



MARION COUNTY BOARD OF COMMISSIONERS


Board Session Agenda Review Form

Meeting date: August 10, 2022

Department: Public Works Agenda Planning Date: July 26, 2022 Time required: None

☐ Audio/Visual aids None

Contact: Brandon Reich Phone: 503-566-4175

Department Head Signature: 

TITLE Schedule Adoption of Ordinance Concurring in City of Turner UGB Amendment

Issue, Description & Background

On March 10, 2022, the City of Turner held a public hearing to consider a 53.1 acre amendment to the urban growth boundary for residential and public land. On March 14, 2022, the city submitted its adopting ordinance with a letter requesting the county concur with the expansion. Now the county must consider whether to concur in the amendments.

On June 1, 2022, the Marion County Board of Commissioners approved a resolution initiating amendments to the county comprehensive plan to consider concurring in an amendment to the City of Turner Urban Growth Boundary and schedule a public hearing for July 20, 2022.

On July 20, 2022, the Marion County Board of Commissioners held a hearing and after considering evidence in the record, concurred in the city's amendment, directing staff to return with an ordinance consistent with their decision.

Now the Board may schedule adoption of the ordinance concurring in the City of Turner Urban Growth Boundary amendment at the next regular board session.

Financial Impacts: None

Impacts to Department & External Agencies None

Options for Consideration:

1. Schedule adoption of the ordinance at the next board session.
2. Direct staff to prepare a modified ordinance.
3. Choose not to proceed with adopting an ordinance at this time.

Recommendation: Staff recommends the Board of Commissioners schedule final consideration and adoption of the ordinance concurring in the City of Turner Urban Growth Boundary amendment at the next regular board session.

List of attachments: Ordinance

Presenter: Brandon Reich



MARION COUNTY BOARD OF COMMISSIONERS

Board Session Agenda Review Form

Copies of completed paperwork sent to the following: (Include names and e-mail addresses.)

Copies to:

Brandon Reich

**BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON**

In the matter of amending the Marion County)	LA 22-002
Comprehensive plan by adopting a 53.10 acre)	Clerk's File No:
amendment to the City of Turner Urban Growth)	Legislative Amendment
Boundary for residential and public land and rezoning)	
land added to the urban growth boundary.)	

AN ADMINISTRATIVE ORDINANCE

ORDINANCE NO. _____

THE MARION COUNTY BOARD OF COMMISSIONERS HEREBY ORDAINS AS FOLLOWS:

SECTION I. Purpose

This ordinance is enacted pursuant to the authority granted general law counties in the State of Oregon by Oregon Revised Statutes (ORS) Chapter 203, and the comprehensive land use planning and coordination with local government provisions under Chapters 195 and 197, by Amending the Marion County Comprehensive plan by adopting a 53.10 acre amendment to the City of Turner Urban Growth Boundary for residential and public land and rezoning land added to the urban growth boundary.

SECTION II. Authorization

The Marion County Board of Commissioners initiated a legislative amendment to the Marion County Comprehensive Plan by Resolution No. 22R-7 dated June 1, 2022. The legislative amendments came before the Board at the request of the City of Turner for concurrence in and adoption of an urban growth boundary amendment being considered by the city, pursuant to the planning coordination and concurrence provisions under ORS Chapters 195 and 197, and the provisions of the executed September 1, 1982 Urban Growth Boundary and Policy Agreement between Marion County and the City of Turner that establishes procedures for addressing land use matters of mutual concern, including amendments to the comprehensive plan and urban growth boundary. The Board held a public hearing on July 20, 2022, for which proper public notice and advertisement was given. The Board closed the hearing on July 20, 2022. All persons present during the public hearing and those provided notice of the hearing, were given the opportunity to speak or present written statements on the proposed amendments.

SECTION III. Evidence and Findings

The Board has reviewed the evidence and testimony in the record. Based on the facts and findings in the record, as contained in Exhibits A and B, which are incorporated herein by this reference, the Board determines that the updated City of Turner Urban Growth Boundary amendment conforms with the requirements under ORS Chapter 197 and the Statewide Land Use Planning Goals and Administrative Rules for the development and revision of comprehensive plans, with ORS Chapter 195 for county coordination with local comprehensive plan activities, and the Marion County Comprehensive Plan Urbanization Element on coordination with cities on growth management policies and guidelines.

The amendment adopts a 53.10 acre amendment to the City of Turner Urban Growth Boundary for residential land to provide a 20 year supply and public land to buffer Franzen Reservoir and the redesignation of lands included in the boundary expansion from a Marion County comprehensive plan designation of “Special Agriculture” to City of Turner Comprehensive Plan designations of “Public” and “Residential.” The land will be rezoned from “Special Agriculture” to Marion County zoning plan designations of “Urban Transition-20 Acres” and “Public”.

SECTION IV. Amendments to Marion County Comprehensive Plan

The Marion County Comprehensive Plan is amended to include the adoption of an updated City of Turner Urban Growth Boundary for application in the area within the urban growth boundary that lies outside the city limits. The Marion County Comprehensive Plan Map is amended to include a 53.10 acre urban growth boundary expansion and changes in the Plan designation of those properties added to the boundary and within the urban growth area as depicted on the maps set forth in Exhibit C. The Marion County Comprehensive Plan and its implementing ordinances (zoning maps) is further amended to include the rezoning of the properties included within the amended urban growth boundary as depicted on the map set forth in Exhibit C to Urban Transition, 20 acre and Public.

