

LAND CONSERVATION AND DEVELOPMENT COMMISSION  
ACKNOWLEDGMENT OF COMPLIANCE

City of Aurora

DATE RECEIVED:  
June 3, 1982

DATE OF COMMISSION ACTION:  
January 27-28, 1982

ADDITIONAL MATERIAL SUBMITTED:  
November 17, 1982

I. REQUEST

Acknowledgment of Compliance with the Statewide Planning Goals for the comprehensive plan and implementing measures.

II. SUMMARY OF RECOMMENDATIONS

Staff:

Recommends the Commission acknowledge Aurora's Comprehensive Plan and implementing measures.

Local Coordination Body:

Marion County recommends acknowledgment of Aurora's Comprehensive Plan and implementing measures (see letter attached).

FIELD REPRESENTATIVE: Greg Winterowd  
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LEAD REVIEWER: Dan Heffernan  
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COORDINATOR: Keith Liden  
Phone: 588-5038

Date of Report: January 7, 1983  
February 1, 1983 (pp. 3, 7, 17 and 21)

Note: On amended pages, deletions are bracketed; additional material is underscored.





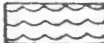
FIGURE 4



# AURORA

SCALE 1"=800' NORTH  
UGB

## COMPREHENSIVE PLAN MAP

-  Low Density Residential
-  Medium Density Residential
-  Commercial
-  Light Industrial
-  Flood Plain

## III. BACKGROUND INFORMATION

Geography:

The City of Aurora is located at the northernmost end of Marion County, east of Interstate Highway 5 and midway between Portland and Salem. Aurora is primarily a residential community. Its economy is dependent on agriculture, retail sales and the nearby Aurora Airport.

Governing Body

City Council--Mayor and four members.

Population

2000	-	1,146 (Projection)
1980	-	523
1970	-	306
1960	-	274
1950	-	242
1940	-	228

Plan and Implementing Measures

<u>Document</u>	<u>Date of Adoption</u>
Ordinance 272, Aurora Revised Comprehensive Plan	October 26, 1982
Aurora State Airport Master Plan	June 1976
Ordinance 261, Aurora Plan Amendment Ordinance	January 1982
Ordinance 270, Aurora Zoning Ordinance	October 1982
Ordinance 264, Aurora Subdivision Ordinance	January 1982
Ordinance 271, Aurora Historic Preservation Ordinance	October 1982
Marion County Ordinance 626 adopting Aurora's Revised Plan and UGB	June 1982
Marion County/Aurora Urban Growth Boundary and Policy Agreement	June 1980
Marion County Zoning Ordinance 602	May 13, 1981

## IV. FINDINGS

General Overview

Aurora has made significant changes to its comprehensive plan in response to the continuance requirements and suggestions made by the staff when the plan was first resubmitted in June (see letter attached). The City has [to] addressed all Goal requirements.

There has been a long standing debate in the community revolving around two key issues--the boundary and mobile homes. These issues were resolved by shrinking the boundary and by providing for mobile homes in home subdivisions and parks. The City assumes mobile homes will be developed at a higher density than other housing in the community. However, because Aurora does not have a sewer system, a package sewage system will be necessary for this development to occur.

Previously Approved Goals

On March 20, 1981, the Commission found Aurora's Plan to be in compliance with Goal 13. Amendments submitted on June 3, 1982 and revisions to these amendments submitted on November 17, 1982 do not conflict with that action. Goals 3 and 15-19 are not applicable to Aurora.

Applicable Goals:

## GOAL 1: CITIZEN INVOLVEMENT

Requirement

Adopt policies that provide for continuing involvement of citizens in all phases of the planning process.

Response

Aurora's Plan is amended to include a policy to provide ongoing opportunities for citizen involvement. Plan Policy B-1 states:

"The City will continue an active involvement program to include citizens in all phases of the planning process including post acknowledgment."

Conclusion: The City of Aurora complies with Goal 1.

## GOAL 2: LAND USE PLANNING

Requirement

1. Amend the plan to provide an adequate factual base (including inventories and identification of issues and problems) for the requirements addressed in Statewide Planning Goals 2, 4-12 and 14.

Response

Aurora's Plan was amended to include a substantially expanded information base. Chapter II of the plan, titled Background Information and Findings, is found on pages 9-83. The chapter includes an analysis of problems and issues for all applicable Statewide Planning Goals. It contains inventories of physical and socio-economic conditions in Aurora. Projections of future needs for housing, employment, public facilities and other urban amenities are presented.

Requirement

2. Amend the plan to provide revised projections of future population growth that are based on justified assumptions and supported by sound analysis.

Response

The plan was amended to contain a revised population projection for Aurora of 1,146 for the year 2000. This figure is 1,854 people less than the projection previously submitted. It is based on an annual growth rate of four percent. This rate is lower than the growth rate projected by Marion County and the Mid Willamette Valley COG for Aurora. The County and COG projections were based on the belief that Aurora would construct sewers in the immediate future. The City selected the lower growth rate because the City has no funds to build a sewage system and construction grants will not be available in the foreseeable future (Plan, p. 16).

Marion County adopted a resolution to revise their projection for Aurora consistent with Aurora's projection (Marion County Resolution of December 1, 1982, Plan, Appendix D).

Requirement

3. Amend the plan to use the revised population projections as the factual base from which the needs for urbanizable land, housing and public facilities and services are evaluated.

Response

Aurora's Plan was amended to use the revised projection as the basis for all planning in the UGB. Housing needs and land needs for residential and commercial land, park facilities and other public facilities are based on this projection.

Requirement

4. Adopt mandatory policies to meet the requirements set forth in Statewide Planning Goals 1, 2, 4-12 and 14.

Response

Aurora's Plan was amended by organizing all plan policies in Chapter III, titled Policies. Plan policies are clearly labeled to differentiate them from plan objectives. All plan policies are mandatory. Policies address all applicable Statewide Planning Goals.

Requirement

5. Amend the plan to provide plan designations and a plan map or some other process by which the plan's policies can be applied to appropriate areas and be used "as a basis for all decisions and actions related to the use of land" (Goal 2).

Response

Aurora's Plan was amended to include a Comprehensive Plan Map (Plan, p. 89). The map shows the precise location of the UGB. All plan map designations are clearly labeled and defined.

Requirement

6. Adopt policies to establish a schedule and a program for the periodic review of the plan and for its amendment when necessary. Such policies must ensure citizens and affected governmental agencies the opportunity to be involved in the review and amendment process.

Response

Aurora's Plan was amended to include the following plan policies that address this requirement.

- C1\* - The City will update its comprehensive plan at least every five years until the year 2000.
- C2 - The City will involve citizens and concerned local, state and federal agencies in the plan update process.
- C3 - When construction is approved and funding obtained for a public sewer system, the City will initiate a plan update in which population estimates and land use needs are re-evaluated.

- C5 - The City Council will adopt procedures and criteria for reviewing applications for plan amendment which are submitted in the period between major plan updates. These will be in compliance with all applicable state requirements.

Source: Aurora Comprehensive Plan, pages 84 through 85.

- \* Policy numbers were assigned by DLCD. Policies are numbered chronologically under each major policy heading.

#### Requirement

7. Amend the plan and Zoning Ordinance to provide implementation measures that are consistent with and adequate to carry out those policies adopted in statement 4, above.

#### Response

Aurora's Zoning and Subdivision Ordinances were amended to contain provisions that implement plan policy. The Aurora Plan also contains standards that will be used to implement plan policy (e.g., parks standards).

Conclusion: The City of Aurora complies with Goal 2.

While the published population projection for Aurora is different in the County's plan and the City's plan, the County's December 1, 1982 resolution demonstrates the City and County are in agreement on this issue.

### GOAL 4: FOREST LANDS

#### Requirement

1. Amend the plan to provide information showing whether Goal 4 applies to the City. This information may be derived from inventories and analysis done to meet the requirements of Goals 5 and 14.
2. If Goal 4 is found to apply to the City, adopt policies and implementing measures to conserve forest lands for forest uses.

#### Response

The Aurora Plan was amended to include a map of soils in the Aurora planning area (Plan, p. 33). A discussion of forest lands is included in the plan (Plan, p. 31-35). The plan states that several soil types in Aurora have high forest suitability ratings. However, with the exception of the City park, parts of Mill Creek and Pudding River floodplains and a gully in the northwest corner of the UGB, there are no forest lands in the UGB. The park, gully and floodplains are planned for open space (see Goal 5).

Since no significant forest land is included in the UGB, the City did not adopt policies or implementing measures to conserve forest lands.

Conclusion: The City of Aurora complies with Goal 4.

#### GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

On March 30, 1981, the Commission denied Aurora's request for acknowledgment. This action occurred after adoption of OAR 660-16-000. Therefore, the rule applies to Aurora's resubmitted plan.

#### Requirement

1. Amend the plan to provide an inventory of the location, quality and quantity of the applicable resources specified in Goal 5. Applicable resources include all of those listed in Goal 5 except wilderness areas, Oregon recreation trails and wild and scenic waterways. Open space, fish and wildlife habitat, water areas and historic sites and structures are found in the UGB.

#### Response

A discussion of Aurora's Natural Resources is on pages 36 to 38 and on pages 55 to 62. The plan contains findings that the following resources are not present in Aurora: mineral and aggregate resources; significant natural areas; outstanding scenic views; energy sources; cultural areas; wilderness areas; recreation trails; wild and scenic waterways.

Open Space: Aurora's open space resources are identified on page 37 of the plan. They include undeveloped farm land in the UGB, the floodplains of Mill Creek and the Pudding River, a steep ravine in the northwest part of the UGB, the City Park and Aurora Trout Pond. Plan findings demonstrate that the undeveloped farm land and the Aurora Trout Pond are not significant resources. The floodplain, ravine and City Park are considered significant.

There are no conflicting uses affecting the City Park or the Pudding River and Mill Creek floodplains. However, the ravine is located in an area designated for residential use[;]. [d]Development in the ravine would affect its open space character. This conflict is resolved by special development standards. The ravine is subject to slope and soil hazards which limit development suitability. The plan contains provisions that restrict development in areas with these hazards. These provisions have the effect of protecting the ravine's open space character and resolving the use conflict.

Fish and Wildlife Habitat: The only important habitat area found in Aurora's UGB is riparian habitat adjacent to the Pudding River (Plan, p. 36). The plan contains a finding that no critical spawning or rearing habitats occur in the UGB. The plan does not identify any conflicting uses. The area is subject to floodplain zoning which only allows recreation and agricultural uses.



Water Areas: Aurora is situated near Mill Creek and the Pudding River. A small part of the UGB is tangent to the Pudding River. There are no significant watersheds or wetlands in the boundary. The City's most important water resource is groundwater. The only potential conflicting use is urban development which could affect groundwater quality. The plan states that DEQ's double drainfield requirement assures that contamination of groundwater from septic system failures does not occur (also see Goal 6 and Goal 11).

Historic Sites and Structures: The Aurora Colony Historic District lies within Aurora's UGB. The plan contains a map of the district. The 21 sites and structures in the district that are considered most important are shown on the map and are listed in the plan (Plan, pp. 59-61). A comprehensive inventory of all sites in the District has not been undertaken. The district and the 21 sites and structures listed in the plan are considered significant resources.

Uses which may conflict with Aurora's many significant historic resources include external alterations, demolitions and new construction anywhere within the historic district. Procedures to evaluate the impact of conflicting uses and to resolve them are discussed later in this report.

#### Requirement

2. Adopt policies and implementing measures that are adequate to protect the resources identified in the plan's inventory and that provide a process for resolving conflicts with identified resources.

#### Response

Aurora's Plan was amended to include the following plan policies:

- E2 - The City will encourage plans for development which include preservation of open space areas.
- E3 - The City supports the implementation of the Fish and Wildlife Habitat Protection Plan for Marion County developed by the Oregon Department of Fish and Wildlife.
- F1 - The City will encourage the Aurora Colony Historical Society to conduct a complete property inventory within the historical district necessary to implement a historical preservation ordinance before the next plan update. In the absence of city financial resources, this must be a volunteer effort unless federal survey and planning grant monies again become available.
- F2 - The City will adopt a historical preservation ordinance to protect identified historical resources from demolition or inappropriate alteration and to review new construction to assure compatibility with the historical character of the district.

The City has adopted implementing measures to preserve significant open spaces resources. The Aurora Floodplain Zone (FP) only permits farming and public park and recreation facilities outright. Boat landings and private recreation facilities not requiring structures greater than 2,000 square feet of floor area are permitted conditionally. Residential uses are not permitted except as an accessory use to farming.

The City Park and forested ravine are in areas designated for residential use and are zoned R-1. Duplexes and single family dwellings are allowed outright in this zone. Parks are also permitted outright. As noted earlier, the City's development provisions for hazard areas limit conflicts for the open space in the ravine.

Fish and wildlife habitat occurs in the Mill Creek and Pudding River floodplains. The development limitations imposed by the City's Floodplain (FP) Zone limit conflicts for the fish and wildlife habitat in the floodplain.

Aurora has adopted a Cultural Resources Ordinance to protect its historic resources. Ordinance 271 identifies and protects cultural resources. The ordinance applies to all property in the Aurora Colony Historic District. It may be applied to other landmarks and sites outside the district (Historic Preservation Ordinance, p. 1).

The ordinance establishes a five-member Cultural Resources Management Commission. The Commission is empowered to conduct a comprehensive survey of all property covered by the ordinance, to adopt guidelines for designating cultural resources and to adopt standards for reviewing development proposals. The Commission is also empowered to review and comment on developments that may conflict with identified resources and to approve or disapprove all or part of applications for building permits for cultural resources throughout the City. In all these matters the ordinance requires coordination with SHPO (Ordinance 271, pp. 3-4).

The ordinance designates the 21 sites listed in the plan's inventory of historic resources as cultural resources. Section 2.040 of the ordinance describes how other sites may be added to the list of cultural resources. Article III of the ordinance sets forth procedures to examine prospects to demolish or alter a cultural resource or to develop or alter any property in the District.

Section 3.010 makes it unlawful to alter or demolish any cultural resource without approval in advance from the Cultural Resources Commission. The permitting procedure is described in Section 3.020. Applications for demolition or alterations must be decided on within 30 days of submittal. However, the Commission may delay a request for demolition of a designated cultural resource for up to 180 days to seek alternatives. The section also requires coordination of all decisions with the State Historic Preservation Office (SHPO). Penalties for violating the provisions of the ordinance include fines of up to \$500 (Ordinance 271, pp. 6-9).

The ordinance does not contain specific standards for evaluating demolition, alteration or new construction proposals. However, the City has made a verbal commitment to SHPO to work with them in establishing needed standards before the next plan update. The plan contains a policy to this effect (Plan, p. 94).

#### Conclusion

The City of Aurora complies with Goal 5.

The City has inventoried all Goal 5 resources. Significant resources are historic resources, open space, water areas and fish and wildlife habitat. Policies and implementing measures establish a program to protect significant resources. The City is committed to adopt necessary standards to implement its Historic Preservation Ordinance.

#### Suggestion for Improvement

Before the next plan update, coordinate with the State Historic Preservation Office to refine the inventory of historic resources in the Historic District and adopt more specific standards for review of development proposals within the district.

### GOAL 6: AIR, WATER AND LAND RESOURCE QUALITY

#### Requirement

1. Amend its plan to provide an inventory of air and water quality and to identify sources of air and water pollution.

#### Response

Aurora's Plan was amended to include an inventory of local air and water quality (Plan, pp. 38-39). The plan states there are no major point sources of air pollution in Aurora. The only air quality problem noted is haziness caused by field burning and/or temperature inversions.

