department.



COMPREHENSIVE PLAN MAP

Map Legend

Comprehensive Plan Map Designation	Description	Corresponding Zoning Map Designations
Agriculture	Lands designated as agricultural lands under Statewide Goal 3, to be preserved and maintained to encourage their utilization for agricultural production. These lands are designated Exclusive Farm Use on the Benton County Zoning Map.	Exclusive Farm Use
Agriculture Industrial	Lands to be used for commercial and industrial uses related to agriculture.	Agricultural Industrial
Commercial	Lands to be utilized to provide for the buying and selling of goods and services within various regions of the county. The Commercial designation is used primarily to accommodate existing commercial uses in rural areas. This designation at these locations contributes to energy conservation by providing some retail services within the rural areas.	Commercial
Forestry	Lands designated as forestlands pursuant to Statewide Goal 4, to be conserved and maintained for forest uses.	Forest Conservation
Industrial	Lands to be utilized for general industrial uses, including large scale business operations such as manufacturing.	Industrial
Landfill Site	Lands designated for solid waste disposal and other associated or complementary uses.	Landfill Site

COMPREHENSIVE PLAN MAP

Map Legend

Comprehensive Plan Map Designation	Description	Corresponding Zoning Map Designations
Multi-Purpose Agriculture	Lands designated as agricultural lands under Statewide Goal 3, to be preserved and maintained to encourage their utilization for agricultural production. Applied to certain lands in the Alsea and Lobster Valley areas, where a 20-acre minimum parcel size is appropriate when considering the predominant size of farms in the area.	Multi-Purpose Agriculture
Rural Residential	Lands outside of urban growth boundaries and unincorporated communities, for which an exception to the statewide goals has been adopted. Rural Residential lands shall be utilized to provide a variety of rural housing opportunities for the County's citizens.	<ul style="list-style-type: none"> • Rural Residential – 2-acre Minimum • Rural Residential – 5-acre Minimum • Rural Residential – 10-acre Minimum • Rural Residential – 20-acre Minimum
Significant Public Lands		<ul style="list-style-type: none"> • Public • Open Space

GOAL EXCEPTIONS

POST-ACKNOWLEDGMENT GOAL EXCEPTIONS

In 1982, Benton County adopted a Goal Exception document that was the basis for zoning of nonresource lands outside of urban growth boundaries. Below is a list of the ordinances that adopted subsequent goal exceptions. Together, the 1982 document and the subsequent goal exception ordinances constitute the Benton County Comprehensive Plan Goal Exception Element. These documents are located in a separate document from the main Comprehensive Plan, located in the Benton County Community Development Department.

Ordinance Number	Effective Date	Change*	Acres	Affected Properties
85-0004	May 17, 1985	EFU to RR	66.66	11-4-7 Tax Lots 502, 501, 500, 506, 505, 503, 590, 602, 603, 605, 604. 600, 609, 606, and 608.
85-0005	May 17, 1985	FC to RR-5	75.93	10-4-7 Tax Lots 300 (partial), 202, 601, 600, 500, 400, 700, 800, 900, and 701.
85-0007	May 31, 1985	FC to RR-10 and RR-2	57	12-6-10 Tax Lots 1200, 1300, 1400, 1500, 1600, 1700, 1701, 2200, 1802, 1805, 1804, 1803, 1801, and 2100.
85-0008	May 31, 1985	EFU to RR-10	54.77	12-6-23 Tax Lots 102, 109, 107, 106, 191, 192, 190, 105, 103, 100 and 101.
85-0009	June 14, 1985	FC-40 and EFU to RR-5	72.43	10-5-14B Tax Lots 1600, 1500, 1400, 1300, 1900, 2000, 2200, 2300, 2400, 1200, 1100, 1000, 900, 800, 700, 600, 500, 400, 300, 200, 902, 901.
85-0009	June 14, 1985	EFU to RR-10	87	10-5-14 portions of Tax Lots 100, 101, 102, 120, 122 and 124.
85-0010	June 14, 1985	RR-2 to EFU	4.18	11-5-24 Tax Lot 1401.
85-0011	June 14, 1985	EFU to RR-2	10.20	11-4-18D Tax Lots 100, 200, 300, 400, 500, 1300, 1400, 1500, 1600, 1700, 1800, 1900, 2000, 3200, 3300, 3400, 3500, 3600, 3700 and 3800.