SECTION V. Repeal Of Portions Of Existing Ordinances

Those portions of Marion County Ordinance No. 581 adopting a City of Turner Urban Growth Boundary and a Comprehensive Plan for the area outside the city but within the growth boundary or amendments pertaining to the City of Turner, are hereby repealed or amended as set forth in this ordinance through the adoption of the City of Turner Comprehensive Plan updates and amendments, which by reference are incorporated into this Ordinance.

SECTION VI. Severability

Should any section, subsection, paragraph, sentence, clause, or phrase of this Ordinance or any policy, provision, findings, statement, conclusion, or designation to a particular land use or area of land, or any other portion, segment or element of this Ordinance or of any amendments thereto and adopted hereunder, be declared invalid for any reason, such declaration shall not affect the validity and continued application of any other portion or element of this Ordinance or amendments to the Comprehensive Plan, as amended herein; and if this Ordinance or any portion thereof should be held to

be invalid on one ground, but valid on another, it shall be construed that the valid ground is the one upon which this Ordinance or any portion thereof was enacted.

SECTION VII. Effective Date

Pursuant to Chapter 1.10 of the Marion County Code, this is a legislative Administrative Ordinance and shall take effect upon adoption.

SIGNED and FINALIZED this _____ day of _____, 2022 at Salem, Oregon.

MARION COUNTY BOARD OF COMMISSIONERS

Chair

Recording Secretary

JUDICIAL NOTICE

Oregon Revised Statutes (ORS) Chapter 197.830 provides that land use decisions may be reviewed by the Land Use Board of Appeals (LUBA) by filing a notice of intent to appeal within 21 days from the date this ordinance becomes final.

Facts and Findings

This matter comes before the Marion County Board of Commissioners at the request of the City of Turner for concurrence in and adoption of an amendment to the Turner Urban Growth Boundary. The city has held public hearings on the amendments and has held the first reading on an ordinance amending the city's urban growth boundary. Because the city's comprehensive plan is a component of the county's comprehensive plan, and Oregon Revised Statutes 197.025(1) gives the county responsibility to coordinate all planning activities with the county, the county must consider whether to concur in the city's amendment. In addition, Goal 14—Urbanization, states:

Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments. An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the county or counties within which the boundary is located, consistent with intergovernmental agreements [...].

The Marion County Board of Commissioners adopted the Turner Urban Growth Boundary and Comprehensive Plan for the area outside the city but within the county on June 20, 1980 (Ordinance No. 581). Marion County and the City of Turner entered into an Urban Growth Boundary and Policy Agreement (UGBPA) on September 1, 1982. The UGBPA establishes procedures for coordinating land use matters of mutual concern. The UGBPA provides for the county to concur in the city's comprehensive plan and to adopt those provisions for application within the urban growth area (the area within the urban growth boundary outside the city limits). Such provisions include urbanization policy changes, plan map amendments affecting properties in the urban growth area, and urban growth boundary changes.

During the city's public hearings process on the current amendments to its plan, county planning staff participated in meetings with the city's planner. The city has addressed any issues identified by staff. On June 1, 2022, the Board of Commissioners approved Resolution 22R-7 initiating the review process to amend the Marion County Comprehensive Plan by adopting an amendment to the City of Turner Urban Growth Boundary and setting a public hearing date of July 20, 2022 to receive testimony on the proposed amendments.

CITY OF TURNER URBAN GROWTH BOUNDARY AMENDMENT

In 2021, the City of Turner prepared a Housing Needs Analysis (HNA) and a Buildable Lands Inventory (BLI). The city based its plan on a 20 year population projection provided by Portland State University's Population Research Center. The city identified a variety of types of housing the city needs and a variety of means to provide more residential development within the city. The city determined that there is a need for 73 acres of residential land.

The city identified a number of efficiency measures to reduce the amount of land needed to accommodate future residential development. The city proposes to decrease the required

minimum property size in a variety of residential zones to allow for additional density. The city also proposes to allow for additional types of residential development, including accessory dwelling units (ADUs), cottage housing, townhouses, duplexes, triplexes, fourplexes, and multifamily structures with five or more units. Based on these efficiency measures, the city decreased their unmet need of residential land to 49 acres.

One of the means the city identified to achieve more residential land for the city was to acquire land outside the urban growth boundary and annex the land into the city. The city went through the process in state statute and Goal 14, as well as worked with property owners bordering on the existing city limits, to identify additional potential land that could be brought into the city to meet its residential land need. Nearly all of the land within the city's study area, and all of the land adjacent to the existing city limits, consist of prime soils so statute gives them the same priority for being considered to be added to the city's urban growth boundary.

The city identified 53.10 acres of land to the northwest of the intersection of Delaney Road SE and Witzel Road SE, surrounded on three sides by city limits. 50.80 acres of that land would meet the entirety of the residential land need for the city. Approximately 2.30 acres would be designated Public and added to the City of Salem's Franzen Reservoir property in order to buffer the reservoir from residential development.