The plan identifies Highway 99E and the Aurora Airport as noise problems. The plan recommends that setback provisions and noise buffers be used to mitigate problems along the highway. The only potential threat to water quality identified in the plan is septic failures. There is no evidence that the lack of a sewer system has affected the quality of the City's groundwater or surface water resources (Plan, p. 40).

Aurora adopted the state prepared Airport Master Plan. This plan contains provisions to mitigate airport related noise problems (Plan, p. 39).

#### Requirement

2. Adopt policies to protect air, water, land quality and solid waste in accordance with applicable state or federal environmental-quality statutes, rules and standards.

Response

Aurora's Plan was amended to include policies that commit the City to adhere to state and federal environment standards for air, water and land resources (Plan, pp. 87-90). Plan Plicies E5-E8 address noise quality. They commit the City to comply with state noise regulations (Plan, p. 89).

Requirement

3. Adopt a policy to coordinate the planning for disposal of solid waste with Marion County.

Response

Aurora's Plan was amended to include the following Public Facility policy: The City will support Marion County in its efforts to manage solid waste disposal (Plan, p. 102).

Conclusion

The City of Aurora complies with Goal 6.

The City has inventoried air and water and land resource quality and adopted policies to comply with state and federal environmental standards. Plan Policy I-11 demonstrates the City's commitment to coordinate solid waste planning with Marion County.

## GOAL 7: NATURAL DISASTERS AND HAZARDS

Requirement

1. Amend its plan to provide a precise inventory of areas subject to natural disasters and hazards.

Response

Aurora's plan was amended to include an expanded discussion of natural hazards (Plan, pp. 28-35 and 37-40). The plan discusses flood hazard, slope hazard and soil limitations in the UGB. A plan map of the Pudding River and Mill Creek floodplains is on page 45. A map of areas with slopes greater than 25 percent is on page 47. A map showing areas with development limitations associated with soils is on page 51. The ravine in the northwestern part of the UGB is shown to have development limitations due to steep slopes and unstable soils. Table 11 on pages 49 and 50 lists all soils in the Aurora UGB and indicates their development limitations. A map showing the approximate locations of all soil types is on page 21.

Requirement

2. Amend its plan to make mandatory those policies regarding flood hazards.

Response

Plan Policy E11 reads:

The City will prohibit any urban development within the 100-year floodplain. These areas will be preserved as agricultural land or open space (Plan, p. 91).

Requirement

3. Adopt mandatory policies governing areas subject to other natural hazards identified in the inventory.

Response

Plan Policy E12 reads:

The City will restrict, and when necessary, prohibit construction of structures on slopes with a 25 percent or greater gradient or on soils which either pose a threat to structural stability or lack adequate permeability to support a septic system (Plan, p. 91).

Requirement

4. Adopt ordinance provisions or other measures to implement the policies adopted according to item 3 above.

Response

Aurora's Plan also contains the following implementing action statements to protect against hazards:

- The City will provide accurate and current information to the public on all floodplains, steep slopes and unstable soils within the UGB.
- The City will adopt a floodplain overlay zone which restricts urban development in flood hazard areas.
- The City will require a licensed engineer's assessment of design and structural techniques necessary to mitigate potential hazards associated with steep slopes or unstable soils.

Source: Plan, p. 91.

The City's Floodplain Zone (FP) prohibits urban development in the floodplain. Minimum lot size in the FB Zone is 40,000 square feet.

Residential development is only allowed in conjunction with farm uses. Buildings may only be constructed in areas that will not be inundated by potential flood waters. Utilities must be flood proofed (Zoning Ordinance, p. 19).

Conclusion

The City of Aurora complies with Goal 7.

All land outside city limits are zoned EFU by Marion County. By resolution, Marion County has pledged not to rezone these lands for other uses. Before development can occur, they must annex to the City. The County's flood and geologic provisions apply to unincorporated areas of the UGB.

## GOAL 8: RECREATION

Requirement

1. Amend its plan to provide an evaluation of the community's needs for recreational facilities now and in the future.

Response

Aurora's Plan was amended to include an inventory of existing park and recreation facilities and a projection of future needs (Plan, p. 53). The plan states that sometime in the late 1980's, the City will need another park. The plan proposes that a community park be developed in the Mill Creek flood plain since this land is not suitable for urbanization.

Requirement

2. Adopt mandatory policies to plan for the community's recreational needs.

Response

Aurora's Plan contains three policies that address park and recreation needs. Policies are mandatory. They commit the City to provide additional park and recreation facilities consistent with state park and recreation standards, to seek out new sources of revenue to acquire, develop and maintain park facilities and to explore the acquisition of land in the Mill Creek/Pudding River floodplain for a future park site (Plan, p. 92).

Aurora's subdivision ordinance requires dedication of land or money to a park development fund (Subdivision Ordinance, p. 20-21).

Conclusion

The City of Aurora complies with Goal 8.

## GOAL 9: ECONOMY OF THE STATE

Requirement

Amend its plan to provide an adequate factual base regarding areas suitable for increased economic growth and activity and amend policies and implementing measures as may be necessary in light of that information.

Response

The Aurora Plan was amended to include an expanded discussion of the community's economic needs. The amount of land needed for commercial and industrial uses is projected based on existing ratios of land area to population (Plan, p. 22). On this basis, the City determined it would need 26 acres for new commercial uses and 42 acres for new industrial uses during the planning period.

Areas suitable for economic expansion are evaluated (Plan, pp. 63-66). The plan states there are 18 acres of vacant land in the City adjacent to Highway 99 designated for commercial use. Another 49 acres are designated commercial/industrial south of town on Highway 99. Proximity to the highway and railroad make this land well suited to commercial and industrial uses. Another site of about ten acres is designated for light industry at the north end of town. This site is also between the railroad and Highway 99. All land in the City that is planned for commercial or industrial use is zoned for that use. Outside the city limits, City and County zoning is consistent with plan designations for commercial and industrial areas.

The plan contains four policies that address economic development (Plan, pp. 95-96). Plan policies encourage development at the Aurora airport and expansion of business in the town.

Conclusion

The City of Aurora complies with Goal 9.

## GOAL 10: HOUSING

Requirement

1. Amend its plan to provide an accurate and consistent factual base, including an inventory of buildable lands and an assessment of the need for various types of housing.

Response

Aurora's Plan has been amended to include an expanded housing element (Plan, pp. 17-21 and 66-68). The plan discusses Aurora's existing housing mix and future housing needs. The plan projects the City will need an additional 240 dwelling units by the year 2000. The future mix of housing types will include fewer single family dwellings and more multifamily units (Plan, p. 66). The following table shows the City projected housing and residential land needs.

	<u>Single Family</u>	<u>Multifamily</u>	<u>Mobile Homes</u>	<u>Total</u>
Percentage	63%	20%	17%	100%
New Units	152	48	40	240
Assumed Density*	1.9/Acre	2.85/Acre	8.7 Acre	
Acres Needed	80	15	5	100

\* Units per gross acre based on DEQ estimates for drain field requirements. Does not include land needed for streets and utilities.

(Source: Aurora Plan, p. 20.)

The City's calculation assumes that six (6) new apartments will be added above existing new commercial uses. This results in a demand for 15 acres for multifamily instead of 20 acres. The City assumes a much higher density for mobile homes because they anticipate new mobile home development will have a package sewage treatment system (Plan, p. 18).

In addition to the 100 acres needed to accommodate housing, a 25 percent street and utility easement factor is added on, bringing the total land need for residential uses to 125 acres (Plan, p. 19).

Aurora set aside 100 acres for single family and duplex dwellings and 25 acres set aside for mobile homes and multifamily housing (Plan, p. 27). The 25 acres for multifamily and mobile homes is considered sufficient to meet the need for these housing types for three reasons. First, duplexes are permitted outright in other residential areas. Given the large lot requirements in Aurora, a substantial amount of the City's multifamily need will be accommodated in duplexes. Second, the City's Commercial Zone permits apartments above the first floor. The City anticipates there will be some apartment conversions above existing commercial uses in the downtown. Lastly, the plan assumes major mobile home development will be constructed using a package sewer treatment system thereby allowing higher density development than would be allowed with septic systems (Plan, p. 26).



Requirement

2. Adopt mandatory policies to provide for the housing needs identified in the factual base.

Response

Aurora's Plan was amended to include eight housing policies (Plan, pp. 97-98). Two policies are especially important to this requirement. They are:

- H1 - The City will encourage the construction of a variety of housing types including single family units, duplexes and mobile homes, although large lot development will be necessary until a public sewer system is constructed.
- H6 - The City will encourage the provision of adequate rental housing and an adequate supply of housing for the elderly.

Requirement

3. Amend its Zoning Ordinance to allow multifamily dwellings and mobile homes outright in one or more zones, or to allow them as conditional uses subject to clear and objective standards for approval consistent with the Commission's Housing Policy.

Response

Aurora's Zoning Ordinance permits duplexes outright in the R-1 and R-2 Zone. Apartments are permitted outright in the C-1 Zone on the second floor or higher if they are above a commercial business.

Triplexes are permitted outright in the R-2 Zone. Mobile homes are permitted outright in mobile home parks or subdivisions in the R-2 zone. Standards for siting of mobile home parks and subdivisions are clear and objective (Zoning Ordinance, pp. 22-25).

Requirement

4. Amend its Zoning Ordinance to establish standards for minimum lot area and residential densities that are consistent with each other and that are consistent with those densities required by the plan's policies.

Response

Aurora's Zoning Ordinance contains two residential zones; the Single Family Zone (R-1) and the Two Family Zone (R-2). Minimum lot sizes in the zones are 7,500 square feet in the R-1 and as small as 5,000 square feet for a duplex in the R-2 Zone (Zoning Ordinance, pp. 9-10). However, because the City lacks a sewer system, the maximum density for new residential dwellings is about three units/acre for attached dwellings and about two units per acre for single family homes (Plan, p. 20).

Objection

1000 Friends of Oregon submitted a letter objecting to Aurora's request for acknowledgment in July of 1982. They [have] reviewed the revised Aurora Plan during the recent special review period and have withdrawn their objection (Personal Communication, Lidwein Rahman, 1000 Friends of Oregon Staff, January 5, 1983).

Conclusion

The City of Aurora complies with Goal 10.

Compliance with the Goal is based on the assumption that Aurora's mobile home needs can be met in mobile home subdivisions at higher densities than soil septic limitations will allow. Development can only occur at higher densities if a "package" treatment system is constructed. However, these systems are expensive and there is no analysis in the plan that demonstrates their economic feasibility in Aurora. If Aurora is not able to meet its mobile home needs under this approach between now and its next plan update, the plan must be revised to meet the need for this housing type in some other way.

Suggestion for Plan Improvement

1. In the period before plan update, the City will need to monitor mobile home development proposals to see whether mobile home needs are being met as provided for in the plan.
2. Before the next plan update, amend the City's Zoning Ordinance to incorporate the limitations imposed on development by drainfield requirements. At present, these standards are only contained in the plan.

## GOAL 11: PUBLIC FACILITIES

Requirement

1. Amend its plan to identify what levels of public services are needed and are planned for the City in the planning period.

Response

Aurora's Plan was amended to include a public facilities element (Plan, pp. 68-75). The element discusses existing and planned improvements for sewer, water, storm drainage, solid waste, schools, police and fire, street lighting and health services. The most important need facing the City is to acquire a sewer system. A system has been designed that will cost between 2 and 2.5 million dollars. The City does not have the ability to pay for this system now. They have made a policy commitment to build a sewer system by 1991 (Plan, p. 99).

Requirement

2. Adopt policies committing the City to provide those types and levels of public services that it has identified as appropriate. (A copy of the Commission's paper "Common Questions on Urban Development" is enclosed.)

Response

Aurora's Plan includes 19 public facility policies (Plan, pp. 98-104). Some of the more important policies include:

- I1 - The City will actively pursue completion of a public sewer system by 1991.
- I5 - Guided by the water facilities plan, the City will extend water mains and construct storage facilities as needed to accommodate increased population growth.
- I8 - The City will require future development to include adequate storm drainage facilities.
- I11 - The City will support Marion County in its efforts to manage solid waste disposal.

Requirement

3. Amend the plan to specify programs and measures by which the appropriate types and levels of public services will be attained.

Response

The plan cites the following programs and measures to guide the placement of public facilities.

Sewer: Aurora Wastewater Facility Plan Encon Corporation, 1976. Possible finding sources: FmHA, Municipal Bonds, Community Development Block Grant, Property Taxes, hook up and development fees.

Water: Water System Evaluation and Master Plan, Westech Engineering, 1980. Sources of funding: same as for sewers.

Storm Drainage: Aurora Subdivision Ordinance storm drainage improvement requirements. Funding: developer paid.

Schools: North Marion School District J-15, facility improvement plans. Funding: property taxes and bond measures.

Solid Waste: Chemeketa Region Solid Waste Management Program, June 1974.

Requirement

4. Amend its Zoning Ordinance to allow public facilities in those districts that require such facilities.

Response

Aurora's Zoning Ordinance was amended to permit utility transmission facilities and public buildings in all zones. Public maintenance, storage or repair facilities are not allowed in the R-1 or R-2 Zones but are allowed in the C1 and M-1 Zones (Zoning Ordinance, Sections 3.130(3), 3.150(2), 3.310(1) and 3.510(1)).

Conclusion

The City of Aurora complies with Goal 11.

## GOAL 12: TRANSPORTATION

Requirement

Amend its plan to adopt mandatory policies regarding modes of transport suitable to meet the needs of the transportation disadvantaged.

Response

Aurora's Plan was amended to include the following plan policy.

- J1 - The City will encourage the development of a public transportation service to meet the needs of those who are transportation disadvantaged. The City will work closely with the County in this effort (Plan, p. 105).

Conclusion

The City of Aurora complies with Goal 12.

## GOAL 14: URBANIZATION

Requirement

1. Amend its plan to provide adequate findings regarding the seven factors that must be considered in establishing or amending a UGB. These findings must utilize information derived from meeting the requirements of Goals 2, 10 and 11.
2. Amend its plan to show that the location and extent of the present UGB are supported by the findings called for in statement one above; or, reduce the UGB as may be necessary in light of those findings.

Response

Aurora reduced the size of its UGB by 562 acres from its previous submittal. The plan was amended to include a breakdown of land in the UGB (Plan, pp. 17-29). The plan indicates the UGB includes 365 acres. The City contains 124 acres. The other 241 acres are under Marion County's jurisdiction. About 117 acres of land are developed and 248 acres are vacant. The vacant acreage includes 37 acres of land with development hazards, leaving 211 acres vacant and suitable for urban uses (Plan, p. 24).

The following table compares net land needs with vacant land supply for residential industrial and commercial uses.

	<u>Acres Available</u>	<u>Acres Needed</u>	<u>Surplus</u>
Residential	132	125	7
Commercial	33	26	7
Industrial	46	42	4
Total	<u>211</u>	<u>193</u>	<u>18</u>

(Plan, p. 27)

The plan includes findings to justify the location of the UGB based on the seven factors in the Goal (Plan, pp. 25-26). Two-thirds of the UGB lie between the Southern Pacific Railroad and the Pudding River floodplain. The remaining area to the north includes the Aurora Colony Historic District and extends toward the Aurora State Airport. These features provide natural buffers between urban uses and the rich farm land east and west of Aurora.

The plan contains a policy that requires changes to the UGB be based on consideration of the seven factors outlined in the Goal. Plan policies also encourage efficient conversion of urbanizable land to urban uses by requiring access to urban services for land annexed to the City (Plan, p. 87). All land in the UGB, but outside the city limits, is zoned EFU (personal communication, Ken Brown, Marion County Planning, December 28, 1982). It will retain this zoning until the land is annexed to the City (Marion County Resolution, December 3, 1982).