GOAL EXCEPTIONS

Ordinance Number	Effective Date	Change*	Acres	Affected Properties
85-0012	July 5, 1985	EFU to OS; RR-5 to EFU	39.60; 3.75	11-5-31 Tax Lots 400 and 600.
85-0013	July 5, 1985	FC-40 to RR-2; RR-2 to RR-5	564.14	Numerous properties in 11-5-30 and -30B; and 11-6-25, -25A, -25C, and -25D.
85-0015	August 5, 1985	EFU to RR-5	96.68	Numerous properties in 12-5-30A and -30B.
85-0016	August 2, 1985	EFU and FC-40 to RR-5	89.39	Several properties in 12-6-21 and -21BC.
85-0019	September 6, 1985	EFU to RR-5	39.78	Several properties in 12-5-30, -30DA and -30DD.
85-0020	September 6, 1985	EFU to RR-5	14.68	Several properties in 13-5-06AD.
85-0021	September 6, 1985	EFU to RR-2	14.40	Several properties in 14-5-9 and -10.
85-0023	September 20, 1985	EFU to RR-5	22.79	Several properties along the Lane County line in 15-5-09.
85-0024	September 20, 1985	EFU, FC-40 and MPA to RR-1; FC-80 to C	7.86	Several properties in the community of Alsea.
85-0028	November 1, 1985	EFU to AI	2.00	11-6-22 Tax Lot 403.
85-0030	January 3, 1986	I/PUD to C	4.64	11-6-28 Tax Lot 201.
86-0040	October 4, 1986	EFU to I	4.00	11-5-12D Tax Lot 200.
87-0045	November 6, 1987	EFU to I	16.06	14-8-12 Tax Lots 1100 and 1200.
Order, recorded in Benton County Records at M-101306	June 15, 1988	Allow municipal sewer to serve rural industrial site.	Approx. 154	10-4-8 Tax Lots 300 and 400; 10-4-17 Tax Lots 300, 301, 302 and 400.
88-0056	October 7, 1988	EFU to AI	2.58	14-5-33 Tax Lot 300.

GOAL EXCEPTIONS

Ordinance Number	Effective Date	Change*	Acres	Affected Properties
97-0126	May 9, 1997	Allow municipal sewer to serve rural school.	8.33	10-4-35 Tax Lot 600
2000-0156	May 4, 2000	EFU to RR-5	11.42	12-6-24 Tax Lots 300 and 301.
2003-0185	June 26, 2003	EFU to C	1.4	11-5-12BA Tax Lot 400 (portion).
2005-0207	July 30, 2005	FC to RR-10	10.84	12-6-11 Tax Lot 200 (portion).

***Zone designations are abbreviated as follows:**

AI = Agriculture Industrial

C = Commercial

EFU = Exclusive Farm Use

FC = Forest Conservation

I = Industrial

OS = Open Space

PUD = Planned Unit Development

RR = Rural Residential

CORVALLIS URBAN FRINGE

Corvallis Urban Fringe Comprehensive Plan Policies

Natural Features Program

Comprehensive Plan Policies

Additional policies apply to the land in the Corvallis Urban Fringe – the area outside the city limits and inside the urban growth boundary. These policies are contained in a separate volume located at the Benton County Community Development Department.

The Urban Fringe policies were derived from the Corvallis Comprehensive Plan and were adopted by the Benton County Board of Commissioners in 1999 as elements of the Comprehensive Plan. The policies cover the fifteen applicable statewide planning goals.

Subsequent to their adoption in 1999, the Corvallis Urban Fringe policies have been amended through adoption of the Corvallis Stormwater Master Plan and the Corvallis Natural Features Program.

Natural Features Program

The Natural Features Program resulted from a five-year project to inventory and assess natural hazards and resources within the Corvallis Urban Growth Boundary, and develop a program to minimize hazards, protect resources, and ensure efficient development of the city and urban fringe. The program was developed through a collaborative effort between the City and County. Stakeholders and property owners were involved throughout the process and approximately one hundred public meetings were conducted. The result was two programs – one for City jurisdiction, one for County jurisdiction – that work in a coordinated fashion to protect steep slope and landslide hazard areas, floodplains, riparian areas and wetlands, and areas of rare habitat and significant vegetation, while at the same time preserving property rights. The County program includes policies (contained in the Corvallis Urban Fringe Policies and adopted in 2005), land use regulations (contained in the Development Code), and incentives (also in the Development Code).