The city applied the Goal 14 locational factors to the land proposed to be added to the urban growth boundary. The city determined that the land would efficiently accommodate the needed residential land and the proposed expansion would allow for the orderly and economic provision of public facilities and services. The city also determined that, comparatively, the site would have a more favorable possible impact on any environmental, energy, economic and social consequences than other properties. Lastly, the city determined that the low-density use of the property until annexation would not negatively impact nearby agricultural uses.

The city's findings support the boundary expansion, consider the priority of land to be included within the urban growth boundary, and address the Goal 14 factors and the statutory provisions for an amendment of an urban growth boundary to include sufficient residential lands within the boundary.

Upon approval of the urban growth boundary amendment, the county will rezone the 50.80 acres of land intended for residential use UT-20 (Urban Transition-20 Acre) and rezone the 2.3 acres to be incorporated into the Franzen Reservoir as Public (P)

REDESIGNATION OF LAND ADDED TO THE URBAN GROWTH BOUNDARY

The city determined that the appropriate designation for the land in its comprehensive plan is the Residential designation and Public designation. After the land has been included in the urban growth boundary and given designations in the Turner Comprehensive Plan, but until the land is annexed, the county must apply an urban zone consistent with the city plan designation.

Marion County Code 16.13.000 states regarding the purpose of the Urban Transition Zone:

The UT (urban transition) zone is intended to retain and protect for future urban use properties which are undeveloped or underdeveloped and do not have available urban facilities such as

sanitary sewer, water, drainage and streets. The zone allows the continuation of legally established uses and establishment of uses compatible with the plan designation. In areas planned for development relying on urban services, transitional uses may be allowed which will not interfere with the efficient, later use of the land for planned urban uses.

Marion County Code 16.13.300 states that resource land shall be placed in a UT-20 zone. It is appropriate to zone the 50.80 acres of residential land being added to the boundary with an urban zoning designation of UT-20 (Urban Transition, 20 acre). This preserves the land for future urban development while allowing the continuation of legally established uses and establishment of uses compatible with the plan designation.

Marion County Code 16.16.000 states regarding the purpose of the Public Zone:

The purpose of the P (public) zone is to provide areas appropriate for specific public and semi-public uses and to ensure their compatibility with adjacent uses. It is intended that this zone be applied to individual parcels shown to be an appropriate location for a certain public or semi-public use.

The City of Salem submitted comments stating that if this area were to be brought into the Urban Growth Boundary then a buffer of 2.30 acres surrounding Franzen Reservoir would be necessary to protect the drinking water from surrounding residential uses. Land intended to protect a public drinking water reservoir is best protected by applying the Public zoning designation. This designation will match the intended Comprehensive Plan designation and existing use of the property.

DECISION

The Board concurs in the City of Turner's Comprehensive Plan amendment to its Urban Growth Boundary by approving amendments to the Marion County Comprehensive Plan for the City of Turner Urban Growth Boundary by adding 53.10 acres for residential and public use and rezoning the land that is added to the urban growth boundary.

RECEIVED

MAR 14 2022

**Marion County
Planning**

**CITY OF TURNER, OREGON
ORDINANCE 22-100**

**AN ORDINANCE OF THE CITY OF TURNER, ADOPTING THE HOUSING NEEDS
ASSESSMENT, LAND USE EFFICIENCY MEASURES AND AMENDING THE LUDC TO
IMPLMENT THOSE EFFICIENCY MEASURES AND AMENDING THE TEXT AND MAP OF
THE CITY OF TURNER COMPREHENSIVE PLAN TO EXPAND THE CITY OF TURNER'S
URBAN GROWTH BOUNDARY BY 53.1 ACRES**

WHEREAS, the Oregon Revised Statutes (ORS) 197.296 and the Oregon Administrative Rules (OAR) 660-015-0000(14) require Oregon cities to maintain a 20-year land supply for housing and employment needs; and,

WHEREAS, on February 13, 2020, the Turner City Council unanimously voted to approve a contract with ECO Northwest to conduct a Buildable Lands Inventory, Housing Needs Assessment and recommend Land Use Efficiency Measures and then conduct an Urban Growth Boundary Expansion Study; and,

WHEREAS, the results of the Turner 2021-2041 Housing Needs Analysis determined an unmet need for 73 acres of residential land within the City of Turner Urban Growth Boundary; and,

WHEREAS, after identified efficiency measures the City of Turner Urban Growth Boundary retained an unmet need for 49 acres of residential land; and,

WHEREAS, the City of Salem identified a need for 2.3 acres of public land to provide a buffer around Franzen Reservoir; and,

WHEREAS, the City Council conducted a duly noticed public hearing on October 28, 2021 regarding Land Use File 21-02, an application by the City of Turner regarding adoption of the Turner 2021-2041 Housing Needs Analysis; and

WHEREAS, the City Council conducted a duly noticed public hearing on October 28, 2021 regarding Land Use File 21-03, an application by the City of Turner regarding text amendments to the Comprehensive Plan and Turner Land Use Development Code, amendments to the Zoning and Comp Plan Designations Map of the Turner Comprehensive Plan, and an expansion of the Urban Growth Boundary by 51.3 acres, to consist of 49 acres of residential land and 2.3 acres of public land to be added to the City of Salem's Franzen Reservoir property; and,

WHEREAS, the Turner City Council considered the information provided by City staff, the public and the consultants at the October 28, 2021, public hearing and directed staff to make minor changes to Turner Land Use Development Code text and Urban Growth Boundary lines based on the public input; and,