Requirement

3. Amend the plan to indicate the precise location of its UGB.

Response

The Aurora Comprehensive Plan map on page 29 shows the precise location of Aurora's UGB.

LAND CONSERVATION AND DEVELOPMENT COMMISSION  
ACKNOWLEDGMENT OF COMPLIANCE

City of Aurora

DATE RECEIVED: June 30, 1980      DATE OF COMMISSION ACTION: March 20, 1981

I. REQUEST

Acknowledgment of Compliance with the Statewide Planning Goals for the comprehensive plan and implementing measures.

II. SUMMARY OF RECOMMENDATIONS

Staff:

Recommends that the Commission deny Aurora's request for acknowledgment because the City has failed to comply with Statewide Planning Goals 1, 2, 4-12 and 14, and recommends that the City be given a Planning Extension to October 1, 1981 to complete required plan and implementing measure revisions.

Local Coordination Body:

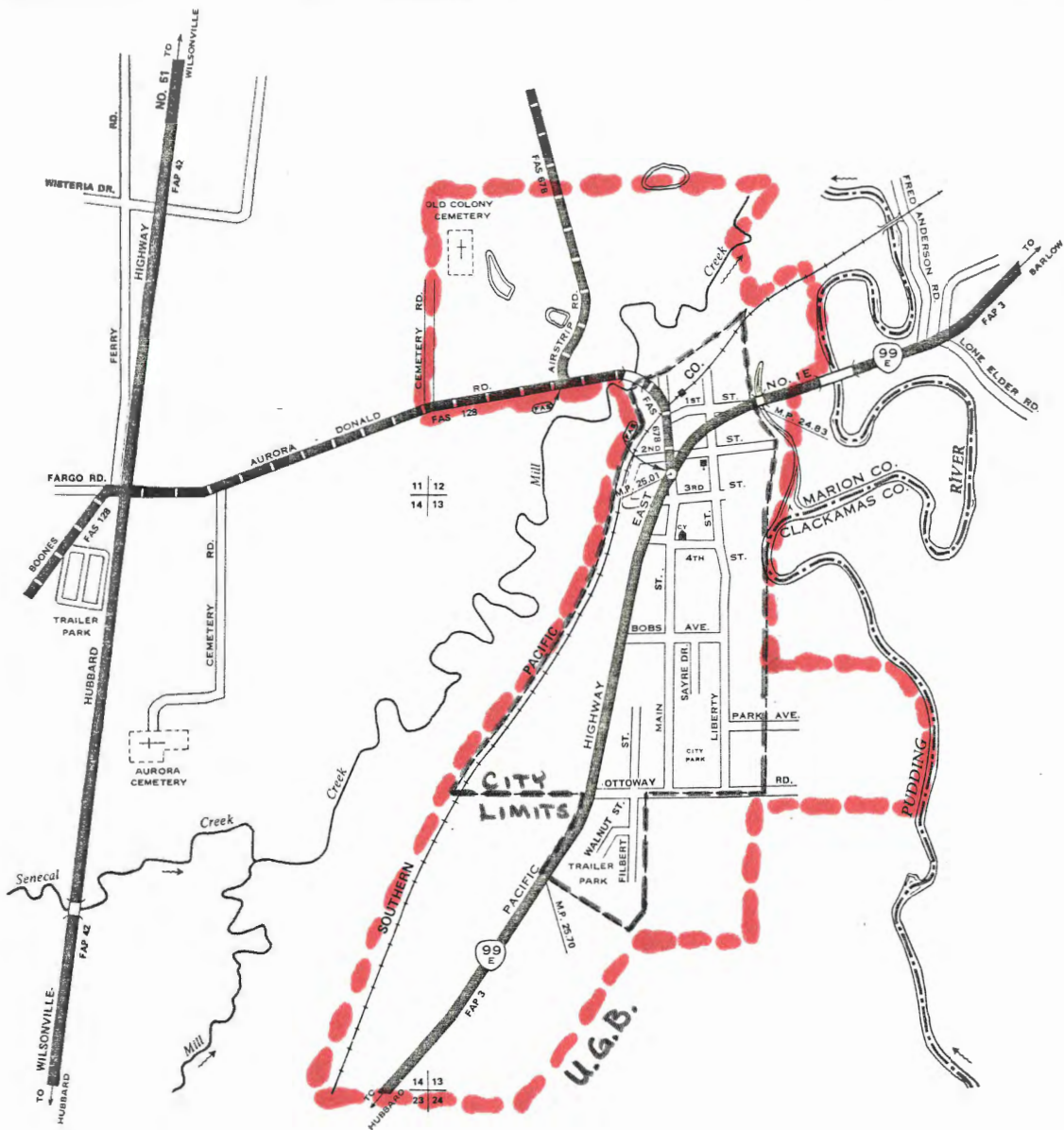
Marion County--No comment received.

FIELD REPRESENTATIVE: Craig Greenleaf  
Phone: 378-4921

COORDINATOR: Pam Brown  
Phone: 588-5220

LEAD REVIEWER: Mitch Rohse  
Phone: 373-1401

Date of Report: March 4, 1981



T 4 S R 1 W W.M.

# AURORA

MARION COUNTY, OREGON

PREPARED BY THE  
OREGON STATE HIGHWAY DIVISION  
IN COOPERATION WITH  
U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION

Population 460

Scale in Feet



Revised November 1973

LEGEND

- FEDERAL AID INTERSTATE SYSTEM
- FEDERAL AID PRIMARY SYSTEM
- FEDERAL AID SECONDARY SYSTEM - STATE
- FEDERAL AID SECONDARY SYSTEM - COUNTY
- OTHER FEDERAL AID SECONDARY - LOCAL
- TERMINATION OF FA SYSTEM
- TERMINATION OF ROUTE
- DIVIDED HIGHWAY
- UNDIVIDED HIGHWAY - NO. OF LANES
- STREET OPEN FOR TRAVEL
- STREET DEDICATED BUT NOT OPEN

- INTERSTATE NUMBERED ROUTE (FAI)
- U.S. NUMBERED ROUTE
- STATE NUMBERED ROUTE

- POST OFFICE
- SCHOOL
- CITY CENTER
- R.R. DEPOT
- CITY LIMITS
- PUBLIC BLOG.
- CITY HALL
- COURT HOUSE
- ARMORY
- LIBRARY

### III. BACKGROUND INFORMATION

#### Geography:

The City of Aurora is located at the northernmost end of Marion County, east of Interstate Highway 5, and midway between Portland and Salem. Aurora is primarily a residential community for the Portland area.

#### Governing Body:

City Council--Mayor and four members.

#### Population:

2000 - 3,000 (Projection)  
 1980 - 530 ("Certified Population" estimate by PSU's Center for  
 Population Research and Census)  
 1978 535  
 1975 485  
 1970 306  
 1960 274  
 1950 242  
 1940 228

#### Plan and Implementing Measures:

<u>Document</u>	<u>Citation</u>	<u>Date of Adoption</u>
Aurora Comprehensive Plan	Plan	March, 1979
Aurora State Airport Master Plan	Airport Master Plan	June, 1976
Ordinance 243	Zoning Ordinance	July 11, 1977
Ordinance 246	Subdivision Ordinance	October 9, 1978
Resolution 75, Adopting UGB and Policy Amendment	--	June 25, 1980
Ordinance 257, Establishing Work Program to Amend UGB and Plan	--	June 25, 1980
Unidentified Map	Zoning Map	No date shown
Marion County Ordinance 583, Adopting Aurora's Comprehensive Plan and UGB	--	June 30, 1980
Urban Growth Boundary and Policy Agreement	Management Agreement	June 25, 1980

#### Compliance Status:

The City received a conditional planning extension in January, 1976, and has received subsequent planning extensions to June 1980. It received planning assistance grants of \$6,480 in the 1975-77 biennium and \$1,500 in 1977-79, for a total of \$7,980.



## IV. FINDINGS

Overview:

The Aurora area was first settled in 1856. The present City is the site of the Aurora Colony, an historic communal settlement from 1856 to 1877.

Aurora's plan was developed by RJW Associates, a planning consulting firm in Salem. The plan is based on a projected population of 3,000 persons; the City's estimated population in 1978 was 535 persons.

The City's most significant development problem is its limited public facilities and services. The City has adopted a UGB that includes an estimated 175 acres within the present corporate limits and 440 additional acres beyond those limits. It also has adopted an agreement with Marion County concerning the management of unincorporated areas within the UGB.

Statewide Planning Goals 3 and 15-19 are not applicable.

Summary of Goal Deficiencies:

The Department recommends that the request be denied because of the following deficiencies:

- Goal 1: The plan lacks a program and policies that together provide for the continuing involvement of citizens in all phases of the planning process.
- Goal 2: The plan lacks an adequate factual base for many of the goal topics. Its analysis and projection of population contain errors and unjustified assumptions. The plan's policies are almost all discretionary and most are not defined as policies. The plan does not describe map designations and the plan map is too imprecise to enable policies to be applied to appropriate areas. The plan does not contain a schedule or a process for periodic review and amendment. The plan map and zoning map are inconsistent: there are "Baker conflicts" and the plan map's designation of the floodplain does not correspond to that of the zoning map.
- Goal 4: The plan does not establish whether there are forest lands within the UGB. It thus is not clear whether Goal 4 applies to Aurora.
- Goal 5: The plan lacks inventories of the resources specified in Goal 5. The policies for protecting resources are mostly discretionary. The policies and implementing ordinances do not establish any means for resolving conflicts between identified resources and conflicting land uses.

- Goal 6: The plan does not inventory air or water quality. It has no policies to protect air, water, and land quality and to comply with state and federal standards for such quality.
- Goal 7: The plan does not adequately inventory areas subject to natural hazards. Its policies regarding flood hazards are discretionary. It lacks policies regarding other potential hazards.
- Goal 8: The plan does not evaluate the community's present or future needs for recreational facilities, and it has no policies to plan for them.
- Goal 9: The factual base regarding areas suitable for increased economic growth is unclear, inaccurate and incomplete.
- Goal 10: There is no inventory of vacant, buildable land. The evaluation of housing needs contains contradictory figures and is incomplete. The plan's housing policies are not mandatory and are inconsistent. The plan's implementing measures contain vague and discretionary procedures that apply to mobile homes and multifamily dwellings, and the measures require minimum lot areas and densities that are not consistent with each other or with the plan's policies.
- Goal 11: The plan does not identify what levels of some public services are needed or planned in the planning period, and it does not contain policies committing the City to provide the types and levels of services that it has identified as appropriate. It lacks specific programs or measures that specify how the appropriate types and levels of services are to be attained.
- Goal 12: The plan lacks a policy to consider the needs of the transportation disadvantaged in planning its transportation system.
- Goal 14: The plan map does not show the precise location of the UGB. The plan's analysis of need contains contradictions and is inadequate to justify the extent of the UGB. Its analysis of the five locational factors in Goal 14 is inadequate to justify the location of the UGB.

Applicable Goals:

GOAL 1: CITIZEN INVOLVEMENT

Aurora's program for citizen involvement was received and approved by the LCDC in June, 1976. That program established a "Concerned Citizen's for Involvement Committee (CCI)" comprising three members, one of whom is from the City's Planning Commission. The program charged the CCI with

the responsibility to develop and implement a citizen involvement program. It also called for the planning commission to implement the program for citizen involvement and to respond promptly to comments and questions from the public at planning commission meetings.

The plan declares that, "A Citizen Advisory Committee (CAC) was formed to develop the 1979 Comprehensive Plan" (Plan, p. 2). The plan describes the CAC as "open to anyone living, working or owning property in the Aurora area" and notes that the CAC also has representatives from the planning commission and city council on it. The task of the CAC is to review goals, policies, and data and make recommendations to the planning commission.

The plan's text declares that "The CAC will continue to advise the Planning Commission on all major plan changes and amendments as well as legislative zone changes" (Plan, p. 2).

The plan contains no goals, objectives, or policies providing for ongoing citizen involvement in the planning process.

Conclusion: The City of Aurora does not comply with Goal 1.

In order to comply with Goal 1, the City must do the following:

Adopt policies that provide for the continuing involvement of citizens in all phases of the planning process.

## GOAL 2: LAND USE PLANNING

Goal 2 requires cities and counties to develop land-use plans that comprise three main parts:

1. A factual base that includes inventories and identification of problems and issues.
2. Policies that are adopted by the governing body and that make "ultimate policy choices".
3. Measures for implementing the policies.

In developing and implementing its plan, the local government must coordinate its actions with those governmental agencies and special districts that are affected by the plan.

### Factual Base

The factual base for Aurora's plan is contained in the Aurora Comprehensive Plan of March, 1979. Inventories, identification of problems and issues, discussion of alternatives, and analysis of needs have been presented for some goal topics such as housing, public services, transportation, and energy. Several goal topics have not been addressed at all. These include forest lands, air and water quality, and most of the twelve resources specified in Goal 5. The remaining goal

topics are discussed in general terms, but are not supported by inventories or analysis. Natural hazards, for example, are described in the plan's text but are not mapped.

### Population

Aurora's population in 1978, the year in which the plan was prepared, was 535 persons, a "certified population" estimated by Portland State University's Center for Population Research and Census (CPRC). Although the plan "is designed to plan for a target population rather than a specific year" (Plan, p. 11), its analysis of population, housing, and land use all are based on a 22-year plan period to the year 2000. The City declares itself to be "desirous of a moderate rate of growth, from 6 to 8 percent per year" (Plan, p. 11). An annual rate of growth of 6 percent over 22 years from a base population of 535 would yield a total population in the year 2000 of 1,928 persons; an annual rate of 8 percent would yield a population of 2,909 (DLCD).\* The City states, "The comprehensive plan has been designed for a population of 3,000 persons with full urban services and facilities" (Plan, p. 11).

The City's anticipation of the annual growth of 6 to 8 percent is based on an analysis of its growth over the period from 1970 to 1978. During that time the City grew from a population of 306 to 535 persons. The City calculates its growth rate during that period to be 7.8 percent annually (Plan, pp. 9 and 11). That figure has been calculated incorrectly; the correct rate is 7.2 percent (DLCD). Aurora's growth rate from 1970 to 1978 was less than 4 percent in most years; a 1972 annexation of a mobile home park containing 100 residents greatly increased the average annual rate in the eight year period (Plan, p. 9).

The plan states that a "straightline projection" of an average annual growth of 7.8 percent to the year 2001 would produce a population of "approximately 3,000 persons" (Plan, p. 11). It compares this figure to three other projections (Plan, p. 11). The first, a "208 Water Quality Projection" by Marion County, projects Aurora's population in the year 2000 to be 1,005 persons. The second, prepared by the Mid-Willamette Valley Council of Governments, projects Aurora's population at an average annual rate of 4 percent, to reach 1,271 persons in the year 2000. The third projection was prepared by Aurora. The City notes that its present population constitutes 9.3 percent of the census tract in which it is located. It then assumes that proportion to remain constant to the year 2000, multiplies 9.3 percent times the population projected for the census tract in 2000, and obtains a product of 1,893 persons. The projection for the entire census tract that Aurora uses as a basis for this calculation is not cited.

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\*Calculations or analyses performed by the Department of Land Conservation and Development will be followed by the citation "DLCD."