ADOPTED DOCUMENTS

Inventory of Mineral and Aggregate Sites

Contents:

- a. Summary of Inventoried Sites.
- b. Ordinances for Post-Acknowledgment Plan Amendments.
- c. 1978 Publication by Oregon Dept. of Geology and Mineral Industries: Rock Material Resources of Benton County, Oregon.

Adopted ESEE Analyses

Analyses of the economic, social, environmental and energy consequences of protecting or not protecting a particular resource under Goal 5.

Contents:

- a. Jackson-Frazier Wetland ESEE Analysis; adopted effective March 3, 1991.
- b. Corvallis Urban Fringe Natural Features; adopted effective October 6, 2005.

Note: ESEE Analyses adopted in conjunction with mineral and aggregate post-acknowledgment plan amendments are included in the mineral and aggregate section of this document.

Willamette River Greenway Map

The adopted Willamette River Greenway Map, dated August 24, 1981, consists of a set of annotated aerial photographs and is located in the Benton County Survey Records Vault.

Mineral and Aggregate Sites

ESEE Analyses

Willamette River Greenway

ADOPTED DOCUMENTS

Unincorporated Community Plans

Unincorporated Community Plans

As stated in the Goal 14 chapter of this Comprehensive Plan, “The policies of unincorporated community plans, adopted or modified by the Benton County Board of Commissioners pursuant to OAR 660 Division 22, shall be considered analogous to Comprehensive Plan policies for the particular community, and shall guide drafting of Development Code provisions specific to that community.”

Contents:

- a. Alsea Community Plan. [not yet adopted]
- b. Wren Community Plan. [not yet adopted]

Big-Game Wildlife Habitat

Big-Game Wildlife Habitat Map

This map, prepared by Benton County in collaboration with the Oregon Department of Fish and Wildlife, was adopted by the Benton County Board of Commissioners, effective August 17, 1984. The map contained in the reference volume is a small-scale representation of the Big-Game Wildlife Habitat Map. Larger-scale printed versions, including the original adopted hardcopy, as well as digital versions, are available from the Benton County Community Development Department.

Transportation System Plan

Transportation System Plan

Adopted by Ordinance No. 2001-0173.
Effective August 9, 2001.

The Transportation System Plan is located in the Community Development Department library. It is also available through the Board of County Commissioners office, referenced by the ordinance number.

AMENDING THE COMPREHENSIVE PLAN

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AMENDING THE COMPREHENSIVE PLAN

Procedure for Amending the Comprehensive Plan

1. Initiation of Amendments:

- a. A Comprehensive Plan Map or Text amendment may be initiated by the Board of Commissioners, either on the Board's own volition or in response to petition from the Planning Commission, Planning Official, Citizen Advisory Committees (CACs), or private individuals.
- b. Private individuals may request a Plan map or text amendment by completing a County application form and paying the established fee.

2. Amendment Review Procedures:

- a. If a proposed amendment to the Comprehensive Plan would (A) result in or require a property to be rezoned in order to comply with the amended Comprehensive Plan, or (B) limit or prohibit a use or uses currently allowed on a property, the Planning Official shall mail notice of the proposed amendment to affected property owners pursuant to ORS 215.503.
- b. The staff will be responsible for preparing a background report which describes the proposed amendment and provides other information needed for proper consideration. This report will be forwarded to affected CACs and agencies for comment. Following public review, a full staff report will be prepared analyzing the impacts of the amendment.
- c. The Planning Commission will hold at least one public hearing before determining whether or not the application warrants approval. The Planning Commission shall either forward a recommendation for approval to the Board of Commissioners, or shall deny the proposed amendment. In the case of an application from a private individual, the applicant may appeal the Planning Commission's denial. Upon receipt of a Planning Commission recommendation or an applicant's appeal, the Board shall schedule the matter for hearing. The Board will hold at least one public hearing before adopting an ordinance amending the Comprehensive Plan. After the first reading of the ordinance to amend the Comprehensive Plan, the Board shall either deny the request or schedule the matter for a second reading.

