

(CIC) was established. The CIC actively participated in the planning process up to and through the final adoption by the City Council in March 1979. The City's Plan was subsequently acknowledged by LCDC for compliance with the statewide goals.

A smaller three-member CIC was appointed to work with the Planning Commission on subsequent Plan reviews and revisions in 1981 and 1987. The City conducted a Periodic Review, as defined by DLCD in the 1987. Consistent with the requirements of the DLCD, the City initiated another Periodic Review in 1998. The 1998 Periodic Review was terminated in late 1999 based on new legislation, which eliminated the requirement for cities under 2500 population. However, the City chose to continue their comprehensive plan update into 2000 to ensure that their desired future was clearly declared as public policy.

Official state Periodic Reviews are scheduled every 7-10 years. The purpose is to insure that the City's Comprehensive Plan and Development Codes remain in compliance with changing state laws, and remain aligned with local circumstances and desires.

Since the 1987 Periodic Review, the City discontinued a formally appointed CIC. Instead, it has opted for a more general and broad based citizen participation strategy. Citizen participation continues to be a major underpinning of the planning and development process within Aurora.

Since the adoption of the original Comprehensive Plan, Aurora has maintained a high level of citizen involvement. Examples include:

Significant involvement by community volunteers in completing the City's Historic Sites Inventory.

Aurora citizens have a long history of concern and participation related to master planning and management of the Aurora State Airport. The citizens continue to evaluate the City's role and responsibility, regarding the future of the airport. Expansion of the runway, commercial and industrial development, sanitary sewer, traffic, and noise are all issues of concern for Aurora's future livability. These important issues have been addressed to Oregon Department of Aviation and users of the airport during the City and other community members' participation with the Policy Advisory Committee for the 1999 and 2013 updates of the Airport Master Plan. The City is seeking ways to have more direct involvement in planning and development decisions. The City and community continues to discuss its relationship with the airport, and the possibility and viability of a future intergovernmental agreement governing growth management issues as well as the possible formation of Local Improvement District for provision of public facilities and services and ultimately annexation of the airport property into the City in the more distant future.

Citizens were actively involved with the City in planning and designing a sanitary sewer system, through a "Self Help" program introduced and endorsed by the Oregon Department of Environmental Quality (DEQ).

From 1994 to its completion in 1995, the City conducted a community-wide Future Search Conference "Vision Aurora" involving a wide range of stakeholders. The Vision Aurora participants attended three community gatherings, beginning with the initial conference in February 1994, a mini-conference in April 1994, and a Town Hall Meeting in October 1994. The primary outcome of the conference was a Community Vision Statement, which was adopted by the City Council in August 1995. In 2007, the City initiated an update to the Vision Aurora. The Aurora 2017 Vision Report updates and reflects Aurora's rich heritage and current values and expresses the community's hopes for the future.

Citizens have participated in three Periodic Reviews of the Comprehensive Plan since its adoption in 1979 with update reviews conducted in 1981, 1987, and 1998. The 2009 Comprehensive Plan Update includes updates to the Population, Land Use, Economics, and Housing Sections of the Plan and included a buildable lands analysis, housing needs analysis, economic opportunities analysis, updated population projections coordinated with Marion County, and incorporation of the 2017 Vision Report.

## **B. Planning History**

As required by LCDC statewide Goal 2, the City of Aurora submitted its original comprehensive plan for acknowledgment in June 1980. After nearly a year's review by the Department of Land Conservation and Development (DLCD), the Commission determined that the City had failed to comply with 12 of the 13 applicable statewide planning goals. This led to several amendments to the City's comprehensive plan, including a significantly reduced urban growth boundary (UGB).

The City had originally adopted an UGB which extended up to and around the Aurora Airport. The airport is a state owned and operated facility one quarter mile northwest of the City limits. While Marion County considered the UGB too large, it recognized Aurora's legitimate interest in the future expansion of the airport including industrial development. In August 1979, the City and County signed the Urban Growth Boundary and Policy Agreement, an inter-governmental agreement (IGA) which established a new, smaller UGB for Aurora. The remainder of the original boundary was incorporated into a Planning Area of Mutual Concern. The IGA was renewed in 1986 and again in 2010<sup>09</sup>. See Exhibit B for a copy of the most recent IGA and map of the Area of Mutual Concern.