The City describes eight assumptions on which it bases its estimates of future population:

- "1. The State of Oregon will continue to attract business, industry and people. The rate of growth of the state will be an indicator of the rate of growth in the Willamette Valley.
2. The Willamette Valley will continue to attract a major portion of the business, industry and people who come to Oregon.
3. Based on the previous 10 years, the north Marion County area can expect to continue growing at a higher rate than other areas of the county.
4. The trend over the past five years has been a movement out of the central cities and into the smaller cities. This trend will continue at a higher rate.
5. Counties in the State of Oregon, through compliance with the state land use goals, will continue to restrict non-agricultural and silvicultural activities to within adopted urban growth boundaries. This restriction will result in increased growth rates in smaller communities.
6. The citizens of Aurora are desirous of a moderate growth rate of 6 to 8% per year, attenuant with the urban services, facilities and conveniences of an urban area. Urban services, including municipal water, storm drainage, police and sewage treatment will be available by 1985.
7. The Aurora State Airport will be a major attractor of light industrial and commercial developments. Urban services, provided by the City of Aurora, will become an important consideration in the growth and development of this facility.
8. Aurora will continue to be an attractive and desirous location for people to live and work. Growth will occur in Aurora at an increasing rate as more urban services are available and airport-related businesses locate in the area" (Plan, p. 1).

The City analysis of population and growth is based on a 1970 federal census figure and on estimates by the CPRC for the years 1971 to 1978. Estimates by the CPRC are revised when new, pertinent information becomes available. The preliminary 1980 federal census data have been released

and the CPRC has revised its estimates of Aurora's population. The earlier "certified population" of July 1, 1978, was 535; the new "final revised certified population" for that same date now is 515. The new "certified population" for Aurora on July 1, 1980, based on the federal census, is 530 persons (all figures are from the CPRC's Population Estimates: Oregon Counties and Incorporated Cities, July 1, 1980). That Aurora's estimated population in 1978 was 535 but is only 530 in 1980 does not indicate a real decline in population. It indicates that the CPRC's estimates in the late seventies were too high (personal communication with Ed Shafer, Director, CPRC, February 5, 1981).

### Policies

Aurora's plan contains ten policies, all of which pertain to energy (Plan, p. 32). All of them are discretionary, using verbs such as "should," "discourage," and "encourage."

The plan contains 17 "goals" or "goal statements" distributed through its text. It does not define or explain these terms. Some of them are broad statements of intention or direction: e.g., "To provide urban level services in an efficient and economical manner" (Plan, p. 2). Others are precise statements written in the mandatory language usually found in policies: e.g.,

"Because of potential hazards from waterfowl to airborne aircraft, land uses beneath the designated airport approach surface within 12,000' from the ends of the Aurora State Airport's runways shall not create water impoundments or sanitary landfills" (Plan, p. 29).

The plan also contains 35 "objectives," which are defined as "measurable results of planning, budgeting and administration" (Plan, p. 2). Most of the objectives are broad statements of aim or intent: e.g., "To develop a housing program that encourages a variety of housing styles, densities and costs that will meet the housing needs of the area" (Plan, p. 3). Some of the same objectives are repeated in different parts of the plan. An objective calling for growth to be planned in such a way as to allow for the economic and efficient provision of public services, for example, appears in similar forms on pages 3, 14, 17, 19 and 32. Other objectives paraphrase the plan's goals. Goal 2, page 21, for example reads, "To protect agricultural lands from premature development until such lands are needed for urbanization." Objective 3 on the same page reads, "To discourage the premature annexation of agricultural land for urban uses."

The plan contains no goals, objectives, or policies regarding Goal 6.

The plan's text does not describe designations for particular types of land use or specific areas in the City. The "land-use plan map" on pages 22 and 23 shows eight different patterns that apparently are designations of planned uses although they could be descriptions of existing land uses. That portion of the plan map that appears on page 22 shows the map's title and key to the eight patterns. Another map with no legend has been taped over it. It is unclear whether the upper map is intended to replace or augment the page that it hides.

Aurora's plan contains no specific process for amending, updating, or otherwise altering the comprehensive plan. The plan mentions amendments in three places. On page 2 it states, "The CAC will continue to advise the Planning Commission on all major plan changes and amendments as well as legislative zone changes." The growth management agreement specifies that the City "shall adopt any proposed amendment by resolution" (Section III.1.A). Although the City has adopted its present UGB, it also intends to review and perhaps alter it in the near future. Toward that end, it has adopted Ordinance 257 (June 25, 1980), which specifies a work program for such a review. That Ordinance does contain some procedures by which the plan could be modified within the specified program's duration.

### Implementation

Aurora's plan is implemented with a Zoning Ordinance, Subdivision Ordinance, and an agreement with Marion County regarding the management the urban growth area. The submittal also includes an unlabeled map that is apparently a zoning map, and will be referred to as such in this report.

### Plan and Zoning Conflicts

The zoning map shows two areas in the Flood Plain (FP) zone. Section 3:710.1 of the Zoning Ordinance states that areas to be zoned FP "are limited to those with a potential for further flooding as defined in this Ordinance." The Ordinance declares that "potential future flooding exists when a property elevation is at or below the established 100-year flood plain" (p. 4). No map of the 100-year floodplain has been submitted with the plan. The land-use plan map has a floodplain designation, but has not applied it to those areas zoned FP.

The zone map indicates "General Commercial" and "Light Industrial" zonings on property at the west end of First Street; these lots are designated "Low Density Residential (1-6 units)." Another lot in the same area is zoned "Light Industrial" and designated "Commercial" on the plan map.

### Management of Urban Growth Area

Aurora and Marion County have adopted an agreement on the management of the urban growth area. The City adopted that agreement with Resolution #15 (June 25, 1980). The agreement provides that the County "shall retain responsibility for land use decisions and actions affecting the urban growth area" (Section I).

The agreement provides that the City and County "shall develop and maintain" a system for the City to be informed of and comment on such decisions and actions (Section II.2). The agreement also states that the County "shall consider incorporating that portion of the City's Comprehensive Plan which addresses the urban growth area into the County's Comprehensive Plan" (Section II.4). The County subsequently did adopt Aurora's Comprehensive Plan with County Ordinance 583, June 30, 1980.

Coordination

The City's plan contains a two-page "agency coordination list" that contains the names of 19 governmental agencies and special districts. LCDC's field representative for the district that includes Aurora has stated that Aurora has carried out a program to coordinate the development of its plan with the appropriate agencies (personal communication with Craig Greenleaf, February 5, 1981). The plan contains one "objective" regarding coordination: "Work closely with Marion County, State Aeronautics and the State Department of Economic Development to develop the industrial and commercial potential of the State Airport and surrounding lands" (Plan, p. 19; similar versions of this objective appear on pages 3 and 17). It contains no policies, goals, or objectives regarding the need to coordinate with other governmental agencies and special districts affecting by its plan.

Objections

The Oregon Manufactured Housing Dealers Association (OMHDA) has objected to Aurora's request for acknowledgment because of deficiencies regarding several goals, including Goal 2. The OMHDA states,

"Goal 2 requires that 'the plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans.'

In comparing the Plan Maps and Zone Maps we noted some conflicts. Areas that have been planned industrial have been zoned for residential uses."

The Oregon Business Planning Council (OBPC) has objected to Aurora's submittal because of deficiencies regarding Goal 2 and other goals. The OBPC declares,

"Our initial concern relates to Goal 2. The zoning ordinance is not internally consistent. In the Two Family Residential Zone, Sections 3:150.3, Lot Size, and 3:150.7, Density Requirements, seem to conflict. Section 3:150.3(10 says, '...the lot area for two family dwelling shall be not less than 10,000 square feet.' We interpret this to mean that the lot area per family can be a minimum size of 5,000 square feet. Section 3:150.7, however says, '...the lot area per family shall be not less than 7,500 square feet.' We believe this internal inconsistency renders that portion of the zoning ordinance ineffective and does not provide adequate implementation of the city's plan.

A second Goal 2 concern regards the 'Baker conflicts' that exist between residential plan designations and commercial and industrial zones. We believe these should be rectified prior to acknowledgment."



1000 Friends of Oregon has objected to Aurora's request for acknowledgment because of several deficiencies, including the following concerns about Goal 2:

- "1. Goal 2 requires cities to 'establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land...' Aurora's comprehensive plan contains plan policies for only one goal--Energy Conservation--and those policies are so weak as to be virtually meaningless. Thus, Aurora's submittal can hardly be called a 'comprehensive plan.'
2. Goal 2 requires that city comprehensive plans 'assure an adequate factual base' for land use decisions and actions. It further requires that implementing measures be consistent with an adequate to carry out the plan.

Aurora's factual base is inadequate. As explained in our Goal 14 objections, the city's population projection is unjustifiably high. The city's land use needs analysis (p. 15, Tables 6, 7) includes far more land than can be justified. And the city's projected needs involve twice as much land as is contained in its urban growth boundary. There is no consistency between the land use needs data and the UGB, and no justification in this plan for either."

Conclusion: The City of Aurora does not comply with Goal 2.

The factual base upon which Aurora has based its plan is inadequate. It includes no information at all about some resources, issues, problems, and hazards that are required to be addressed under various Statewide Planning Goals. Other information has been presented in such a general way that it is not possible to identify where a certain resource, hazard or condition occurs. This problem is largely a result of the City's failure to include in its plan any maps of soils, slopes, hazardous areas, vegetation, existing land uses and other topics described in the Statewide Goals. If maps are not to be used for the inventories required under the Goals, some other means of presenting detailed information must be employed, and it must indicate the precise location of various resources, hazards, and conditions. Further discussion regarding deficiencies in inventory data will be found in other sections of this report that deal with Goals 4-14.

Aurora's plan is based on the assumption that the City will experience extremely rapid growth over the entire plan period and will increase its present population by some 560 percent, to a total of 3,000 persons. That assumption is central in evaluating the plan's compliance with Goal 2 and Goals 8-14. For that reason, an extended analysis of it is presented here.

Aurora's factual base regarding population is inadequate for several reasons. First, it has assumed its population's growth from 1970 to 1978 to be a typical rate that the City can expect to continue for two more decades. During that time, however, the City annexed a large mobile home park that added 100 persons to the population. The addition of this number roughly doubled Aurora's average annual growth over this period, to a rate the City describes as 7.8 percent. By comparison, the City's annual rate since the annexation, in the period 1974-1978 has been 2.7 percent. Its average annual growth rate from 1950 to 1978, including the 1972 annexation, has been 2.9 percent (DLCD).

Second, the City has calculated the average annual rate of growth incorrectly, arriving at a figure of 7.8 percent. Given a 1970 population of 306 and a 1978 population of 535, as the plan shows on page 9, the City's average annual rate of growth was 7.2 percent (DLCD).

Third, the City concludes that an annual growth rate of 7.8 percent over 22 years (presumably beginning from the 1978 population) yields a population of 2,900 (Plan, p. 11). This calculation is incorrect. Applying a rate of 7.8 percent to the 1978 population of 535 persons yields a population of 2,792 persons (DLCD).

If the correctly calculated rate of 7.2 percent is applied to the 1978 population and projected over 22 years, the resulting population for the year 2000 becomes 2,470 persons (DLCD).

Fourth, population projections prepared by the County suggest Aurora's population in the year 2000 will be 1,005 (Plan, p. 11). The City's own alternative for projecting population, using a constant proportion of census-tract population, yields 1,893 persons in the year 2000 (Plan, p. 11). (The City does not explain why its proportion of the census tract's population can be expected to remain constant.) These supportive data suggest that Aurora's population in the year 2000 will be substantially smaller than 3,000 persons.

Fifth, recent revisions by the CPRC of Aurora's "certified population," based on 1980 federal census figures, suggest that some of Aurora's growth in the late seventies was an artificial statistical phenomenon rather than a real increase in population. Calculating Aurora's growth from 1970 to 1980 using the 1980 population of 530, reveals an average annual growth of 5.6 percent. If that rate were sustained for the next 20 years, Aurora's population would be 1,576 persons in the year 2000.

Finally, Aurora makes eight assumptions regarding its rate of growth. Perhaps the most important of these is that "urban services, including municipal water, storm drainage, police and sewage treatment will be available by 1985" (Plan, p. 1). The City presently has no local police (Plan, p. 26) and no municipal sewage treatment system (Plan, p. 26). It does not describe the existence of any storm sewers. Its municipal water system is drawn from an adequate supply (the Willamette aquifer) but has limited storage and distribution facilities. "In past years there has been some concern over possible water shortages and watering curfews have

been imposed" (Plan, p. 25). The City notes that the prospect of obtaining a federal grant to pay for the construction of a sewage treatment plan is "doubtful" (Plan, p. 26). It therefore will have to finance such a plant and the other services "by property tax, development charges, hook up fees, block grant funds, revenue sharing and farmers home loans" (Plan, p. 27). The City has not submitted a capital improvements program or other means of showing how or when such services and facilities are to be developed.

The City's analysis of its past and future population growth has not been done accurately. There is substantial evidence that its projections for a population of 3,000 persons within this century are exceedingly high, perhaps twice the number that can realistically be expected. The City lacks the services and facilities to support such a population, and has not shown how it might obtain them within ten or even twenty years. In view of all these considerations, it is evident that the Aurora's analysis, assumptions, and projections regarding population do not provide an adequate basis for planning.

The question of whether Aurora's population projections have been adequately coordinated with Marion County is unclear. The projections made by the County and the MWVCOG as cited in the plan are much smaller than those made by Aurora. On July 8, 1980, however, the MWVCOG adopted Aurora's projection (3,000 persons in the year 2000) as the official figure for its "208" water quality study (personal communication from Sue Hollis, MWVCOG, February 27, 1981). No comment regarding Aurora's projections has been received from Marion County.

The "policy framework" of Aurora's plan is inadequate. The plan contains only ten policies, most of which are concerned with Goal 13 and all of which are discretionary. Compliance with the thirteen Goals that apply to the City will require the adoption of mandatory policies regarding the various requirements found in each Goal.

The City is correct in noting that Goal 3 does not apply to it. This should not however, be taken to mean that the issue of preserving agricultural land can be ignored. Rather, it must be addressed as one factor in justifying the location of the UGB, as specified in Goal 14.

The plan and its land-use plan map are not adequate to comply with Goal 2 because they fail to describe how policies can be used "as a basis for all decisions and actions related to use of land." This deficiency is the result of a general lack of policies in the plan and the lack of any means for relating particular policies to particular areas.

Goal 2 requires that "all land use plans and implementation ordinances" be "reviewed and, as needed, revised, on a periodic cycle...in accord with a schedule set forth in the plan." It also requires that citizens and affected governmental agencies be given the opportunity to participate in such reviews. Aurora's plan does contain a work program "for immediately updating Aurora's comprehensive plan and to consider the expansion of the UGB" ("Urban Growth Boundary and Policy Agreement," p. 8), but it contains no schedule for periodic review and amendment.

Goal 2 requires the adoption of implementation measures that are "consistent with and adequate to carry out the plan." Aurora's zoning is inconsistent with its plan in several areas. It zones some areas "Flood Plain," for example, but does not so designate them on its plan map. In other cases, property shown as residential on the land-use plan map is zoned for commercial or industrial uses. Finally, some zones are not consistent with what apparently are plan designations. The plan discusses two types of residential areas, "Low Density" and "Medium Density" (Plan, p. 16). It defines low density as six units per gross acre, and medium density as up to 24 units per acre. The Zoning Ordinance, however, has no provisions for multifamily housing. Its highest permitted density is in the "Two Family Residential (R-2) Zone," which allows for a maximum density of approximately 7 units or 5 units per gross acre, depending on how one interprets the zone's provisions. Section 3:150.3 of the Zoning Ordinance states,

"In an R-2 Zone, the lot shall be as follows: The lot area shall be not less than 7,500 square feet for a single family residence, except the lot area for a two family dwelling shall not be less than 10,000 square feet."

Section 3:150.7 reads, "Density Requirement. In an R-2 zone, the lot area per family shall be not less than 7,500 square feet." The latter requirement would limit duplexes to lots having at least 15,000 square feet, despite the former stipulation that they have "not less than 10,000 square feet."