AMENDING THE COMPREHENSIVE PLAN

Procedure for Amending the Comprehensive Plan

3. Criteria for Amendments:

a. Text Amendments:

Amendment to the text may be considered to correct an error, improve the accuracy of information, expand the data contained in the Plan, bring the Plan into compliance or more into compliance with statewide land use planning goals, or to reflect a public need in compliance with the State goals.

b. Map Amendments:

Amendments to the Plan map may be approved when compliance with all elements of the Comprehensive Plan and with statewide land use planning goals can be shown. Map amendments requiring goal exceptions shall comply with procedure and standards of OAR 660 Division 4 and State goals. [Ord 91-0080]

4. Correction of Errors:

If the Board of Commissioners becomes aware of an error in either map or text of the adopted Comprehensive Plan, the Board may cause an immediate amendment to occur to correct the error. Such a correction shall be in the form of an ordinance. Public hearings before the Planning Commission shall not be required where an amendment is intended specifically to correct an error.

APPENDIX

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DEFINITIONS

100-year flood – a flood event anticipated to occur on average once every 100 years (i.e., having a 1% chance of occurring in any given year)

aquifer – a saturated underground body of rock or similar material capable of storing water and transmitting it to wells or springs.

accessory dwelling – a dwelling secondary and subordinate to the primary dwelling on a property

agricultural qualities – mostly privately owned and associated with farming enterprises; form the matrix of the valley fabric – their continuity is critical to the quality of the greenway

amelioration – to make better or improve

Benton County Environmental Assessment Priority List – a list of areas and conditions that represent known or suspected health hazards or environmental problems in Benton County – the list is updated every year or two by the Benton County Environmental Health Division

Benton County Fire Defense Board – a coalition of local fire protection agencies including special districts and municipal departments that are working to coordinate and improve fire protection and response activities

best management practices – a preferred set of methods or practices for accomplishing a given task, which, when followed, will accomplish the task with a desired outcome – commonly used in relation to water quality; for example, roadside maintenance best management practices may prescribe mowing (rather than spraying herbicide) and ditch-cleaning during certain times of the year

biodiversity/biological diversity – the variety of living organisms within and between species, communities and ecosystems in a given area.

Citizen Advisory Committee (CAC) – committees representing citizens from designated areas throughout the county that are outside of incorporated city boundaries – the role of the CAC is to seek citizen participation throughout the county

Committee for Citizen Involvement (CCI) – committee responsible for implementing and evaluating the County's citizen involvement program – this committee is the responsibility of the Planning Commission

community water system – a public water system that has 15 or more service connections used by year-round residents, or that regularly serves 25 or more year-round residents

community sewage system – a system owned and operated by a private or non-profit entity

conditional use/conditional use permit (CUP) – process by which the County may approve a proposed use for a particular property if the use meets criteria concerning compatibility with neighboring properties and with the purpose of the zone

conservation – limiting or minimizing the use or depletion of natural resources, including such things as land, energy, water, wildlife habitat

conservation easement – a legal restriction that landowners voluntarily place on their property to meet conservation objectives, with potential for benefits including tax relief – easements can be purchased by government agencies or non-profit organizations and provide income to the landowner

DEFINITIONS

Corvallis Federal Urbanized Area

– a continuous urban area as designated by the United States Bureau of the Census having a population of at least 50,000 and an overall population density of at least 1,000 people per square mile – the Corvallis Federal Urbanized Area includes the cities of Corvallis, Philomath, and Adair Village, as well as intervening and adjacent areas

defensible space – an area around a home or structure, which is either man-made or natural, where the vegetation is modified and maintained to slow the rate and intensity of an advancing wildland fire – it also provides room for firefighters to work and helps protect the forest from becoming involved should a structure fire occur

density transfer – general concept that can be implemented in a variety of ways, all of which result in relocating development rights away from one area and increasing the development rights (i.e., density) in another area – often used to reduce development pressure on sensitive sites and correspondingly increase development opportunities on well-suited sites, thereby protecting sensitive sites while keeping the overall density unchanged