2021-03-30

WHEREAS, in order to address testimony related to an existing well and water line serving a home and small forestry operation, and avoid small remnant parcels, the proposed Urban Growth Boundary was adjusted by 1.8 acres; and,

WHEREAS, the City Council conducted a duly noticed public hearing on March 10, 2022 regarding Land Use Files 21-02 and 21-03 and evaluated minor updates to the Turner Land Use Development Code text and proposed Urban Growth Boundary, resulting in a planned expansion of the Urban Growth Boundary by 53.1 acres, to consist of 50.8 acres of residential land and 2.3 acres of public land to be added to the City of Salem's Franzen Reservoir property;

THE CITY OF TURNER, OREGON ORDAINS AS FOLLOWS:

Section 1: The City Council of the City of Turner hereby adopts the 2021-2041 Turner Housing Needs Analysis found in Attachment 1/Exhibit D and dated: 8.26.2021

Section 2: The City Council of the City of Turner hereby adopts amendments to the Turner Comprehensive Plan found in Attachment 2/Exhibit E and dated: 3.4.2022

Section 3: The City Council of the City of Turner hereby adopts the Land Use Efficiency Measures and Turner Land Use Development Code updates found in Attachment 3/Exhibit I and dated: 2.2.2022

Section 4: The City Council of the City of Turner does hereby amend the Comprehensive Plan Map to expand the Urban Growth Boundary by 53.1 acres, including 50.8 acres of residential land and 2.3 acres of public land consistent with Attachment 4/Exhibits Q & R and dated: 2.11.2022

Adopted by the Common Council of the City of Turner, Oregon.

Yeas:

Nays:

Approved: _____

Steve Horning, Mayor

Attested: _____

Scott D. McClure, Administrator

First Reading:

Second Reading

Adopted:

Signed:

Effective Date:

City of Turner

2021-2041 Housing Needs Analysis

August 2021

Final Report

ECONorthwest

ECONOMICS • FINANCE • PLANNING

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Acknowledgements

ECONorthwest prepared this report for the City of Turner. ECONorthwest and the City of Turner thank those who helped develop the Turner Housing Needs Analysis.

City Council

The council was comprised of City Council members with open participation to the public.

Steve Horning, Mayor
Laura Doran, Council President
Connie Miller, Councilor
Bob Jung, Councilor
Mark McCracken, Councilor
Mike Schaufler, Councilor
Marla Vetter, Councilor

City of Turner

David Sawyer, City Administrator
Linda Hansen, City Clerk

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Executive Summary

Turner last completed periodic review in 2001. Turner has grown considerably since then, from 1,199 people in 2000 to 2,215 people in 2019. This is an addition of 1,016 people or 85% growth. Between 2008 and 2019, 268 units have received certificate of occupancy in Turner, 100% of which were single-family detached housing. This growth has been accommodated within Turner's existing urban growth boundary (UGB), which has not been amended since the late 1980s.

In January 2020, the City engaged ECONorthwest to develop a Housing Needs Analysis (HNA) and UGB expansion to document Turner's current housing needs and work with the community to develop policy approaches to help solve these issues and how Turner will accommodate its housing needs for the next 20-years. This report presents the HNA. The report *Turner UGB Alternatives Analysis* presents recommendations for policies and actions to address the deficit of residential land identified in this report.

ECONorthwest met with the City Council three times to discuss the findings and results of the HNA and to develop policy responses to address housing affordability and other unmet housing needs in Turner. This report reflects input from the City Council, City staff, and other stakeholders.

The primary goals of the HNA were to (1) project the amount of land needed to accommodate the future housing needs of all types within Turner, (2) evaluate the existing residential land supply within Turner to determine if it is adequate to meet that need, (3) fulfill state planning requirements for a twenty-year supply of residential land, and (4) identify policy and programmatic options for the City to meet its identified housing needs. This report addresses the first three goals. Through development of this report and development of the *Turner UGB Alternatives Analysis*, we address the fourth goal.

What are the key housing needs in Turner?

Following are several key issues identified in the housing needs analysis:

- **Turner's existing housing stock is mostly single-family detached housing.** About 84% of Turner's housing stock is single-family detached, compared to 72% for Marion County as a whole. As of 2014–2018, a majority of Turner's households (76%) were homeowners. Nearly all homeowners (98%) and 48% of renters live in single-family detached housing.
- **Household incomes in Turner are higher than household incomes in Marion County, but Turner's home prices are relatively high within the region.** While Turner's rental prices are comparable to other communities in the region, home sales prices remain higher than regional averages. Between 2015 and 2019, median housing sales prices

increased by \$193,100 (96% change). Between 2000 and 2014–2018, median household income (inflation adjusted) increased by about \$26,000 (50% change). Median gross rents in Turner are similar to rent costs in other communities in Marion County, but Turner has relatively few rental units. Turner will continue to have demand for housing across all income levels, including affordable, lower-income, middle-income, and higher-income housing.