All of the concerns raised in the three objections regarding Goal 2 have been addressed above with the exception of one--the question regarding the need for buildable lands raised by 1000 Friends of Oregon. That question will be discussed in the Sections on Goals 10 and 14.

In order to comply with Goal 2, the City of Aurora must do the following:

1. Amend the plan to provide an adequate factual base (including inventories and identification of issues and problems) for the requirements addressed in Statewide Planning Goals 2, 4-12 and 14.
2. Amend the plan to provide revised projections of future population growth that are based on justified assumptions and supported by sound analysis.
3. Amend the plan to use the revised population projections as the factual base from which the needs for urbanizable land, housing, and public facilities and services are evaluated.
4. Adopt mandatory policies to meet the requirements set forth in Statewide Planning Goals 1, 2, 4-12 and 14.
5. Amend the plan to provide plan designations and a plan map or some other process by which the plan's policies can be applied to appropriate areas and be used "as a basis for all decisions and actions related to the use of land" (Goal 2).

6. Adopt policies to establish a schedule and a program for the periodic review of the plan and for its amendment when necessary. Such policies must ensure citizens and affected governmental agencies the opportunity to be involved in the review and amendment process.
7. Amend the plan and Zoning Ordinance to provide implementation measures that are consistent with and adequate to carry out those policies adopted in statement 4, above.

### GOAL 3: AGRICULTURAL LANDS

Not Applicable

### GOAL 4: FOREST LANDS

Goal 4 requires local governments to inventory forest lands, map them, and designate them so that forest lands are conserved for forest uses.

The City of Aurora states,

"The agricultural and forestry goals are considered in the plan, however, it is not the intent of the City to preserve agricultural or forest lands within the urban growth boundary, and they are not applicable" (Plan, p. 1).

The plan describes the various soil types in the Aurora area, but it does not map them. It contains no inventory of forest lands. The plan mentions that Douglas fir trees grow along the terrace escarpments on the western, northern, and eastern parts of the City (Plan, p. 7), and it notes certain areas that are "unusable for most land uses except forest, pasture or open space" (Plan, p. 8). The plan contains no policies, goals, or objectives regarding forest lands. The land-use plan map does not have any designation for forest lands. The Zoning Ordinance contains no forestry zone and forest uses and activities are not permitted outright or conditionally in any zone. No exception to Goal 4 has been submitted.

Conclusion: The City of Aurora does not comply with Goal 4.

The plan does not make clear whether Goal 4 applies to Aurora. Information derived from completing the requirements of Goals 5 and 14 should enable the City to determine whether Goal 4 applies. If Goal 4 is found to apply, the City must adopt appropriate policies and implementing measures.

In order to comply with Goal 4, City of Aurora must do the following:

1. Amend the plan to provide information showing whether Goal 4 applies to the City. This information may be derived from inventories and analysis done to meet the requirements of Goals 5 and 14.

2. If Goal 4 is found to apply to the City, adopt policies and implementing measures to conserve forest lands for forest uses.

#### GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

Goal 5 requires that the location, quality and quantity of the twelve resource specified in the Goal be inventoried. It requires those resources to be preserved in areas where there are no uses that conflict with them. Where conflicts do exist, the resources must be managed under programs that are consistent with Goal 5.

#### Inventories

Aurora's plan briefly describes or mentions open spaces (p. 21), energy sources (p. 31), and the City's two waterways, Mill Creek and the Pudding River (p. 21). It contains no inventory of the other nine resources specified in Goal 5. Three such resources do not exist in or near the City. First, there are no trails designated or proposed for the state's recreation trails' system in or near Aurora (memorandum from Jack Remington, State Trails Coordinator, July 7, 1980). Second, there are no scenic waterways designated or proposed by the state or federal government through or near Aurora (as determined from maps from the State Department of Parks and Recreation, dated January 15, 1980, on file in DLCD). Third, there are no wilderness areas designated or proposed in or near Aurora (as determined from maps from the U.S. Forest Service, February 26, 1979, on file in DLCD).

The "Aurora-Colony Historic District" is listed in the National Register of Historic Places (Federal Register, VOL. 41, No. 21, p. 6310) and Oregon's Statewide Inventory of Historic Sites and Buildings, Marion County, 1976 (page not numbered).

#### Policies

Aurora's plan contains goals or objectives regarding open space, scenic views, water areas, and historical areas, as described below.

The plan contains three policy statements regarding land needed or desirable for open space:

"Maintain as much of the floodplain, in a Natural state for open space uses such as agricultural and recreational uses, as is possible" (Objective 3, p. 7).

"Plan for sufficient land area for recreational and open space activities" (Objective 1, p. 20).

"To preserve and protect open spaces and scenic views for future generations to enjoy" (Objective 4, p. 21).

The plan contains one objective regarding scenic views:

"Develop and establish environmental controls to protect the natural beauty of the area" (Objective 4, p. 19).

The plan contains one objective concerning water areas and wetlands:

"To plan future growth areas to avoid the high costs of development due to floodplains, steep slopes, wet areas, and historical sites" (Objective 2, p. 3).

The above policy also applies to historic sites. In addition, the City has adopted two other policy statements regarding historical areas. One calls for the protection of historical sites and structures from demolition or alteration (Goal 4, p. 2). The other states that it is the City's aim "to preserve and protect the unique character of the central business district" (Objective 1, p. 17), which is presumably an area where many structures of historical significance are found.

The plan contains no policies regarding the other applicable resources set forth in Goal 5.

#### Implementation

The City's submittal contains no ordinance provisions or other implementing measures to protect historical sites, riparian vegetation, natural areas, or any other resource specified in Goal 5. Likewise, it contains no provisions for seeking to resolve conflicts between such resources and other land uses.

#### Objection

The Oregon Business Planning Council objects to an acknowledgment of compliance because of the following deficiency concerning Goal 5:

"We could find no mention of mineral and aggregate resources. Goal 5 compliance necessitates an inventory of resources and resolution of identified conflicting uses. If no mineral and aggregate resources exists, the plan should so state."

The State's Department of Transportation also has submitted an objection for the reasons stated below:

"The Aurora Comprehensive Plan states that one of the goals of the city is 'to preserve and protect sites and structures of historical significance from demolition or alteration that would affect their historical significance.' There does not, however, appear to be further mention of historic preservation in the plan. Historic sites and structures are not inventoried or identified in the plan and there does

not appear to be an implementation measure to assure protection of these resources. Both of these would appear necessary to meet the requirements of LCDC goals.

We are especially concerned because of the city's wealth of historic resources. As you are aware, the Aurora Colony was placed on the National Register in 1974. In order to have the Colony nominated to the Register, a list of 21 primary sites and structures was prepared. This list was most recently sent to the City in November 1979. While it not complete, it would provide a substantial base for a historic inventory.

Conclusion: The City of Aurora does not comply with Goal 5.

The City's plan fails even to mention most of the resources that must be addressed under Goal 5. Those that are discussed are dealt with in very general terms; the location, quality, and quantity of those resources are not addressed.

The adequacy of the City's policies on Goal 5 resources is difficult to assess without inventories. A policy protecting fish and wildlife habitats, for example, is not needed if any inventory of the City's resources determines that no such habitats exist. The City must have policies regarding the protection and management of those resources that are found to exist, however. The City's present policy statements on open space, scenic views, water areas, and historical sites may be adequate in substance, depending upon the extent of the resources they address and the conflict of other land uses with those resources. The policies are not adequate in their present form because they are not defined as policies and are not clearly mandatory.

In order to comply with Goal 5, the City of Aurora must do the following:

1. Amend the plan to provide an inventory of the location, quality, and quantity of the applicable resources specified in Goal 5. Applicable resources include all of those listed in Goal 5 except wilderness areas, Oregon recreation trails, and wild and scenic waterways.
2. Adopt policies and implementing measures that are adequate to protect the resources identified in the plan's inventory and that provide a process for resolving conflicts with identified resources.

#### GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY

##### Air

The Airport Master Plan notes that aircraft from the Aurora State Airport emit air pollutants, but states that "they are small in numbers compared with the automobile" (p. 38). It does not indicate how those pollutants might affect air quality in the Aurora area.



Aurora's plan otherwise does not discuss air quality or identify any sources of pollution or issues relating to air quality. It contains no standards or policies regarding air quality. The City's Zoning Ordinance restricts the uses in its General Commercial Zone to those that will not "be objectionable" because of odors, dust, smoke, cinders, fumes, noise, glare, heat, or vibration (Section 3:310.3(6)). There is no such restriction on uses in the Light Industrial Zone.

### Water

Aurora's municipal water system draws its water from three City-owned wells. Groundwater from the Willamette aquifer serves these wells and other private wells in the area. The plan states that, "water can generally be obtained from wells without lowering the water table" (p. 7).

Because the City has no sewage treatment system, all of its buildings rely on individual septic-tank systems. The plan states that, "the Marion County Health Department has no documented septic tank failures in the City of Aurora" (p. 26). The plan does not otherwise discuss groundwater quality or identify any sources of pollution or issues relating to the quality of groundwater.

The City is traversed by two waterways, Mill Creek and the Pudding River. The plan does not discuss the quality of their water or possible sources of pollution.

The plan contains no goals, objectives, or policies regarding the quality of groundwater or surface water.

The City's Subdivision Ordinance requires that sanitary sewers be installed to serve subdivisions but allows the planning commission to,

"authorize the use of septic tanks if lot areas are adequate considering the physical characteristics of the area and if sewer laterals designed for future connection to a sewage disposal system are installed and sealed" (Section 7:030(3)).

The Ordinance also declares that,

"In areas that will not be served by a public sewer, minimum lot and parcel sizes shall permit compliance with the requirement of the Department of Environmental Quality and shall take into consideration problems of sewage disposal, particularly problems of soil structure and water table as related to sewage disposal by septic tank" (Section 6:030(1)(a)).

Noise

The Airport Master Plan identifies noise as an environmental problem associated with the airport, but it states that "noise exposure, even in 1995, should not effect a large number of people" (p. 38). The exposure to airport noise that is projected in 1995 has been mapped by "noise contours" (p. 39). Aurora's submittal does not otherwise address noise or identify its possible sources. It contains no goals, objectives, or policies regarding noise.

Solid Waste

The City's solid waste is removed by a franchise holder who hauls it to the Marion County fill site at Woodburn. The plan discusses the expected life of this site and describes its relation to the regional landfill at Brown's Island near Salem (p. 25). The plan contains no goals, objectives, or polices regarding solid waste.

Objection

The State Department of Environmental Quality has objected to Aurora's submittal for deficiencies regarding Goal 6, described as follows:

"Noise is adequately inventoried in the Aurora State Airport Master Plan which has been adopted by the City as a plan element. Other than the airport, there are no major noise sources in the planning area. The plan, however, does not contain a policy related to noise sources which commits the City to comply with state noise statutes.

The plan also contains no inventory information or policies related to air and water quality.

In order to comply with Goal 6, we find that the City must:

1. Amend the plan to include an inventory of air and water quality.
2. Amend the plan to include plan policies committing the City to protect air, water and land quality and comply with State and federal regulations related to air and water quality and noise."

The DEQ also notes that Aurora's plan contains "a good inventory of solid waste disposal," but has no policy "to coordinate future solid waste planning with Marion County."

Conclusion: The City of Aurora does not comply with Goal 6.

The objection from DEQ addresses valid issues of goal compliance in all of its points.

In order to comply with Goal 6, the City of Aurora must do the following:

1. Amend its plan to provide an inventory of air and water quality and to identify sources of air and water pollution.
2. Adopt policies to protect air, water, land quality and solid waste in accordance with applicable state or federal environmental-quality statutes, rules, and standards.
3. Adopt a policy to coordinate the planning for disposal of solid waste with Marion County.

#### GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

The City's plan identifies several natural hazards, the most significant of which is flooding. The plan states,

"There are two flood plains within the Aurora urban growth boundary. Mill Creek is located west of the city and the Pudding River is to the east. The two flood plains converge just north of the existing city limits where Mill Creek empties into the Pudding River. There are approximately 35 acres in the flood plain, most of which is along the Mill Creek drainageway on the west and north. The urban growth boundary along the west side follows the fringe of the Pudding River. It is the intention of the city to exclude the Pudding River Flood Plain from the urban growth boundary" (Plan, p. 8).

The City's land-use plan map shows several areas as "flood plains," but its use of superimposed black-and-white patterns on xeroxed copies and the general imprecision of the diagrams does not allow for precise location of the boundaries of those floodplains. The map does not specify if the term "flood plain" refers to a certain type of physical feature (e.g., areas subject to a 100-year frequency of flooding) or to areas designated for the application of particular policies or to both. The plan's text does not specify the meaning of the phrase "flood plain" or how its location was determined.

The plan identifies two other types of natural hazard, "excessive slope" and "soil limitation" (p. 8). It notes that "areas of excessive slope are found throughout the Aurora area in conjunction with the Pudding River and Mill Creek" (p. 8); these areas are not mapped or otherwise identified in a precise way. Soil limitations are discussed in general terms, but no hazardous areas are specified or mapped.

#### Policies

The City's policy statements concening flood hazards appear on page 7 of the plan:

"GOAL: To reduce or eliminate loss of life or property due to the inundation of flood waters.

OBJECTIVE: Provide accurate and current information to the public on all flood plains within the urban growth boundary.

Develop a flood plain overlay zone that will restrict development in flood hazard areas and require proof as to the effect of any development in the flood plain.

Maintain as much of the flood plain, in a natural state for open space uses such as agricultural and recreational uses, as is possible."

Objectives in other parts of the plan call for the City "to avoid the high costs of development due to flood plains, steep slopes, wet areas and historical sites" (p. 3) and to "restrict development in areas subject to natural hazards or disasters" (p. 14). The plan contains no policies regarding hazardous soil conditions such as weak foundation soils.

#### Implementation

Aurora's Zoning Ordinance contains a Flood Plain (FP) Zone (Section 3:710). Areas zoned FP "are limited to those with a potential for future flooding as defined in the ordinance" (Section 3:710.1). As was discussed in the Section of this report dealing with Goal 2, such areas have not been precisely mapped; those areas that have been zoned FP are not congruent with the areas shown as "Flood Plain" on the land-use plan map. Mill Creek and the areas subject to its flooding are not shown at all on the zoning map and no FP zoning has been applied to those areas.

The City's submittal contains no ordinance provisions or other implementing measures to prohibit or control development in areas having steep slopes, weak foundation soils, or other hazards.

Conclusion: The City of Aurora does not comply with Goal 7.

The City's inventory of areas subject to flooding or other hazards such as landslides, steep slopes, and weak foundation soils is inadequate. Although some of these hazards are discussed, their location and extent have not been adequately described or mapped.

The plan's goal and objective regarding flood hazards would be adequate to comply with Goal 7 if they were defined as mandatory policies and if the floodplain of which they speak were clearly defined and shown on the land-use plan map.

The plan's other policy statements regarding natural hazards are too discretionary and vague to provide the protection required under Goal 7. If a more detailed inventory reveals the existence of steep slopes, weak foundation soils, or other hazards, the City must adopt mandatory policies that either prohibit development in the areas subject to those hazards or provide for adequate safeguards for such development.

The City's FP zone provides a suitable means of controlling development in areas hazarded by flooding if it is applied to all such areas. Without a precise inventory of such areas, however, the zone cannot be effective.

In order to comply with Goal 7, the City of Aurora must do the following:

1. Amend its plan to provide a precise inventory of areas subject to natural disasters and hazards.
2. Amend its plan to make mandatory those policies regarding flood hazards.
3. Adopt mandatory policies governing areas subject to other natural hazards identified in the inventory.
4. Adopt ordinance provisions or other measures to implement the policies adopted according to item 3 above.