Drinking Water Protection Area

– designation to protect from contamination the surface and subsurface areas surrounding a water well, well field, or surface water source that supplies a public water system – an extension of the Wellhead Protection Program to include surface water sources – the designated protection area results from a voluntary plan developed by the operator of a public water system and Oregon Department of Environmental Quality

ecological function – physical, chemical and/or biological process(es) that constitute a definable role in maintaining the integrity of an ecosystem – as scientific understanding of ecosystems increases, the concept of ecological function evolves

ecological health – the status of an ecosystem in terms of its long-term ability to self-regulate and self-perpetuate, including maintenance of plant and animal populations

ecological process – physical, chemical and/or biological process(es) whose effects shape and form the ecosystem

ecological qualities – ecological processes, functions and services that embrace biological values such as fish and wildlife habitats and physical features e.g. channel morphology, oxbows and off-channel habitats

economic qualities – include agriculture, aggregate mining and forestry – these resources are protected by their respective statewide planning goals: Goal 3 Farming, Goal 4 Forestry, and Goal 5 Natural Resources

ecosystem – the physical and biological components and processes occurring in a given area, which interact to create a dynamic equilibrium

ecosystem services – processes by which the environment produces or regulates resources such as clean water, timber, fish habitat, and pollination of native and agricultural plants

ESEE analysis – a part of the process of planning for natural resources under Statewide Planning Goal 5, in which the County analyzes the Environmental, Social, Economic and Energy (ESEE) consequences

DEFINITIONS

of prohibiting, limiting, or allowing uses that would conflict with protection of a specified Goal 5 resource – for certain resource categories, the local government has the option of forgoing the ESEE analysis and adopting generalized provisions developed by the state

exception – see **goal exception**

FEMA - Federal Emergency

Management Agency – agency that produced the floodplain maps and promulgated the floodplain regulations which Benton County has incorporated into the Development Code

finding – a fact, determination or reason, based on existing information, which, by itself or in conjunction with other findings, leads to a particular conclusion or course of action

floodplain – the area inundated by a flood - floodplains are mapped based on hydrologic modeling of the anticipated recurrence interval or the probability of occurrence in a given year – the “100-year floodplain”, which is referenced by most Benton County floodplain regulations, is the area that would be inundated by a flood event anticipated to occur on average once every 100 years (i.e., having a 1% chance of occurring in any given year)

flow regimes – the volume of stormwater runoff (or streamflow) over time, considered in terms of a long-term pattern in a given drainage or system

goal – a desired condition or circumstance toward which the planning effort is directed; a “destination” that is by nature generalized; used to give policy direction and indicate intention

goal exception – a land use process through which a local jurisdiction justifies, based on factual evidence, that a policy embodied in a particular statewide planning goal should not apply to a particular property or set of properties – a common example is demonstrating that land developed in small-lot residential outside urban growth boundaries (UGBs) should not be subject to Goals 3 and 4, which generally require land outside UGBs to be zoned for farm or forest use

green builder – person employing design and construction practices that significantly reduce or eliminate the negative impact of buildings on the environment and occupants – such practices may include but are not limited to demolition and construction debris recycling, energy efficient design, engineered lumber, recycled-content materials, low-toxic paints and finishes, and water-conserving landscape design

green infrastructure – a strategically planned and managed network of natural areas, parks, greenways, drainage ways, conservation easements, and working lands with conservation value that supports diverse native plant and animal species, maintains natural ecological processes, sustains air and water resources, absorbs and filters storm water, and contributes to the health and quality of life for communities and people

greenspace – undeveloped lands, especially those in naturally occurring vegetation, located in and around communities

Greenway Boundary – a boundary line shown on the County Zoning Map which includes lands along the Willamette River that are necessary to carry out the purpose and intent of Statewide Planning Goal 15