Dwelling Units Needed to Meet 2007 Rental Demand	11	4	15
Rental Units Needed to Meet 2029 Population Projection	35	12	47
Owner-Occupied Units Needed to Meet 2029 Population Projection	260	0	260
<b>Total</b>	<b>307</b>	<b>16</b>	<b>323</b>

Source: MWVCOG, 2008

#### D. Land Use and Buildable Lands

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

1. Residential Low Density (R-1). Areas designated as residential low density within the city limits shall not exceed a density of five point eight (5.8) dwelling units per gross acre. The minimum lot size under the R-1 is seven thousand five hundred (7,500) square feet.
2. Residential Low/Moderate Density (R-2). Areas designated as residential low/moderate density within the city limits shall not exceed a density of eight point seven one (8.71) dwelling units per gross acre. The minimum lot size under the R-2 zone is five thousand (5,000) square feet.
3. Historic Residential Overlay. The historic residential overlay does not specify a maximum density but the minimum lot size within the zone is 10,000 square feet for new lots within the city limits. With the minimum lot size of ten thousand (10,000) square feet, areas designated as historic residential overlay would not exceed a density of four point three six (4.36) dwelling units per gross acre.
4. Commercial. Commercial uses within the city limits include all activities of a retail and service commercial nature. There is no distinction between what kinds of commercial activities are allowed; the specific zoning regulates uses.
5. Industrial. Industrial use within the city limits covers the range of manufacturing, warehousing, wholesaling, and some service activities. Manufacturing activities are limited to light industrial uses.
6. Flood Hazard. Areas designated as flood hazard serve to promote the public health, safety and general welfare, and to minimize public and private losses due to flood conditions in specific areas.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. The intent of the six Comprehensive Plan map designations upon land outside of the Aurora city limits is for

~~that land to be used for uses allowed in farm use zones consistent with ORS 215.203 remain rural until annexed into the city. only. Lands should not be developed for additional residential, commercial or industrial uses until annexation, and the comprehensive plan designation is only to be used as an indication of the applicable zoning to be applied to subject properties upon annexation and development.~~

Implementation of the comprehensive plan designation occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

In 2008, the city conducted a buildable lands inventory. **Table 1** shows the amount of developed acreage by zoning designation within the city.

Flora species found on non-cultivated land in the Aurora area include Douglas fir, cottonwood, bilge maple, Oregon white oak, ash, willow, rose, hazel, vine maple, wild blackberry, swordfern, bracken fern, poison oak, tussock, sedges, oatgrass, and other native grasses.

The area does not contain critical spawning or rearing habitats. Furthermore, the flora and fauna within the UGB are similar to species found in adjacent areas. As a result, conversion to urban uses would not conflict with these resources.

### 3. Open Space

Zoned for urban transition farm (UTF) by Marion County, much of the undeveloped land within the urban growth boundary currently is devoted to agriculture and will remain as open space until needed for ~~urban~~ additional development. At the time of additional development, annexation within the city limits and connection of city urban services shall be required. Additional open space is associated with the flood plains and steep banks of Mill Creek and the Pudding River, which for the most part have been excluded from the UGB.

Aurora City Park and the privately-owned Aurora Trout Farm have been identified as the area's recreational resources. However, the latter's loss due to urbanization is not considered significant because it is similar to other trout ponds throughout the state.

### 4. Water Resources

The City is located near both Mill Creek and the Pudding River although only a small portion of the former traverses the UGB. In addition, the City depends upon the Willamette aquifer for its water supply. The City has yet to determine if there are any significant watersheds or wetlands in the area. With regard to its water resources, the chief concern of the City is to prevent contamination of its groundwater. For more discussion, see sections on water quality (Goal 6) and public facilities (Goal 2).

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## VII. TRANSPORTATION

### A. Street Classification and Conditions

The street system in and around the City is detailed in the Transportation System Plan. The adopted Transportation System Plan, dated August 2009, is incorporated into this Comprehensive Plan Update by this reference.

The City is interested in developing a coordinated regional transportation strategy with Clackamas County, Marion County, ODOT, Canby, Hubbard, Donald, and potentially Wilsonville and Woodburn. The primary concern for the City is developing functional solutions to the heavy impact of regional through traffic on Aurora.

### B. Highway 99E

Highway 99E passes through Aurora on a northeast to south axis. This two-lane state highway is both the community's most important thoroughfare and its major link to Portland, Salem, and the rest of the region.