#### GOAL 8: RECREATIONAL NEEDS

##### Inventory

The City identifies its present recreational facilities as a City park containing "a ball diamond, tennis courts, picnic areas and bathroom facilities" (Plan, p. 20). It also notes the existence of "other recreational facilities in the urban growth boundary," including the Aurora Trout Farm, the Aurora State Airport, the Pudding River and Mill Creek and states that some small playgrounds and recreational areas associated with subdivision and multifamily developments may occur in the future (Plan, p. 20). The plan contains no analysis of present or future needs for recreational facilities.

##### Policies

The plan's policy statement regarding recreational needs comprise the following (from the plan, p. 20):

"GOAL: To provide for the public needs of the community through provision of park space, public buildings and community service facilities.

OBJECTIVES: Plan for sufficient land areas for recreational and open space activities.

Improve pedestrian and bicycle facilities between schools, parks and living areas.

Promote the active and passive facilities of the community by improving public building and facilities for access to the handicapped and transportation disadvantaged."

### Implementation

The City's policy statements on parks and recreation are implemented through the Zoning and Subdivision Ordinances. The Zoning Ordinance does not contain a specific zone for public facilities such as parks. Public parks and recreational facilities are permitted outright in the Single Family Residential (R-1) Zone (Section 3:130.1), the Two Family Residential (R-2) Zone (Section 3:150.1(1)), and the Flood Plain (FP) Zone (Section 3:710.2(2)).

The Subdivision Ordinance requires subdividers to dedicate land to the City for use as public parks or to pay an amount of money equal to the market value of such land. Money contributed in lieu of park lands is credited to a "park acquisition trust fund" and is used to acquire or develop park lands (Section 6:080(2)).

Conclusion: The City of Aurora does not comply with Goal 8.

Goal 8 requires that recreational needs, "now and in the future," be planned for "1) in coordination with private enterprise; 2) in appropriate proportions and; 3) in such quantity, quality and location as is consistent with the availability of the resources to meet such requirements."

The City has not assessed its present or future needs for recreational facilities. A determination that the plan satisfies such needs or has provided for a quantity, quality and location of recreational facilities consistent with the availability of the City's resources thus cannot be made. The City's goals and objectives regarding recreational needs speak of providing for "public needs of the community" and planning for "sufficient land area for recreational and open space activities." Without an evaluation of what those needs are or of how much land might be sufficient, however, those policy statements have little force or meaning. The failure to define those statements as mandatory policies further reduces their effectiveness.

In order to comply with Goal 8, the City of Aurora must do the following:

1. Amend its plan to provide an evaluation of the community's needs for recreational facilities now and in the future.

2. Adopt mandatory policies to plan for the community's recreational needs.

#### GOAL 9: ECONOMY OF THE STATE

##### Inventory

Goal 9 requires that, "Plans shall be based on inventories of areas suitable for increased economic growth and activity..." Aurora's plan inventories the community's present commercial and industrial land uses (Plan, pp. 17-19), and it discusses the community's economic base, availability of energy, current market forces, transportation, and availability of land (Plan, p. 17-19).

Table 7 (Plan, p. 14) indicates that the City's present commercial land comprises 30 acres and its industrial land 2.5 acres. It is unclear if these figures refer to areas of land that are zoned for commercial and industrial uses, areas designated in the plan for such uses, or areas now occupied by such uses. Table 7 indicates that Aurora will have 50 acres of commercial land and 22 acres of industrial land in the year 2000. No evidence or analysis is provided to show whether such amounts of land will be adequate.

The figures on Aurora's needs for all types of land in the future are contradictory. Table 6 (Plan, p. 14), entitled "Land Use Need and Existing Uses" shows 145 acres within the present city limits, 437 acres of "additional needed," and 345 acres of "airport-related," for a total area of 927 acres needed in the year 2000. Table 7 (Plan, p. 14), entitled "Land Use," shows ten categories of land uses in two columns, which--although they are not labeled--apparently show acreages for each category now and acreages that will be needed or designated for the year 2000. The sum of the areas in the former column is 170.5 acres; the sum of the areas in the latter column is 979 acres. The plan's text on the same page declares, "The total urban growth boundary includes approximately 960 acres."

Aurora's UGB originally was drawn to include the Aurora State Airport, located one mile northwest of the City. That boundary encompassed almost 1,000 acres. The UGB adopted by the City and submitted for this review, however, does not include the airport and takes in approximately 440 acres (DLCD). None of the City's figures regarding future land needs have been changed to reflect that modification of the UGB. The airport is discussed at length in the plan's description of commercial and industrial lands and it is the subject of several policy statements regarding such lands. None of these discussions or statements have been revised to reflect the fact that the airport is now outside the UGB.

### Policies

The plan contains fourteen goals and objectives regarding the economy (Plan, pp. 3, 17, and 19). Several of these call for the efficient provision of the public facilities and services needed for commercial and industrial activities. Others call for a balance of economic and residential development and the protection of "the unique character of the central business district."

### Implementation

Aurora's policy statements regarding economic activities are implemented through the Zoning Ordinance. This Ordinance contains one zone that is designed to accommodate and protect commercial uses (the General Commercial or C-1 Zone, Section 3:310) and one zone for industrial uses (the Light Industrial or M-1 Zone, Section 3:510). The Ordinance also provides for commercial and industrial planned developments (Section 4:120(2)).

Conclusion: The City of Aurora does not comply with Goal 9.

The City's policy statements fully address the issues and topics set forth in Goal 9, and the City's implementing ordinances are adequate to carry out those policies. The factual base, however, is inadequate. In order for the City to meet the requirements of Goal 9 and carry out its own policies, it must have reasonably accurate estimates of the following:

1. The amount of land presently occupied by various land uses;
2. The amount of land presently zoned and designated for such uses;
3. The needs for different types land that can be expected in the plan period, based on a consideration of the factors described in Goal 9;
4. The location, characteristics and amount of land to be designated to meet those needs.

The plan does not indicate how many acres of land have been zoned for various uses. Its other information regarding the above factors is unclear, inaccurate, and incomplete.

In order to comply with Goal 9, the City of Aurora must:

Amend its plan to provide an adequate factual base regarding areas suitable for increased economic growth and activity and amend policies and implementing measures as may be necessary in light of that information.



## GOAL 10: HOUSING

Goal 10 requires the City to identify the need for various types and densities of housing. It also requires an inventory of lands suitable and available for the needed housing types. Finally, it requires the adoption of policies and implementing measures that will provide for the needed types and densities of housing and that will provide for suitable types and quantities of residential land.

Aurora's analysis of its housing indicates that in 1978 the City contained 176 dwelling units and approximately 70 acres of land for residential uses (Plan, p. 15). Seventy-three percent of those dwellings were single-family units; three percent were multifamily, and the remaining 23 percent were mobile homes (Plan, p. 15). The City notes that residential development thus far has been limited by the absence of a municipal sewage-treatment plant and has required large lots to accommodate septic-tank drainfields.

The plan contains an analysis of housing costs and trends in the United States and in the Mid-Willamette Valley (pp. 16-17). It contains no discussion of housing costs, condition, or demand within Aurora.

Needs for Housing

The City's findings regarding future needs for buildable residential land are based on analyses of population, housing mix, household size, and densities, and are summarized below:

1. Population--The City projects a population of 2,900 persons in the year 2000; the plan is based on an "ideal population" of 3,000 (Plan, p. 11).
2. Housing Mix--Objective 4, page 14, reads, "Provides for a balance of low and medium density living areas at a ratio of 75 percent medium density and 25 percent high density" (emphasis added).
3. Household Size--The plan cites an average number of persons per household of 2.75 in 1976 (p. 11), an estimate of 2.8 for the year 2000 (p. 15), 3.1 in 1978 (p. 15), and 3.5 "when new housing becomes available in the Aurora area" (p. 11). A fifth figure, 3.0, is derived by dividing Aurora's population in 1978 (535 persons) by the total number of dwelling units (176) described in the table on housing characteristics (p. 15).
4. Density--The plan declares that, "The desired ratio (75% Single Family, 25% Multifamily), will result in a balance of housing with 7.5 persons per acre in the low density areas, and 12.5 persons per acre in the medium density areas" (p. 15). On page 16, low density "is defined as up to six units per gross acre," and medium density "is defined as up to 24 units per acre." A comparison of residential densities with population densities depends on the number of persons per household. If one chooses the number 3.0 from the five possibilities noted above, a density of six dwelling units per acre is the equivalent of 18 persons per acre; a density of 24 units per acre is the equivalent of 72 persons per acre.

Aurora presently contains 70 acres of land in low-density residential development and two acres in medium-density (Plan, p. 14). The City concludes from the analysis above that there will be a need for "an additional 290 acres of low and medium density residential land" by the year 2000 (Plan, p. 14). Table 7 indicates that low-density residential land will occupy 300 acres in the year 2000 and medium density will take 62 acres, for a total of 362 acres of land for residential uses.

Using a household size 2.8 persons and a population of 3,000, the City projects a total housing supply of 1,070 units in the year 2000. It anticipates 710 single-family units (65 percent of the total), 250 multifamily units (23 percent), and 110 mobile homes (11 percent)(Plan, p. 15). It is not clear whether the City derived the numbers from the percentages or the percentages from the numbers, but two of the combinations it cites are calculated incorrectly. 710 is 66 percent of 1,070; 65 percent of 1,070 is 696. 110 is 10 percent of 1,070; 11 percent of 1,070 is 118. The plan does not explain why the proportion of mobile homes can be expected to decrease from its present 23 percent.

#### Lands Suitable and Available for Recreational Use

The City's analysis of the various types of land within the present city limits is summarized in Table 7, "Land Use" (Plan, p. 14). The table contains two unlabeled columns that apparently show the acreage devoted to existing land uses and the acreages that will be needed in the year 2000. Table 7 does not show any vacant, buildable residential land now in the City. The plan's text states that, "With the installation of public sewers, approximately 15-20 additional homes could be built within the existing city limits (Plan, p. 15). The plan does not state whether vacant, buildable land in amounts adequate to meet the needs for the various types of housing described above has been designated for residential uses beyond the city limits.

#### Policies

Aurora's plan (p. 14) contains the following policy statements on housing:

##### Residential Land Use

**GOAL:** To provide for a variety of housing types, densities and cost levels to meet the housing needs of the community.

**OBJECTIVE:** Maintain existing housing and encourage rehabilitation of substandard housing.

Plan for future growth in areas where public facilities and services can be provided in an efficient and economical manner.

Restrict development in areas subject to natural hazards or disasters.

Provide for a balance of low and medium density living areas at a ration of 75% medium density and 25% high density.

### Implementation

Aurora's Zoning Ordinance contains three residential zones, "Low Density Residential (L-R)," "Single-Family Residential (R-1)," and "Two-Family Residential (R-2)."

The L-R Zone (Section 3:110) permits single family dwellings outright. It does not permit duplexes, multifamily dwellings, or mobile homes. The minimum lot area is 50,000 square feet and the maximum density "per family" is 50,000 square feet.

The R-1 Zone (Section 3:130) permits "one family dwellings" and planned developments outright. The latter are required to comply with Section 4:100, which establishes various standards and requirements for planned developments. Section 4:120(1) states,

"The principle use of land in a planned development shall reflect the types of use indicated on the Comprehensive Plan or Zoning Map for the area."

Mobile homes are not permitted in the R-1 Zone.

Duplexes are listed as conditional uses in the R-1 Zone. Conditional uses are governed by Sections 6:010-6:30 of the Zoning Ordinance. Section 6:010 states:

"Conditional uses listed in this ordinance may be permitted, enlarged, or otherwise altered upon authorization by the (Planning) Commission in accordance with the standards and procedures set forth in Section 2.020 through 6.030."

It also authorizes the planning commission to impose conditions "necessary to protect the best interests of the surrounding property or the City as a whole."

Sections 6.020-6.030 describe how applications for conditional uses are made and require a public hearing by the planning commission; they do not set forth any standards for approving conditional uses.

The minimum lot area in the R-1 Zone is 7,500 square feet. The maximum density is "one family" per 7,500 square feet.

The R-2 Zone (Section 3:150) permits outright "a use permitted in the R-1 Zone" and "two family dwellings." It lists mobile-home parks as a conditional use. Mobile homes on individual lots and multifamily dwellings are not permitted. The minimum lot area is 7,500 square feet for single-family dwellings, and 10,000 square feet for "two family dwellings." The maximum density permitted is "one family" per 7,500 square feet.

Residential uses are not permitted in Aurora's commercial and industrial zones, with the exception of second-floor apartments above businesses, a residential activity listed as a conditional use in the General Commercial Zone. Aurora's Flood Plain (FP) Zone (Section 3:700) does not permit any residential uses outright or conditionally.

### Objections

Three parties have objected to deficiencies in Aurora's plan regarding Goal 10.

The Oregon Manufactured Housing Dealers Association (OMHDA) identifies three deficiencies.

1. A lack of an inventory of vacant buildable lands "by zone designation;"
2. Inadequate information to document the assumption that the proportion of manufactured housing in Aurora will decline from its present 23 percent of total housing supply to 11 percent in the year 2000.
3. A combination of zoning that allows mobile homes only as conditional uses and that subjects all conditional uses to "vague and discretionary" criteria.

The 1000 Friends of Oregon declares that Aurora's plan is deficient regarding Goal 10 for five reasons:

1. It contains no inventory of buildable lands.
2. It contains no analysis of how much land is zoned for various land uses.
3. It lacks clear and objective standards for approving conditional uses and it allows the imposition of conditions that "could easily serve as a device to unreasonably increase mobile home costs or to deny the use altogether."
4. Its analysis of housing needs is deficient because it is based on a population projection that is "much too high."
5. It contains no justification for the 50,000 square-foot minimum lot area required in the L-R zone.

The Oregon Business Planning Council (OBPC) notes five deficiencies:

1. There is no inventory of existing housing.
2. The plan's objective regarding the future housing mix is unclear in that it speaks of a need for a balance of low- and medium-density housing types but calls for a mix of 75 percent medium-density and 25 percent high-density housing.
3. The plan cites four very different figures for current household size.

4. The plan "does not show how many buildable acres have been designated and zoned for each housing type."
5. The plan cites contradictory figures regarding residential densities.

Conclusion: The City of Aurora does not comply with Goal 10.

The factual base for that part of Aurora's plan dealing with housing is inadequate. It contains numerous errors and inconsistencies, does not assess community and regional needs for housing, and contains no inventory of buildable lands.

The City's policy statements regarding housing are not adequate. They are not defined as policies and are not clearly mandatory. The City's single goal regarding residential land use (Plan, p. 14) speaks of the necessity to provide housing that meets "the needs of the community," but those needs are not identified. The City's objective of providing for a balance of low- and medium-density housing establishes standards for the proportions of medium- and high-density housing.

The plan's implementing measures also are inadequate to comply with Goal 10. The Zoning Ordinance allows mobile homes only as a conditional use, but does not establish clear and objective standards by which such uses may be approved. It also contains vague and discretionary criteria according to which conditions may be imposed upon mobile homes and other conditional uses. The Commission's Housing Policy does not allow such ordinance provisions.

The plan does not specify a meaning for the term "multi-family dwelling," but the Zoning Ordinance defines the phrase to be "a building containing three or more dwelling units" (Section 1:030). None of Aurora's zones permit such multifamily dwellings outright or conditionally. The plan's anticipated proportions of multifamily housing in the year 2000--23 percent--thus cannot be implemented unless the term "multi-family dwelling" is used in the plan to mean duplexes and the City expects to have such units account for 23 percent of its total housing stock by the year 2000. The prospect of such development seems highly unlikely. Aurora presently contains five multifamily units, three percent of the total supply of dwellings. In order to achieve a 23 percent mix by the year 2000, 245 more units would be required and all would have to be duplexes under the present zoning.