- **Demographic and economic trends will drive demand for relatively affordable housing in Turner.** The key demographic trends that will affect Turner’s future housing needs are the aging of baby boomers and the aging of millennials (and younger generations). As baby boomers age, growth of retirees will drive demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted-living facilities, or age-restricted developments. Turner’s ability to retain millennials and other younger residents will depend on whether the city has opportunities for housing that both appeals to and is affordable to younger households.
- **Turner has an existing lack of affordable housing.** Turner’s key challenge over the next 20 years is providing opportunities for the development of relatively affordable housing of all types, from lower-cost single-family housing to market-rate multifamily rental housing, for both rental and ownership.
 - About 20% of Turner’s households had incomes less than \$35,300 (50% of MFI or less) and could not afford a two-bedroom apartment at Marion County’s 2020 Fair Market Rent (FMR) of \$1,001 without cost burdening themselves.
 - In 2020, a household needed to earn \$19.25 an hour (or \$40,000 per year) to afford a two-bedroom rental unit at Marion County’s Fair Market Rent. About 25% of Turner’s existing households have incomes below this amount.
 - Turner currently has a deficit of approximately 89 housing units that are affordable to households earning less than \$35,000.
 - About 23% of Turner’s households are cost burdened (paying more than 30% of their gross income on housing costs), with 45% of renters and 16% of owners paying more than 30% of their income on housing.

How much population growth is Turner planning for?

A 20-year population forecast (in this instance, 2021 to 2041) is the foundation for estimating the number of new dwelling units needed. Exhibit 1 shows a population forecast for Turner for the 2021 to 2041 period. It shows that Turner's population will grow by about 1,235 households over the 20-year period.

Exhibit 1. Forecast of Population Growth, Turner UGB, 2021 to 2041

Source: Oregon Population Forecast Program, Portland State University, Population Research Center, June 2018.

2,459	3,695	1,235	50% increase 2.06% AAGR
Residents in 2021	Residents in 2041	New residents 2021 to 2041	

How much housing will Turner need?

To accommodate the city's forecasted population growth of 1,235 new residents, Turner will need to plan for 507 new dwelling units between 2021 and 2041, at an annual average of about 25 new dwelling units per year. About 340 dwelling units will be single-family detached housing types (67%); 41 dwelling units will be single-family attached housing types (8%); 61 dwelling units will be duplexes, triplexes, and quadplexes (12%); and 65 dwelling units will be multifamily housing types of five or more units (13%).

This housing mix represents a shift from the existing mix of housing, in which about 84% of Turner's housing stock in the 2014–2018 period was single-family detached housing. The shift in mix is in response to the need for a wider variety of housing types with a broader range of price points than are currently available in Turner's housing stock.

How much buildable residential land does Turner currently have?

Exhibit 2 shows buildable residential acres by plan designation, after excluding constrained and unbuildable land. The results show that Turner has about 49 net buildable acres in residential plan designations.

Exhibit 2. Buildable Acres in Vacant/Partially Vacant Tax Lots by Plan Designation, Turner, 2020

Source: Marion County, ECONorthwest analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Plan Designation / Zone	Total Acres	Committed Acres	Constrained Acres	Buildable Acres
Single-Family Residential (R-1)	166	54	75	36
Single-Family Residential (R-2)	196	34	157	5
Multi-Family Residential (R-11)	103	33	63	7
Downtown Commercial (C-2)	9	1	8	0.1
Grand Total	473	122	302	49

How much land will be required for housing?

Exhibit 3 shows that Turner's 49 acres of buildable land has the capacity to accommodate 189 new dwelling units. While Turner's forecast for demand is for 507 new dwelling units, Turner has a deficit of 308 dwelling units after accounting for 10 accessory dwelling units (ADUs), which will not need new vacant land for development. There is a deficit of about 228 dwelling units in the single-family plan designation and 80 dwelling units in the multifamily plan designation. The following summarizes Turner's land deficit results by plan designation:

- **Single-Family:** Turner has a deficit of about 60 dwelling units, or 21 gross acres of land in the R-1 zone. Turner has a deficit of about 168 dwelling units, or 44 gross acres of land in the R-2 zone, to accommodate growth.
- **Multifamily:** Turner has a deficit of about 80 dwelling units, or 8 gross acres of land, to accommodate growth.

Exhibit 3. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Turner, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Capacity (Dwelling Units)	Demand (Dwelling Units)	Capacity less Demand (Dwelling Units)	Land Deficit (gross acres)
Single-Family Residential (R-1)*	103	163	(60)	(21)
Single-Family Residential (R-2)*	19	187	(168)	(44)
Multi-Family Residential (R-11)	67	147	(80)	(8)
Total	189	497	(308)	(73)

1. Introduction

This report presents Turner's housing needs analysis (HNA) for the 2021 to 2041 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing) and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Turner last completed periodic review in 2001. Turner has grown considerably since then, from 1,199 people in 2000 to 2,215 people in 2019. This is an addition of 1,016 people or 85% growth. Between 2008 and 2019, 268 units have received certificate of occupancy in Turner, 100% of which were single-family detached housing. This growth has been accommodated within Turner's existing urban growth boundary (UGB), which has not been amended since the late 1980s.

Housing costs have changed considerably over the last two decades. Between 2000 and 2014–2018, median gross rents increased \$351 per month, from \$593 to \$944. In more recent years, median housing prices in Turner increased from about \$202,000 in 2015 to \$395,000 in 2019, a 96% increase. The ratio of household income to homeowner housing costs decreased from 3.6 in 2000 to 3.2 in the 2014–2018 period. Overall, rates of household cost burden also decreased from 32% in 2000 to 23% in the 2014–2018 period; however, rates of severe cost burden for renter households increased (from 29% in 2000 to 34% in 2014–2018).