DEFINITIONS

Greenway Management Area – the land and water area within the Greenway Boundary and the associated county segment of the Willamette River

groundwater – water that sinks into the soil and either moves toward a surfacing location (e.g., a spring or a stream), or is stored in slowly flowing and slowly renewed underground reservoirs called aquifers

groundwater limited areas – one of eleven areas in the northern Willamette Valley, established in 1992 by the Oregon Water Resources Commission, where additional pumping is restricted to prevent excessive water declines, restore aquifer stability, and preserve aquifers with limited storage capacity for designated high public-value uses

groundwater recharge area – the area where water soaks into the ground and enters an aquifer; the area where groundwater recharge can occur varies depending on the soil, bedrock and aquifer characteristics: areas with permeable layers overlying an aquifer experience rainfall percolating directly through to the aquifer; areas with impervious surface, shallow bedrock or impermeable clay will likely cause rainfall to move (on the ground surface or within the soil) to more permeable areas where the water can infiltrate to the aquifer

habitat – a place that provides seasonal or year-round food, water, shelter, and necessities for an organism, community, or population of plants and animals

headwaters – the upper-reaches of watersheds, where ephemeral and intermittent streams form

high priority areas – areas within the Greenway Management Area in which important ecological functions and services occur, such as sediment trapping, shade, gravel accumulation and flow reduction

historic areas – land with sites, structures, and/or objects that have local, regional, statewide or national historical significance

Historic Context Statement

– a document summarizing the history of Benton County, from Euro-American settlement through 1945, with a focus on the historical patterns of growth and development as they pertain to the built environment; the document also identifies the types and quality of historic resources, and provides an outline of preservation activities that will be undertaken in the future – the Context Statement was prepared under the guidance of the Benton County Historic Resources Commission and approved by the Board of County Commissioners

historic resources – those buildings, structures, objects, sites, or districts that have a relationship to events or conditions of the human past

historical qualities – covers a broad range of features including archeological, historic structures, remnants of past eras such as abandoned riprap and cutoff dams

hyporheic – the underground zone near and beneath a stream or river where groundwater mixes with the surface water of the stream

invasive species – plants, animals, and microbes not native to a region which, when introduced either accidentally or intentionally, out-compete native species for available resources, reproduce prolifically, and dominate regions and ecosystems –

DEFINITIONS

because they often arrive in new areas unaccompanied by their native predators, invasive species can be difficult to control – left unchecked, many invasives have the potential to transform entire ecosystems as native species are displaced

landslide – any of the various geologic hazards involving downslope movement of soil and/or rock, including earthflow, rockfall, rockslide, slump, debris flow

LEED certification – one of several certification standards developed to define “green building” and establish a common standard of measurement – the LEED (Leadership in Energy and Environmental Design) Green Building Rating System is a voluntary, consensus-based national standard for developing high-performance, sustainable buildings

life-cycle costing – a method of evaluating alternative building projects and products based on initial, operating, and maintenance costs over the economic life of the project, including disposal

mass movement – the downslope movement of earth material in response to gravity, including falling rock, soil creep, earth flow, slumping, landslide and debris-flow (landslide mixed with streamflow)

meander rehabilitation – restoring a river’s natural tendency to establish a migrating, sinuous channel

mitigation – reducing the impact of an event or activity, or reducing the potential of an event occurring – for example: planting a hedge could mitigate the visual impact of an industrial use, installing an engineered retaining wall when excavating on a steep slope could mitigate the risk of landslide

mitigation banking – a program for offsetting impacts to wetlands at a landscape or watershed scale, wherein a property owner is allowed to negatively impact a wetland in one location in exchange for the property owner paying into a “bank” that subsequently pays to create, restore or enhance wetlands elsewhere

municipal water system – a system owned and operated by a municipality that distributes potable water through pipes

natural area – land and/or water that has substantially retained its natural character and that, even if altered in character, is important as habitat for plant, animal or aquatic life, for the study of its natural historical, scientific or paleontological features, or for the appreciation and enjoyment of its natural characteristics

natural hazard – natural events or processes that can harm people, property and/or environmental quality – both the risk of natural hazards occurring and the potential for an occurrence to cause harm are affected by human land use activities

nonpoint source – any source of pollution that does not result from a discharge at a specific, single location or point source (such as a pipe) but generally is distributed by runoff, precipitation, groundwater flow, or atmospheric deposition

open space – consists of lands used for agricultural or forest uses, and any land area that, if preserved and continued in its present use, would achieve the following:

- a. conserve and enhance natural or scenic resources,
- b. protect air or streams or water supply,
- c. promote conservation of soils, wetlands, or other natural functions,