Most of the commercial activity in Aurora faces the highway, thus creating some challenges to developing a functional but locally acceptable design for highway improvements. Recent improvements to Highway 99E include the installation of sidewalks from Main Street to Bob's Avenue.

As development occurs along the highway, access to the right-of-way should be controlled to reduce traffic hazards; these include improvements such as driveways, frontage roads, turn lanes and rear access roads. Provisions will be made for limiting access directly to the highway from the proposed commercial area south of Ottaway.

### C. Main Street

Main Street is a ~~collectemix of local~~ Legacy street that runs north/south through the center of the City; nearly all other City streets connect to this ~~arterial-street~~ in some manner. Main Street is identified as a primary north-south pedestrian and bicycle route and should be improved to better provide for bicycles and pedestrians thru the addition of bicycle graphics, ~~or "sharrows"~~ to the shared street and sidewalks improvements for the entire length of the street.

### D. Ehlen Road

Ehlen Road (Market Road 10) is classified as a principal arterial in the Aurora Transportation Plan. It enters Aurora from the west terminating at the north end of Highway 99E. This road provides direct access to Highway 551 (Hubbard



the City limits and then carefully and incrementally expand public facilities and services into the UGB, upon annexation of UGB lands into the city limits. Prior to annexation, the city intends that lands remain in farm uses consistent with ORS 215.203. no additional residential, commercial and industrial development should occur.

Almost all property in the southern portion of the UGB has direct access to Highway 99E, a regional transit way. Similarly, the northwest portion is bounded by Ehlen Road, which provides access to I-5 via the Hubbard Cut-Off Road (Highway 551) and Ehlen Road.

Currently, the statute and administrative rules require that cities establish UGBs that accommodate the projected 20-year growth. There is sufficient vacant and redevelopable acreage within the UGB to accommodate projected year 2029 residential land needs, using the present land use designations on the comprehensive plan map and the Land Use Inventory shown on Tables 3A and 3B above. Additional commercial and industrial lands may become necessary to provide employment for the community.

Within the City limits, zoning designations for all property are identical to the corresponding comprehensive map designations. However, property outside the City is now zoned urban transition farm (UTF) by Marion County and will retain that zoning until annexed by the City. At that time, the City will zone the property consistent with its plan designation.

## **B. Growth Management Framework**

While the City wants continued growth to occur, it does not desire to be overwhelmed by development activities. There is a desire to manage growth so that it can be assimilated and properly served with appropriate urban services and facilities. Therefore the City establishes the following growth management framework:

### **1. Public facilities service capacity.**

The basic policy is to provide orderly, efficient, and cost effective urban services to support growth over the next 20 years. Further, it is the intent of the City to ensure adequate public facilities and services are provided to support full density development of all or a significant percentage of all the Net Buildable Lands presently located within the current City limits before allowing future annexation.

As shown in the Annexation Criteria below, a three tier priority system shall manage sequencing of future annexations. However, in order to allow annexation there must be sufficient sewer and water system service capacity to serve all net buildable lands inside the City, plus the proposed



## IX. POLICIES

### A. Overall Objectives

The objectives of this Comprehensive Plan are to:

1. Implement Aurora's declared Vision.
2. Maintain and enhance the City's historic character and community identity.
3. Influence, manage, and control the transition from rural to urban uses on lands outside the City's UGB which are logically within the City's area of interest for planning.
4. Allow property owners in the ~~urban service area~~ city limits to exercise their right of development, at such time as adequate public services are available and upon annexation to the city limits in order to access urban services if needed, in accordance with comprehensive plan policies and implementing regulations.
5. Meet the intent of state goals and county plans which require rational urbanization and appropriate provision of public facilities.
6. Retain and improve the City's livability and economic stability.
- ~~7. \_\_\_\_\_ 7. \_\_\_\_\_~~ Preserve and protect natural features from undesirable effects of growth to the maximum degree practical.
- ~~7.8. \_\_\_\_\_~~ Ensure express the city's intention that land outside the city limits but inside the Urban Growth Boundary is preserved for future urban development, and not utilized for incremental additional residential, commercial or industrial development prior to annexation used consistent with farm use zoning under ORS 215.203.

### B. Citizen Participation (Goal 1)

**Objective:** Develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

**Policies:**

1. The City will continue an active involvement program to include citizens in all phases of the planning process including post-acknowledgment. The Planning Commission shall act as the Citizen Involvement Committee (CIC) and shall be responsible to ensure that citizens have appropriate opportunities for active involvement.