In their objection, the OBPC states, "We could not find an inventory of existing housing by type." Table 8 (Plan, p. 15) does describe Aurora's housing stock in 1978 by type and tenancy, and also estimates the numbers that can be expected in the year 2000. That part of the OBPC's objection therefore cannot be sustained. The other four parts of the OBPC's objective do address valid deficiencies regarding Goal 10.

The OMHDA objects to Aurora's undocumented assumption that the City's proportion of mobile homes will decline from its present 23 percent to 11 percent in the year 2000. Such an assumption is a violation of Goal 10 only if the City were to adopt a policy to restrict the number of

mobile homes to some arbitrary low level or if it were to adopt a combination of policies and implementing ordinances that could work to discriminate against mobile homes. The latter situation does apply in this case for Aurora's implementing ordinances contain vague and discretionary standards that could be used to discriminate against forms of housing that apparently are needed. The other points raised by the OMHDA also constitute violation of Goal 10, as do all of the points raised by the 1000 Friends of Oregon.

In order to comply with Goal 10, the City of Aurora must do the following:

1. Amend its plan to provide an accurate and consistent factual base, including an inventory of buildable lands and an assessment of the need for various types of housing.
2. Adopt mandatory policies to provide for the housing needs identified in the factual base.
3. Amend its Zoning Ordinance to allow multifamily dwellings and mobile homes outright in one or more zones, or to allow them as conditional uses subject to clear and objective standards for approval consistent with the Commission's Housing Policy (attached to this report).
4. Amend its Zoning Ordinance to establish standards for minimum lot area and residential densities that are consistent with each other and that are consistent with those densities required by the plan's policies.

#### GOAL 11: PUBLIC FACILITIES AND SERVICES

Goal 11 requires that public facilities and services be planned and developed in a "timely, orderly, and efficient arrangement" that serves as a framework for development. In order to accomplish this, a local plan must contain the following:

1. Inventories identifying the present types and levels of public services in the jurisdiction and evaluating the present and future needs for such services;
2. Policies defining appropriate types and levels of services and specifying what types and levels of services will be provided in the future.
3. Implementing measures ensuring that the development which occurs is commensurate with the types and levels of services specified, and ensuring that the specified types and levels of services will be provided.

In the plan's chapter on Public Facilities, pp. 25-32, the City identifies the present types and levels of the following services: schools, solid waste, fire protection, police water, sewage treatment, electricity and natural gas. The City has no police force, but "has

contracted with the Marion County Sheriff for patrol and response services" (p. 26). The City currently has no municipal sewage treatment system. The plan does not inventory storm drainage facilities, planning services, health services, or City governmental services.

The plan evaluates future needs for and capacities of the following systems: schools, solid waste, police, water, sewage treatment, and electricity. It does not evaluate such needs and capacities for fire protection, storm drainage, planning, health care, or City government.

The City identifies two major problems regarding public facilities and services:

1. an increase in demand for police service as population grows (p. 26);
2. limitations on development caused by lack of a municipal sewage treatment system (p. 27).

The City's demands on and capacities of its water system are unclear. The plan notes that there has been "some concern over possible water shortages" and that watering curfews have been imposed, but it also declares that a 1978 study by the Mid-Willamette Valley COG "indicates that Aurora's present water system should be adequate until 1990."

### Policies

The plan's policy statements regarding public services comprise the following:

1. "To provide urban level services in an efficient and economical manner" (Goal 6, p. 2).
2. "To plan future growth areas for the economical expansion and construction of public and private facilities and services" (Objective 3, p. 3).
3. "To plan the upgrading and improvement of existing facilities and services to coincide with population growth and economic development" (Objective 4, p. 3).
4. "Provide for public service and facilities needed for a healthy business economy" (Objective 2, p. 17).
5. "Plan for future growth areas in order to provide public facilities in an economical manner" (Objective 3, p. 17).
6. "Plan for and provide public services and facilities necessary for industrial growth and development" (Objective 2, p. 19).

7. "Residential development should be directed into areas where public facilities and services can be provided in an efficient and economical manner" (Policy 3, p. 32).
8. "Leap-frog development over vacant lands should be discouraged by restricting the extension of services beyond the existing city limits until a demonstrated public need for additional acreage can be shown" (Policy 4, p. 32).

The plan contains no policies regarding the City's water system, although the text notes that, "As the community continues to grow, an additional well and storage for 1/2 million gallons will be needed" (p. 26). It also contains no policy addressing the need for police.

The plan's text declares that, "The City has developed this comprehensive plan with assumption that there would be a municipal sewage system by 1985..." (p. 27). No policy regarding the financing or construction of such a system has been included in the plan.

#### Implementation

The City implements its policies on public services with a Subdivision Ordinance, a Zoning Ordinance, and a growth management agreement. The Subdivision Ordinance requires that public facilities and services be provided for in the designs of subdivision and partitions. It requires performance bonds of developers to ensure that public facilities will be installed as planned (Section 5.020). It requires the construction of streets, storm drains, sanitary sewers, water lines and hydrants, sidewalks, bicycle paths, street signs, street lights, and other improvements at the expense of the developer "at the time of subdivision" (Section 7:030). It requires the same improvements for partitions, but provides that the planning commission may waive those requirements in cases where one or more of them appear to be "unreasonable" (Section 7:040).

Aurora's Zoning Ordinance does not contain a zone specifically for public facilities such as schools or government offices. Several zones allow schools, public buildings, and utility transmission facilities as conditional or outright uses. Section 2:010 declares that lots may be used and structures built only as provided in the Ordinance. None of the zones permit structures such as telephone poles, roads, hydrants, and transformers.

The management agreement adopted by the City and Marion County establishes that,

"The City is the basic provider of public facilities and services in the urban growth area. Therefore, annexation to the City generally should precede the provision of public facilities and services therein" (Section II 7).



The plan does not include a capital improvements program. Methods of paying for schools and for a sewage treatment plan are discussed briefly. The means of financing and providing other services are not mentioned.

### Objection

The state's Department of Environmental Quality (DEQ) has objected to Aurora's submittal because it contains no policy "to coordinate future solid waste planning with Marion County." This has been addressed in section on Goal 6.

The Oregon Business Planning Council (OBPC) has objected to Aurora's submittal because of deficiencies regarding policies for sewer and water facilities. The OBPC states:

"The lack of guidance in the plan relative to future sewer system is especially significant. Although it is not always entirely clear, the plan, generally, was developed based on the assumption that a sewer system would be in place by the mid-1980's. In this vein the plan tries to formulate goals and policies and establish land use patterns that recognize the necessity for low density development now, with increasing densities once a sewer system is in place. The plan is not always successful in this regard; for example, the above noted discrepancy in the residential density. Also, there is no policy commitment to require current development to be constructed such that future redevelopment at higher densities is possible.

A second concern with the public facilities section is that the water system's current capacity and current useage are not indicated and a projection of future consumption is not made. A comparison of the system's current excess capacity (if any) with the projection of future consumption would give a good indication of the system's ability to accommodate growth. Without such a comparison in the plan, Goal 11 compliance is jeopardized because it is not clear if the water system can accommodate the projected growth."

1000 Friends of Oregon has objected to Aurora's submittal for the following reason:

There is no indication that Aurora can provide the public facilities necessary to support urban development. The city does not have a sewer system. There is no indication that Aurora will get such a system in the foreseeable future. Plan, p. 26-27. Unless Aurora can provide urban services, sprawl-type development will spread onto the Class II agricultural soils that surround the city.

Until the city is committed to and capable of providing urban level facilities and services, its UGB should not extend beyond city limits. Expansion of the UGB under current conditions would violate Goals 3, 11, 14.

Conclusion: The City of Aurora does not comply with Goal 11.

The objections described above all address valid issues of goal compliance.

The plan provides an adequate inventory of those public services and facilities that are described in it; it contains no information regarding storm drainage facilities, planning services, health services, and city governmental services.

The plan contains an evaluation of future needs and capacities for most services but lacks information regarding fire protection, storm drainage, planning, health care, and city government. The City's evaluation of its water system's capacities and the demands upon the system is unclear.

Goal 11's primary requirement is that the City plan a timely, orderly, and efficient arrangement of facilities and services to serve as a framework for development. Policies that simply call for a city to respond to whatever levels of development may occur by providing a full range of services do not satisfy that requirement. A City must establish what services are necessary and what levels of those services are appropriate for the development that has been planned. Aurora's plan does not do this.

The plan's policy statements regarding public services do not address fundamental issues and problems identified in the plan, e.g., sewage treatment, water treatment and supply, and police. They do not provide a clear indication of what services and facilities the City regards as necessary and is committed to maintaining or development. They thus do not establish a timely, orderly, and efficient arrangement of public facilities and services as a framework for development.

The City's implementing ordinances are adequate to comply with Goal 11 except for one deficiency: the Zoning Ordinance does not permit certain public facilities and structures, an oversight that technically, at least, prohibits the City from providing services essential for its maintenance and development.

Goal 11 does not require a capital improvements program. It does require, however, "a provision for key facilities within the financial capabilities of the jurisdiction which explains when, how, and by whom necessary public facilities and services are to be provided" (LCDC policy paper "Common Questions on Urban Development" p. 6) Although the plan mentions some possibilities for financing a sewage treatment plant, it does not conclude whether those alternatives could produce enough money to pay for such a plant. The City does not describe how it will finance the police services and water system improvements it describes as necessary.

In order to comply with Goal 11, the City of Aurora must do the following:

1. Amend its plan to identify what levels of public services are needed and are planned for the City in the planning period.
2. Adopt policies committing the City to provide those types and levels of public services that it has identified as appropriate. (A copy of the Commission's paper "Common Questions on Urban Development" is enclosed.)
3. Amend the plan to specify programs and measures by which the appropriate types and levels of public services will be attained.
4. Amend its Zoning Ordinance to allow public facilities in those districts that require such facilities.

#### GOAL 12: TRANSPORTATION

##### Inventory

The plan describes the City's streets and roads, and lists design standards for them (p. 29). It concludes that Aurora's transportation system is nearly totally dependent on the auto (p. 27).

The plan notes that the City is served by both the Greyhound and Hamman bus systems, and describes a carpool program (p. 27). It states that although the Southern Pacific Railroad passes through Aurora, "no freight or passenger service is available to the area" (p. 29). No bicycle or pedestrian paths or trails have been developed in the City, but areas where they might be appropriate are identified in the plan (p. 30).

The plan mentions that the City is served by Northwest Natural Gas, but it does not describe the existence of any major gas or other pipelines.

A particularly important element in Aurora's transportation system is the Aurora State Airport. This is a state-owned general utility airport located one mile northwest of Aurora. It is not within the City's UGB, but has been included in an "area of special mutual concern" shown on the plan map and discussed in the City's management agreement with Marion County (Section IV). The airport's present facilities, effects on the environment, and proposed plans are presented in great detail in the Aurora State Airport Master Plan, 1976-1995, prepared by the CH2M-Hill Company for the State's Aeronautics Division. That plan has been adopted by the City as a part of its comprehensive plan (Plan, p. 29). It indicates that the airport will grow, perhaps to the point of serving turbojet and transport aircraft between 1985 and 1990, but that its growth "may be expected to be somewhat slower than the growth rate at some of the other airports in the Portland Metropolitan area" (Airport Master Plan, pp. 22-23).

The plan discusses the large number of commuters who reside in Aurora but drive to work in Salem and Portland and notes that they may be "seriously affected" by rising costs of fuel (Plan, p. 27). It does not specifically identify or discuss the transportation disadvantaged.

### Policies

Aurora's plan contains three Goals regarding the state airport:

"Land Uses around Aurora State Airport shall be required to provide an environment which will not be adversely affected by noise and safety problems and is compatible with the airport and its operations.

Because of potential hazards from water fowl to airborne aircraft, land uses beneath the designated airport approach surface within 12,000' from the ends of the Aurora State Airport's runways shall not create water impoundments or sanitary landfills.

To avoid danger to public safety by potential aircraft accidents, commercial uses resulting in concentrations of people shall not be permitted within the airport approach surfaces of the Aurora State Airport" (Plan, p. 29).

The City also has an objective

"to work closely with the state Aeronautic's Division and Marion County in the development and protection of the Aurora State Airport" (Plan, p. 3--Similar objectives appear on pp. 17 and 19).

The City's other policies regarding transportation comprise the following:

1. "To improve pedestrian, bicycle and automobile circulation between living, shopping, schools, employment and recreational areas" (Objective 6, p. 3).
2. "Improve local transportation facilities to encourage local purchasing and leisure time activities" (Objective 4, p. 17).
3. "Improve pedestrian and bicycle facilities between schools, park and living areas" (Objective 2, p. 20).
4. "Promote the active and passive facilities of the community by improving public building and facilities for access to the handicapped and transportation disadvantaged" (Objective 3, p. 20).

5. "Transportation facilities should be developed in such a manner as to encourage the use of alternative modes" (Policy 7, p. 32).
6. "Mass transit, bicycle and pedestrian facilities are encouraged as a means of reducing the dependence on the automobile" (Policy 8, p. 32).

### Implementation

The City implements its policies on transportation with its Zoning and Subdivision Ordinances, the management agreement with Marion County, and the Airport Master Plan.

The Zoning Ordinance contains standards and requirements for parking (Section 4:310), off-street loading (Section 4:320), access to property (Section 4:710), and vision clearance at intersections (Section 8:020).

The Subdivision Ordinance sets forth standards and requirements for streets (Section 6:020), pedestrian and bicycle ways (Section 6:030(3)(c)), access (Section 6:040(2)), and sidewalks (Section 7:030(5)).

The management agreement adopted by Aurora and Marion County establishes an "area for special mutual concern" around the airport. This area comprises some 400 acres of land that was within the UGB adopted by the City on April 9, 1979 (Ordinance 251), and later excluded by the adoption on June 25, 1980, of Resolution 15 and the "Urban Growth Boundary and Policy Agreement" (cited in this report as the "management agreement"). The agreement's provisions for the area of special mutual concern call for Marion County to "retain the responsibility for land use actions within this area," but recognize the City's interest in those actions by establishing a process for coordinating them with the City (Management Agreement Section IV).

The Airport Master Plan contains a section on implementation that is essentially a capital improvements program for the airport (Airport Master Plan, pp. 43-46).

Conclusion: The City of Aurora does not comply with Goal 12.

Goal 12 requires a transportation plan that, among other things, "meets the needs of the transportation disadvantaged by improving transportation services." The plan notes that Aurora's transportation system is almost totally dependent on the automobile, but it does not consider how such a dependence may affect the transportation disadvantaged. The plan contains statements to encourage modes of transit that might provide suitable alternatives for the transportation disadvantaged, but those statements are not defined as policies and are not mandatory.

The City's inventory, policies, and implementing measures otherwise comply with Goal 12.

In order to comply with Goal 12, the City of Aurora must do the following:

Amend its plan to adopt mandatory policies regarding modes of transport suitable to meet the needs of the transportation disadvantaged.

#### GOAL 13: ENERGY CONSERVATION

Aurora's plan discusses several sources of energy, including electricity, natural gas, solar power, and petroleum (Plan, pp. 30-33). It describes various relationships between development and energy consumption, and lists several factors important in the conservation of energy (Plan, p. 31).