DEFINITIONS

- d. enhance the value to the public of parks, forests, wildlife preserves, natural areas or sanctuaries or other open space,
- e. conserve landscaped areas such as public or private golf courses that reduce air pollution and enhance the value of abutting or neighboring property, or
- f. promote orderly urban development

open space tax deferral – the assessed value of lands with open space uses having public benefits is determined to be less than fair market value (Note: Benton County does not offer a general open space tax deferral program.) Property owners may qualify for more specific programs such as the Wildlife Habitat Conservation and Management Plan special assessment program, in which farm or forest tax rates may be maintained for property that is converted from those resource uses to wildlife habitat through a plan approved by Oregon Department of Fish and Wildlife.

point (source) discharge site – a discernable, confined, and discrete conveyance, including but not limited to a pipe, ditch, channel, tunnel, conduit, well, discrete fissure, container, rolling stock, concentrated animal feeding operation, vessel or other floating craft, or leachate collection system from which pollutants are or may be discharged – point source does not include agricultural storm water discharges and return flows from irrigated agriculture [from DEQ Administrative Rules]

policy – a course of action or statement of priority selected from among alternatives, and in light of given conditions and findings, to guide and influence present and future decisions

pollution – the addition to water, air, or soil of matter or energy that has a negative or injurious impact to human, plant, or animal life

post-acknowledgement plan amendment (PAPA) – an amendment to the Comprehensive Plan adopted subsequent to LCDC’s acknowledgment of the County’s Comprehensive Plan (which occurred on Feb. 5, 1987) – the term is most frequently used in relation to the procedure for adding a mineral or aggregate site to the list of significant resources, allowing mining and possibly protecting the mine from conflicting uses

pre-disaster mitigation plan – a plan for determining areas that are vulnerable to natural disasters and for determining ways to reduce or eliminate injuries, loss of life, and property damage; also emergency preparedness

primary structure – a structure containing or relating to the primary use of a property; for example, in a residential zone, a dwelling would be a primary structure; in an industrial zone, a warehouse or factory would be a primary structure – distinguished from “accessory structure”

properly functioning condition – state of the physical, chemical and biological aspects of watershed ecosystems that will sustain healthy native fish and wildlife populations

public water system – a system for the provision to the public of piped water for human consumption, when such system has more than three service connections, or supplies water to a public or commercial establishment that operates a total of at least 60 days per year, and is used by 10 or more individuals per day. Public water system can

DEFINITIONS

also be a system that provides water to the public through constructed conveyances other than pipes serving at least 15 service connections or regularly serving at least 25 individuals daily at least 60 days of the year. A public water system can be either a Community Water System, a Transient Non-Community Water System, a Non-Transient Non-Community Water System or a State Regulated Water System.

Community Water System is a public water system that has 15 or more service connections used by year-round residents, or that regularly serves 25 or more year-round residents.

Non-Transient Non-Community Water System (NTNC) is a public water system that is not a Community Water System and that regularly serves at least 25 of the same persons over 6 months per year.

Transient Non-Community Water System is a public water system that serves a transient population of 25 or more persons.

State Regulated Water System is a public water system, which serves 4 to 14 service connections or serves 10 to 24 people. Monitoring requirements for these systems are the same as those for Transient Non-Community water systems.

recreational qualities – boating, water trails, camping, picnicking, swimming and general enjoyment; public access being key to Greenway recreational use

regulatory mixing zone – a river reach in which, rather than imposing strict end-of-pipe concentration requirements for NPDES, water quality permits are relaxed for conventional and toxic discharges

resource land – land with existing or potential resource value for uses such as forestry, agricultural, unique natural or scenic areas, etc.

restoration – reestablishment of pre-disturbance habitat functions and related physical, chemical, and biological characteristics, for the purpose of increasing native species density and diversity and/or improving naturally occurring ecosystem processes

riparian area – the zone of interaction between a waterbody and the adjacent land in which processes on land affect the waterbody and vice-versa – examples of these interactions include but are not limited to: erosion of land causing sedimentation in the waterbody; the moderating effect of the waterbody on adjacent soil and air temperature; vegetation on the land shading the waterbody and thereby maintaining cooler water temperatures; water and land combining to form highly valuable habitat for numerous wildlife species