In January 2020, the City contracted with ECONorthwest to develop a HNA (this document) and findings to support UGB expansion. This report provides Turner with a factual basis to support an expansion of the UGB (if needed), update the Housing Element of the City's Comprehensive Plan, and support future planning efforts related to housing and options for addressing unmet housing needs in Turner. These analyses will help Turner address unmet housing needs and determine if its UGB has enough capacity to accommodate growth in the next 20 years.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay, including shelter, proximity to other attractions (jobs, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must make trade-offs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will have different values and preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors, and the housing markets in Marion County and Turner are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Turner between 2021 and 2041.

The complex nature of the housing market, demonstrated by the unprecedented boom-and-bust during the past decade, does not eliminate the need for some type of forecast of future housing demand and need. This includes resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets and how public policy affects these markets.

Statewide Planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).¹ Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes.” ORS 197.303 defines needed housing types as:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multifamily housing for both owner and renter occupancy.
- (b) Government-assisted housing.²

¹ ORS 197.296 only applies to cities with populations over 25,000, which does not include Turner, based on PSU’s estimate of 2,215 people within the Turner UGB in 2019.

² Government-assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

- (c) Mobile home or manufactured dwelling parks, as provided in ORS 197.475 to 197.490.
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.
- (e) Housing for farmworkers.

DLCD provides guidance on conducting a housing needs analysis in the document *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*.

Turner must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

Public Process

At the broadest level, the purpose of the project was to understand how much Turner will grow over the next 20 years and to define and understand Turner's housing needs. The intent of the public process was to establish broad public engagement throughout the project as work occurs. Public engagement was accomplished primarily through meetings with the City Council, as described below.

The City of Turner and ECONorthwest solicited input from the City Council. The council meetings were open to the public to join and provide input. Given the difficulties posed by the COVID-19 pandemic, public participation was accomplished primarily through online video conference calls. The purpose of the council meetings was to provide the opportunity for group discussions and to allow input on key issues associated with opportunities and constraints with housing development in Turner and the possible need to expand the UGB to accommodate future growth. The project relied on the council meetings to:

- Review work products and advise the project team on matters regarding housing needs, market conditions, and the buildable lands inventory in Turner.
- Work collaboratively with, and provide guidance to, the staff and consultant project team in the preparation for the Turner housing needs analysis.
- Work collaboratively with, and provide guidance to, the staff and consultant project team on matters regarding Turner's land sufficiency and discussion about measures to accommodate housing needs within Turner's UGB.
- Review work product and advise the project team on matters regarding the alternatives analysis and recommendations for UGB expansion.

Organization of This Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Turner's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Turner's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Turner** presents factors that affect housing need in Turner, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Turner relative to the larger region.
- **Chapter 5. Housing Need in Turner** presents the forecast for housing growth in Turner, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within Turner** estimates Turner's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Residential Buildable Lands Inventory

The general structure of the standard method BLI analysis is based on the DLCD HB 2709 workbook *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, which specifically addresses residential lands. The steps and substeps in the supply inventory are:

1. Calculate the gross vacant acres by plan designation, including fully vacant and partially vacant parcels.
2. Calculate gross buildable vacant acres by plan designation by subtracting unbuildable acres from total acres.
3. Calculate net buildable acres by plan designation, subtracting land for future public facilities from gross buildable vacant acres.
4. Calculate total net buildable acres by plan designation by adding redevelopable acres to net buildable acres.

The methods used for this study are consistent with many others completed by ECONorthwest that have been acknowledged by DLCD and LCDC. A detailed discussion of the methodology used in this study is provided in Appendix A. The BLI for Turner includes all residential land designated in the Comprehensive Plan within the Turner urban growth boundary (UGB). From a practical perspective, this means that all lands within tax lots identified by the Marion County Assessor's Office that fall within the UGB were inventoried. ECONorthwest used the most recent tax lot shapefile from Marion County for the analysis. The inventory then builds from the tax lot-level database to formulate estimates of buildable land by plan designation.

Residential Buildable Land Inventory Results

Land Base

As defined above, the land base for the Turner residential BLI includes all tax lots in the UGB in residential plan designations or plan designations with zones that allow housing outright. Exhibit 4 shows the land base by plan designation in the UGB. Exhibit 4 shows that Turner has 1,018 tax lots in its residential land base, accounting for 473 acres.

Exhibit 4. Land Base by Plan Designation, Turner UGB, 2020

Source: Marion County, ECONorthwest analysis. Note: Numbers may not sum due to rounding.

Plan Designation/Zone	Number of Lots	% of Total Lots	Acres	% of Total Acres
Single-Family Residential (R-1)	245	24%	166	35%
Single-Family Residential (R-2)	499	49%	196	41%
Multi-Family Residential (R-11)	236	23%	103	22%
Downtown Commercial (C-2)	38	4%	9	2%
Total	1,018	100%	473	100%

Note: One tax lot is split into three parts by zone and is counted three times.