Aurora's policies regarding energy comprise the following (all from page 32 of the plan):

1. Development should be reviewed for energy efficiency and possible energy savings.
2. Residential development should be directed into areas where public facilities and services can be provided in an efficient and economical manner.
3. Leap-frog development over vacant lands should be discouraged by restricting the extension of services beyond the existing city limits until a demonstrated public need for additional acreage can be shown.
4. Residential and commercial uses should be combined or in close proximity to each other whenever possible.
5. The placement of structures and their design should be determined by including possible energy savings as a major criteria.
6. Recycling facilities and programs should be encouraged to help reduce energy needed for the development and processing of finished products.
7. Transportation facilities should be developed in such a manner as to encourage the use of alternative modes.
8. Mass transit, bicycle and pedestrian facilities are encouraged as a means of reducing the dependence on the automobile.

9. High energy using industry and businesses are discouraged in favor of low energy industries and businesses.
10. Individual citizen and city officials are encouraged to consider the energy consequences of their actions and decisions.

The City's Zoning and Subdivision Ordinances generally do not contain specific provisions for implementing the above policies. Their requirements do not, however, prevent the implementation of the policies. The Zoning Ordinance sets a maximum height for buildings in all zones except the FP Zone, but it provides a general exception for projections from the roofs of buildings (Section 5:080). That exception does not specifically mention solar-heating devices, but its language seems broad enough to include such devices by inference.

Conclusion: The City of Aurora complies with Goal 13.

#### GOAL 14: URBANIZATION

Goal 14 requires the following:

1. that the City establish an urban growth boundary (UGB);
2. that the extent of the UGB be based on a consideration of needs described in factors 1 and 2 of Goal 14;
3. that the location of the UGB be determined in accordance with factors 3 through 7;
4. that the establishment of the UGB be a cooperative process between the City and the County; and
5. that the conversion of urbanizable land to urban uses be based on four considerations set forth in Goal 14.

The review of Aurora's submittal for Goal 14 is presented in this five-part format.

#### Urban Growth Boundary

The City of Aurora and Marion County have adopted an urban growth boundary that is larger than the City's present corporate limits. The City's present area is approximately 145 acres (Plan, p. 14). The area encompassed by the UGB is variously described as 927 acres, 960 acres, or 979 acres in the plan's text (p. 14). All of these numbers apparently refer to the urban growth area contained within a earlier UGB that has since been revised by the City. The present revised UGB is shown as Exhibit A to City Resolution 75, adopting the Urban Growth Boundary and Policy Agreement.

Need (Factors 1 and 2, Goal 14)

The City has based its analysis of need for urbanizable land upon projections and assumptions about population household size, residential densities, and housing mix. These projections and assumptions have been discussed at length in those sections of this report dealing with Goals 2 and 10, and will not be reviewed here. The City's analysis also is based on assumptions regarding the economy of the state and region (Plan, p. 1) and regarding public facilities (Plan, p. 27). These assumptions have been discussed in the sections on Goals 2, 9, and 11, and likewise will not be repeated here.

The analysis performed by the City is summarized in Tables 6 and 7 of the Plan (p. 14); they are reproduced below:

TABLE 6

## LAND USE NEED AND EXISTING USES

Present City Limits	145 Acres
Additional Needed	437 "
Airport Related	345 "
Total UGB	927 "
Planning Population	3,000 persons

SOURCE: Consultant's Survey, November 1978

TABLE 7

## LAND USE

Low Density (75%)	70	300 (7.5 per/ac)
Medium Density (25%)	2	62 (12.5 per/ac)
Commercial	30	50
Industrial	2.5	22
Public/Semi-Public	6	15
Right-of-way	20	100
Flood Plain	15	35
Non-Buildable	25	45
Airport-Industrial	0	300
Airport-Commercial	0	50

(170.5) (979)

The totals below Table 7 have been added by DLCD.

The analysis of need done by the City does not indicate the amount of land contained within the present adopted UGB. Numbers such as that in Table 6 referring to "Total UGB" apparently refer to an earlier boundary. The City's land use plan map has been modified by the addition of a xeroxed map showing a UGB that omits the airport area and smaller areas north and south of the City. The modified map is not sufficiently



accurate to determine the precise location of the UGB. The DLCD has measured with a planimeter the urban growth area (i.e., the area beyond city limits but within the UGB) shown on the modified map, and found it to contain 440 acres. (The range of error is perhaps 5-10%.) The plan does not contain any reference to the modified UGB and does not explain which of the figures for needed land in Tables 6 and 7 are affected by the reduction of the urban growth area.

#### Location of the UGB (Factors 3-7)

Aurora has discussed a general need for the orderly and economic provision of public facilities and services (Factor 3) at several points in its plan, and has adopted policy statements regarding that need (see section on Goal 11). The plan does not, however, indicate that the extent or location of the UGB is based on consideration of the orderly and economic provision of public services. It does show that the increase in Aurora's population and land area implied by its UGB will increase "the demand for local police" (Plan, p. 26), require "an additional well and storage for 1/2 million gallons" of water (p. 26), and necessitate the construction of a municipal sewage-treatment system (p. 16). The City presently has no local police and no sewage-treatment system (Plan, p. 26). Its present water storage capacity is 25,000 gallons (Plan, p. 26).

Efficiency of land use in and on the fringe of the existing urban area (Factor 4, Goal 14) is mentioned at various places in the plan (e.g., pp. 15, 16, 18). The plan does not show that the extent or location of the UGB has been based upon a consideration of this factor.

The environmental, energy, economic, and social consequences of the UGB's extent and location (Factor 5) have not been analyzed in the plan.

Factor 6 deals with the retention of agricultural land in accordance with a standard that gives the highest priority for retention to the best land. Aurora's plan notes that the soils in and around the City are predominantly agricultural (p. 5). It does not map these soils or otherwise describe their location precisely, but the text indicates that large areas of Class II and III soils (as rated by the Soil Conservation Service) have been included in the UGB (p. 21). The plan mentions the presence of some Willamette soils that may be Class I, depending on their slope and drainage (pp. 5-6). It does not indicate how many acres of those soils may be within the UGB or where they may occur.

The plan declares,

"The City of Aurora is surrounded by open space and agricultural lands. Whenever conditions are suitable, orchards, grain or field crops have been established" (Plan, p. 21).

The plan does not indicate that the compatibility of proposed urban uses with those nearby agricultural activities (Factor 7 of Goal 14) has been considered during the establishment of the UGB.

Management of Urban Growth Area

Aurora and Marion County have established the UGB by a cooperative process that culminated in the adoption of that boundary and a joint management agreement for the urban growth area in June, 1980. Aurora also adopted at the same time Ordinance 257, which declares that "the City of Aurora agrees that the present urban growth boundary has not been adequately justified," and which establishes a work program to review the UGB and carry out "appropriate revisions." Much of that work program deals with the Aurora State Airport and its relation to the City. The management agreement contains the following "statement of intent" (Section V):

It is the intention of the City of Aurora to initiate a process, see amendment to comprehensive plan adopted June 25, 1980, for immediately updating Aurora's comprehensive plan and to consider the expansion of the UGB. The Aurora comprehensive plan was developed without due consideration for expansion of the Aurora Airport and its impact on the city of Aurora and Marion County.

The management agreement gives the County the responsibility for land conservation and development actions "affecting the urban growth area" (Section II 1). It establishes a process whereby the County will inform the City of and receive comments regarding such actions. It cites the City as "the basic provider of public facilities and services in the urban growth area" and states that "annexation to the City generally should precede the provision" of such service (Section II 7). It establishes provisions for reviewing and amending the UGB (Section III).

Conversion of Urbanizable Land

The conversion to urban uses of land within the UGB is governed by the following policy (Plan, p. 32):

"Leap-frog development over vacant lands should be discouraged by restricting the extension of services beyond the existing city limits until a demonstrated need for additional acreage can be shown."

The management agreement implements that policy with the following provisions from Section II 8:

"Land within the urban growth boundary shall be considered urbanizable land available over time for urban uses. Conversion of urbanizable land to urban uses within the boundary shall be based on a consideration of:

- (A) Orderly, economic provision for public facilities and services;

- (B) Availability of sufficient land for the various uses to insure choices in the market place;
- (C) LCDC Goals;
- (D) Encouragement of development within urban areas before conversion of urbanizable areas;
- (E) Applicable provisions of the Marion County Comprehensive Plan."

### Objection

The 1000 Friends of Oregon objects to the acknowledgment of Aurora's plan; it cites several deficiencies, including the following concerns regarding Goal 14:

1. an "inflated population projection" not supported by factual justification;
2. failure to demonstrate adequately that there is a need "for a UGB of 425 acres."

The 1000 Friends of Oregon states that the City has not demonstrated that it can serve development beyond its present corporate limits, that the UGB does not provide for "maximum efficiency of land uses within and on the fringe of the existing urban area," and that, "In short, the UGB is not in compliance with any of the seven factors in Goal 14."

Conclusion: The City of Aurora does not comply with Goal 14.

The requirements of Goal 14 are outlined in five sections in this report. Aurora's plan complies with three of those sets of requirements: it has adopted an urban growth boundary, it has coordinated and cooperated with Marion County in doing so, and it has established a procedure for converting urbanizable land that is almost identical to that set forth in the Goal.

Aurora's plan fails to comply with Goal 14 for several reasons. First, the plan map does not indicate the location of the UGB with enough precision to enable one to determine whether a particular lot is within the boundary. Second, the City's factual base and analysis of needs are inaccurate, inconsistent, and apparently not even related to the present UGB. Third, the City has considered public services and agricultural lands (Factors 3 and 6) in locating its UGB, but the results of that consideration do not support either the extent or location of the boundary. Fourth, the City has not considered factors 4, 5, and 7 in locating its UGB.

The objection from 1000 Friends of Oregon cites two deficiencies regarding Aurora's planning for urbanization. Both deficiencies constitute failures to comply with Statewide Goals. The issue of population projection has been considered in this report's analysis of Goals 2 and 10. The issue of need for urbanizable land is addressed above and in the section on Goal 10.

In order to comply with Goal 14, the City of Aurora and Marion County must do the following:

1. Amend its plan to provide adequate findings regarding the seven factors that must be considered in establishing or amending a UGB. These findings must utilize information derived from meeting the requirements of Goals 2, 10 and 11.
2. Amend its plan to show that the location and extent of the present UGB are supported by the findings called for in statement two above; or, reduce the UGB as may be necessary in light of those findings.
3. Amend the plan to indicate the precise location of its UGB.

#### COMMENTS RECEIVED

The following agencies and parties have submitted comments on this acknowledgment request. The deadline for submitting comments was January 29, 1981.

<u>Agency or Party</u>	<u>Position</u>	<u>Date Submitted</u>
DEQ	Objection	January 29, 1981
1000 Friends of Oregon	Objection	January 28, 1981
ODOT	Objection	January 29, 1981
Oregon Manufactured Housing Dealers Association	Objection	January 22, 1981
Oregon Business Planning Council	Objection	January 13, 1981
Farmers Home Administration	Comment	January 16, 1981
Soil Conservation Service	Comment	January 28, 1981
Public Utility Commission	Comment	January 26, 1981
Marion Soil and Water Conservation District	Comment	January 29, 1981
Department of Energy	Comment	January 29, 1981

#### Overall Conclusion

Aurora has prepared a plan that complies with only one of thirteen statewide planning goals that apply to the City. The plan lacks inventories and policies regarding some goal topics, and it has inadequate inventories and policies for most of the others. Compliance will require substantial additions and revisions.

## V. Recommendations

Staff

Recommends that the Commission deny Aurora's request for acknowledgment.

In order to comply the City must do the following:

## Goal 1

Adopt policies that provide for the continuing involvement of citizens in all phases of the planning process.

## Goal 2

1. Amend the plan to provide an adequate factual base (including inventories and identification of issues and problems) for the requirements addressed in Statewide Planning Goals 2, 4-12 and 14.
2. Amend the plan to provide revised projections of future population growth that are based on justified assumptions and supported by sound analysis.
3. Amend the plan to use the revised population projections as the factual base from which the needs for urbanizable land, housing, and public facilities and services are evaluated.
4. Adopt mandatory policies to meet the requirements set forth in Statewide Planning Goals 1, 2, 4-12 and 14.
5. Amend the plan to provide plan designations and a plan map or some other process by which the plan's policies can be applied to appropriate areas and be used "as a basis for all decisions and actions related to the use of land" (Goal 2).
6. Adopt policies to establish a schedule and a program for the periodic review of the plan and for its amendment when necessary. Such policies must ensure citizens and affected governmental agencies the opportunity to be involved in the review and amendment process.
7. Amend the plan and Zoning Ordinance to provide implementation measures that are consistent with and adequate to carry out those policies adopted in statement 4, above.

## Goal 4

1. Amend the plan to provide information showing whether Goal 4 applies to the City. This information may be derived from inventories and analysis done to meet the requirements of Goals 5 and 14.
2. If Goal 4 is found to apply to the City, adopt policies and implementing measures to conserve forest lands for forest uses.

Goal 5

1. Amend the plan to provide an inventory of the location, quality, and quantity of the applicable resources specified in Goal 5. Applicable resources include all of those listed in Goal 5 except wilderness areas, Oregon recreation trails, and wild and scenic waterways.
2. Adopt policies and implementing measures that are adequate to protect the resources identified in the plan's inventory and that provide a process for resolving conflicts with identified resources.

Goal 6

1. Amend its plan to provide an inventory of air and water quality and to identify sources of air and water pollution.
2. Adopt policies to protect air, water, land quality and solid waste in accordance with applicable state or federal environmental-quality statutes, rules, and standards.
3. Adopt a policy to coordinate the planning for disposal of solid waste with Marion County.

Goal 7

1. Amend its plan to provide a precise inventory of areas subject to natural disasters and hazards.
2. Amend its plan to make mandatory those policies regarding flood hazards.
3. Adopt mandatory policies governing areas subject to other natural hazards identified in the inventory.
4. Adopt ordinance provisions or other measures to implement the policies adopted according to item 3 above.

Goal 8

1. Amend its plan to provide an evaluation of the community's needs for recreational facilities now and in the future.
2. Adopt mandatory policies to plan for community's recreational needs.

Goal 9

Amend its plan to provide an adequate factual base regarding areas suitable for increased economic growth and activity and amend policies and implementing measures as may be necessary in light of that information.

## Goal 10

1. Amend its plan to provide an accurate and consistent factual base, including an inventory of buildable lands and an assessment of the need for various types of housing.
2. Adopt mandatory policies to provide for the housing needs identified in the factual base.
3. Amend its Zoning Ordinance to allow multifamily dwellings and mobile homes outright in one or more zones, or to allow them as conditional uses subject to clear and objective standards for approval consistent with the Commission's Housing Policy (attached to this report).
4. Amend its Zoning Ordinance to establish standards for minimum lot area and residential densities that are consistent with each other and that are consistent with those densities required by the plan's policies.

## Goal 11

1. Amend its plan to identify what levels of public services are needed and are planned for the City in the planning period.
2. Adopt policies committing the City to provide those types and levels of public services that it has identified as appropriate. (A copy of the Commission's paper "Common Questions on Urban Development" is enclosed.)
3. Amend the plan to specify programs and measures by which the appropriate types and levels of public services will be attained.
4. Amend its Zoning Ordinance to allow public facilities in those districts that require such facilities.

## Goal 12

Amend its plan to adopt mandatory policies regarding modes of transport suitable to meet the needs of the transportation disadvantaged.

## Goal 14

1. Amend its plan to provide adequate findings regarding the seven factors that must be considered in establishing or amending a UGB. These findings must utilize information derived from meeting the requirements of Goals 2, 10 and 11.
2. Amend its plan to show that the location and extent of the present UGB are supported by the findings called for in statement two above; or, reduce the UGB as may be necessary in light of those findings.
3. Amend the plan to indicate the precise location of its UGB.

Local Coordination Body:

No comment received.

MR:cp/4395A