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**D. Growth and Urbanization (Goal 14)**

**Objective:** Achieve orderly development in the community by providing a workable program for managing growth.

**Policies:**

1. The City will only extend urban services ~~only to urbanizable~~ land within the ~~city limits~~urban-growth boundary. ~~Annexation to the City will be a requirement of such extensions. Until annexed, land within the UGB shall retain its county Urban Transition Farm (UTF) zone designation.~~
2. The City will only consider for annexation land which has immediate access to urban services, based on the three tiered priority format set forth in the Growth Management Framework. When annexed, land shall be automatically rezoned as shown in the Development Code. The property owner may request a zone change to meet identified housing, economic, and recreation needs as indicated by the comprehensive plan.
3. In addition to the existing quasi-judicial process, the City will provide for a periodic evaluation and updating of the urban growth boundary at the same time as the comprehensive plan is reviewed. Changes to the UGB will be based upon consideration of the seven factors listed in statewide planning goal 14.
4. The City will seek funding to evaluate the impacts of development of the industrial and commercial properties at the Aurora Airport and on surrounding lands, to determine the role of the Aurora Airport in relationship to the Overall Objectives of the Aurora Comprehensive Plan, to determine the growth and urbanization potential at the Aurora Airport, and to identify formal and informal relationships needed to achieve mutually beneficial goals.

**E. Open Spaces and Natural Resources (Goal 5)**

**Objective:** Conserve open space and protect natural and scenic resources to the maximum degree possible.

**NOTE:** Policies for forest resources will be found in the Oregon Forest Practices Act because a small amount of forest resource is located within the UGB.

**Policies:**

1. The City will encourage the preservation and planting of trees to separate conflicting land uses and provide scenic and recreational opportunities where feasible.

## **K. Economic Policies (Goal 9)**

### **Objectives:**

1. Increase local employment opportunities to meet the needs of the residents of the area.
2. Increase the short and long term stability of the local economy.
3. Foster commercial and industrial activities to meet the expressed needs of City residents.

### **Policies:**

1. The City will work closely with Marion County, the Oregon Department of Aviation, and the Oregon Department of Economic Land Conservation and Community Development to evaluate and balance the net value (cost/benefit) of the industrial and commercial potential of the Aurora Airport and surrounding lands. The City will strive to minimize potential land use conflicts within the mutual planning area in an effort to maximize the livability of the community, including evaluation of a potential urban growth boundary (UGB) expansion to incorporate the Aurora Airport.
2. The City will encourage the preservation and enhancement of the community's historic character.
3. The City will promote the retention and expansion of existing business activities while promoting the recruitment of new businesses.

## **L. Housing Policies (Goal 10)**

### **Objectives:**

1. Provide a full range of housing choices for households of all incomes, ages and sizes.
2. Establish residential densities in accordance with site conditions and within the capacity of City services and facilities.

### **Policies:**

1. The City will encourage a variety of housing types.
2. The City will encourage residential development to occur in a compact and efficient manner to facilitate the provision of public facilities and other services, while maintaining and enhancing a comfortable village atmosphere.

3. In conjunction with Marion County, the City will encourage the availability of necessary programs to assist in the provision of adequate housing for low income families.
4. The City will encourage the use of innovative housing design techniques within the limits established by state building, electrical , plumbing, and fire codes.
5. The City will encourage the provision of adequate rental housing and an adequate supply of housing for the elderly.
6. The City will encourage conservation and improvement of structurally sound residential areas and units which lend historic character to the community.
7. The City will encourage an active code enforcement program to maintain existing dwellings at minimum structural standards.

#### **M. Public Facilities (Goal 11)**

##### **Objectives:**

1. Provide adequate public facilities and services necessary to accommodate the City's growth until the year 2029.
2. Plan and develop these facilities and services in a coordinated, efficient, and economical manner, including the needs for water and sewer infrastructure at the Aurora State Airport. -

##### **Implementing Actions:**

1. The City will maintain updated master facilities plans.
2. The City will continue to identify and make application for county, state, or federal grants or low interest loans to finance construction.
3. The City will implement the sewer master plan and develop related system development charges to help finance the system.

##### **Policies:**

1. To ensure orderly and economic extension of sewer facilities when available, the City will encourage in-fill and development immediately adjacent to existing City limits before permitting development further out in the urban growth boundary.