Development Status

Exhibit 5 shows total acres in tax lots classified by development status. We used a rule-based classification (defined in the methods and definitions section of Appendix A) to define an initial development status. Then, we used a rapid visual assessment method to confirm this development status using aerial imagery.

Exhibit 5. Development Status in Acres (Before Constraints are Applied) by Plan Designation, Turner UGB, 2020

Source: Marion County, ECONorthwest analysis. Note: Numbers may not sum due to rounding.

Plan Designation / Zone	Vacant	Partially Vacant	Total Committed Acres			Total Acres	% of Total Acres
			Developed	Public	Unbuildable		
Single-Family Residential (R-1)	5	76	55	28	1	166	35%
Single-Family Residential (R-2)	12	29	92	63	0	196	41%
Multi-Family Residential (R-11)	4	20	44	35	0	103	22%
Downtown Commercial (C-2)	0	2	6	1		9	2%
Total	20	127	197	127	2	473	100%

The buildable lands inventory identifies regulated wetlands, riparian corridors, floodways and floodplains, and slopes greater than 25% as constraints that prohibit development.³ Vacant or partially vacant land with these constraints are considered unavailable for development and were removed from the inventory of buildable land.

³ Turner prohibits development in wetlands per Section 4.220 of the Turner Land Use Development Code.

Exhibit 6 shows development status with constraints applied, which results in buildable acres. Of the 473 total acres in the land base, 122 are committed acres, 302 are constrained acres, and 49 are buildable acres.

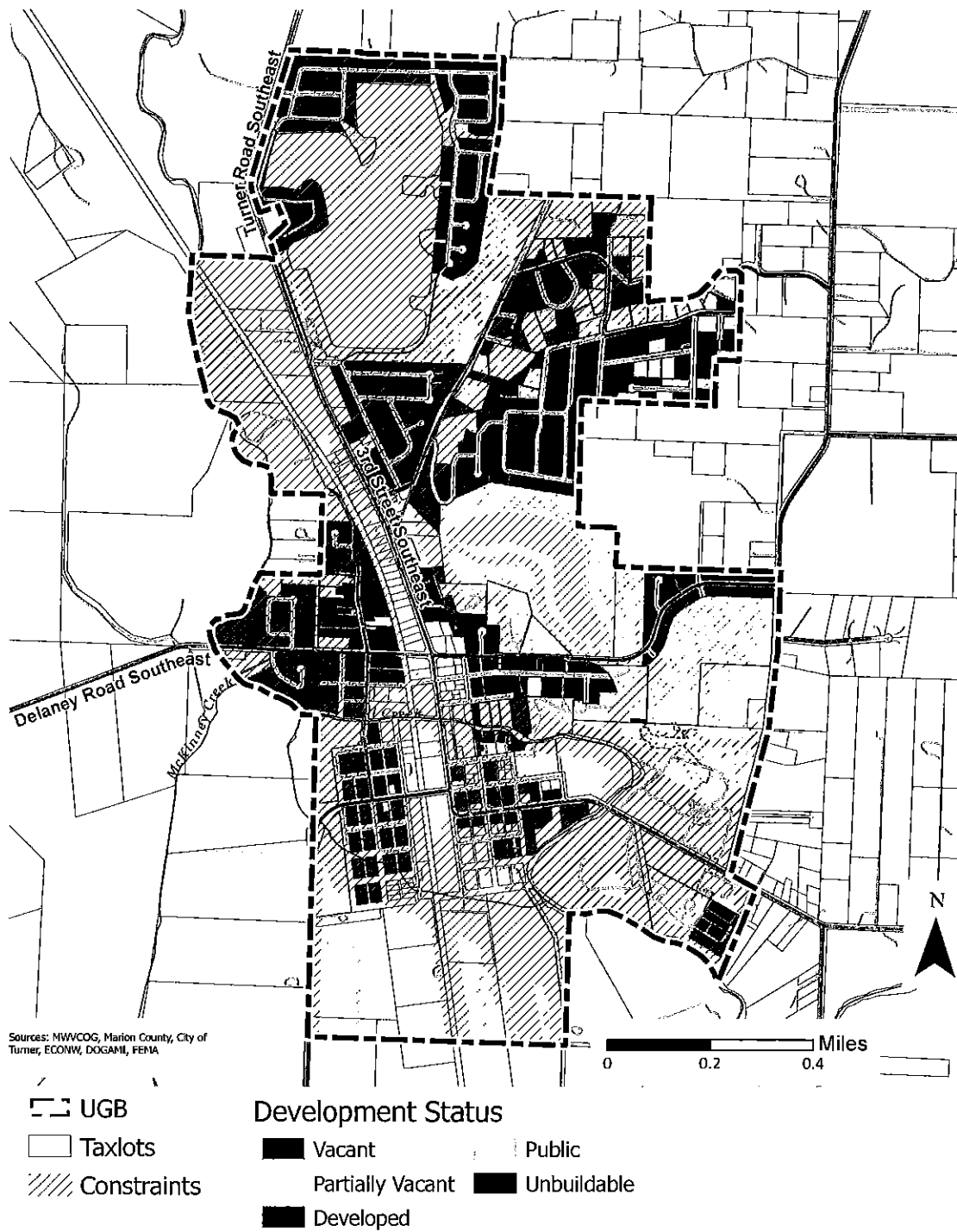
Exhibit 6. Development Status with Constraints, by Plan Designation, Turner UGB, 2020

Source: Marion County, ECONorthwest analysis. Note: Numbers may not sum due to rounding.