Safe Harbor – an optional course of action for satisfying Goal 5 process requirements to identify and protect Goal 5 resources, usually involving a more simplified process such as applying standard setback requirements or determining significance based on existing listings, mapping, or other documentation of significance

scenic area – land that is valued for its aesthetic appearance

significant – in its specific sense, this term refers to a resource that has been determined to be of substantial value to the community, region or state, through a procedure specified in Goal 5

statewide planning goals – goals that express the state's policies on land use and related topics, such as natural resources – local comprehensive plans must be consistent with the statewide planning goals

DEFINITIONS

structural fire protection – protecting dwellings and accessory buildings as distinguished from wildfire abatement

sustainable/sustainability

– simultaneously meets environmental, economic, and community needs throughout the county – using, developing, and protecting resources at a rate and in a manner that meets the current needs of people, maintains natural systems in the short and long term, and does not compromise the ability of future generations to meet their needs (from Benton County Sustainability Resolution)

sustainable economic development

– improvement to an economy – not necessarily involving growth – that achieve economic and social goals over the long term and adheres to the following principles:

conservation of resources and protection of the environment

ensuring human health and welfare

quality of life is at least as important as standard of living

retaining local dollars within the local economy

tax deferral – a preferential property tax rate, such as that applied to land in commercial farm or forest use

transportation modes – categories for the means by which people and goods are transported, including: automobile, foot, bicycle, mass transit, rail, air, etc.

unincorporated communities – defined in OAR 660-022-0010 as a settlement with the following characteristics:

- a. made up primarily of lands subject to an exception to Statewide Planning Goal 3, Goal 4, or both;

- b. either identified in a county's acknowledged comprehensive plan as a "rural community", "service center", "rural center", "resort community", or similar term before this division was adopted (October 28, 1994), or it is listed in the Department of Land Conservation and Development's January 30, 1997 "Survey of Oregon's Unincorporated Communities";
- c. located outside the urban growth boundary of any city;
- d. not incorporated as a city; and
- e. meets the definition of one of the four types of unincorporated communities in sections (6) through (9) of this rule, and included the uses described in those definitions, prior to the adoption of this division (October 28, 1994)

urban conversion plan – a plan showing how a parcel can ultimately be developed at urban densities, including natural features, utility corridors, roads, and other urban facilities

urban fringe management

agreement – a formal agreement between Benton County and one of the four cities located in Benton County, detailing responsibilities and procedures relating to land use within the urban fringe of the city

urban fringe – the area outside of city limits and inside the urban growth boundary of a city

urban growth boundary – for each incorporated city, a boundary established to define the land area needed to accommodate 20 years of growth of the city – the location of the UGB is agreed to by the affected city and county(ies); only lands within the UGB are potentially eligible for annexation to the city

DEFINITIONS

water rights – a right to use the publicly owned waters of the state of Oregon, granted by the Oregon Water Resources Department: all water, whether surface water or groundwater, is publicly owned; to use water, the user must apply for a water right, obtain a permit to use the water, begin use of the water, and then have a water rights examiner report on how and where the water is being used; if the water has been used according to the provisions of the permit, a water right certificate is issued based upon the report findings – certain uses are exempt from needing a water right, such as domestic wells not exceeding a certain usage

watershed – all the land area that drains to a given point – typically, the term is used to denote the area drained by a given river or stream; the watershed includes all land from the ridgetop to the mouth of the stream

water trail – a designated and signed route of travel along a river providing access, landing, picnic and camping sites to allow people in small boats to explore a waterway – a segment of the Willamette River Water Trail extends from River Mile 72 to 107

wetland – an area of land in which the soil is saturated for a sizable portion of the year, resulting in ecological processes that contribute to water quality and wildlife habitat – wetlands are generally identified by: the presence of water at the ground surface during a portion of the growing season; soils that show evidence of repeated, long periods of saturation; and vegetation adapted to life in saturated conditions

Willamette River Greenway

Management Plan – a plan that outlines the preferred management practices within and along the Willamette River Greenway

zero net energy building – a building that is capable of producing as much energy as it uses

zone – a governmental designation applied to land, defining the uses that are allowed and not allowed, and typically containing standards for the uses and subdivision of the land

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