Plan Designation /Zone	Total Acres	Committed Acres	Constrained Acres	Buildable Acres
Single-Family Residential (R-1)	166	54	75	36
Single-Family Residential (R-2)	196	34	157	5
Multi-Family Residential (R-11)	103	33	63	7
Downtown Commercial (C-2)	9	1	8	0.1
Grand Total	473	122	302	49

Exhibit 7 shows residential land by development status with constraints overlaid.

Exhibit 7. Residential Land by Development Status, Turner UGB, 2020



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Vacant Buildable Land

Exhibit 8 shows buildable acres (i.e., acres in tax lots after constraints are deducted) for vacant and partially vacant land by plan designation. Of Turner's 49 unconstrained, buildable residential acres, about 8% are in tax lots classified as vacant, and 92% are in tax lots classified as partially vacant. A majority of Turner's buildable acres are located in the single-family residential plan designation (36 acres or 75%).

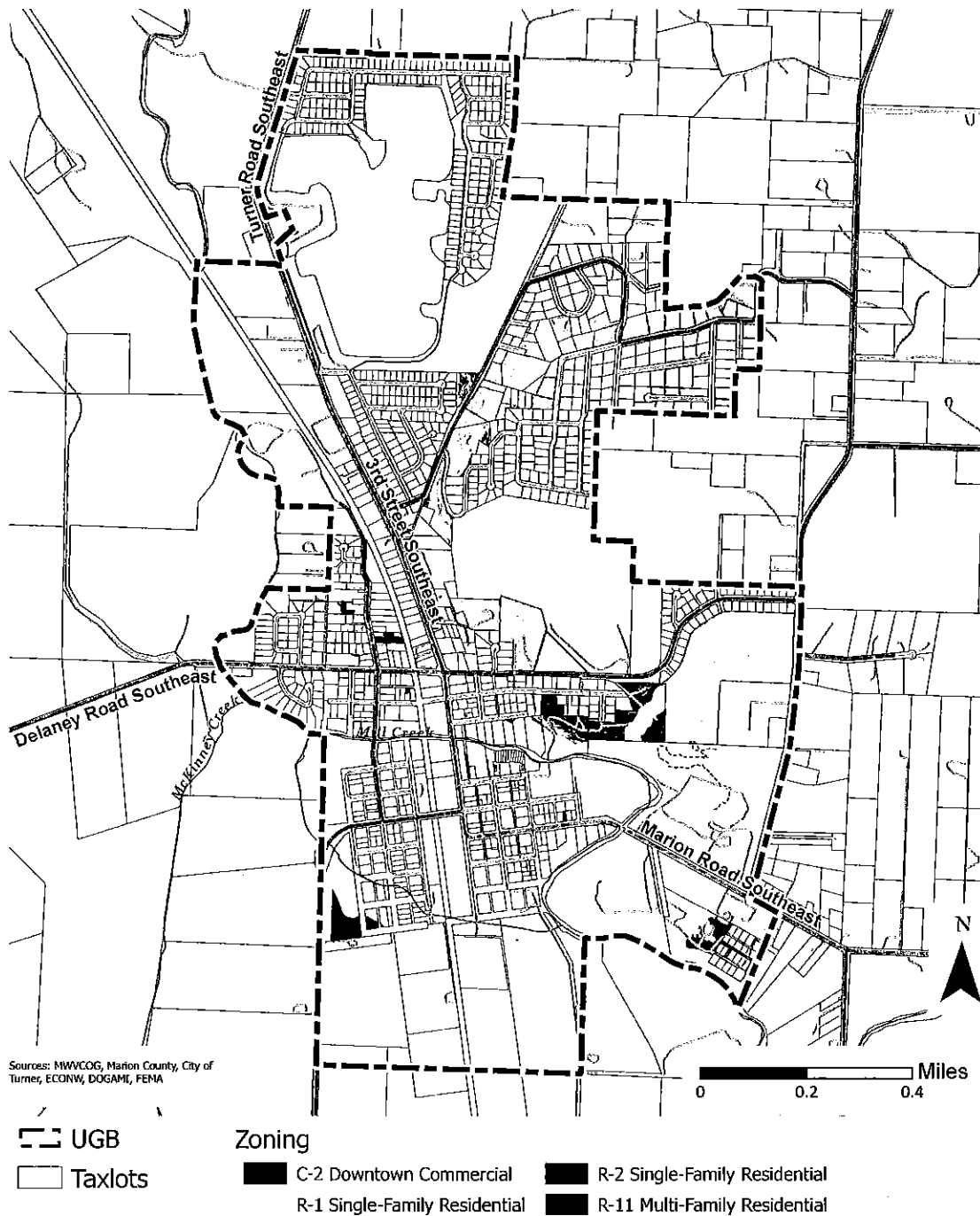
Exhibit 8. Buildable Acres in Vacant and Partially Vacant Tax Lots by Plan Designation, Turner UGB, 2020

Source: Marion County, ECONorthwest analysis. Note 1: Numbers may not sum due to rounding.

Plan Designation /Zone	Vacant	Partially Vacant	Total Acres
Single-Family Residential (R-1)	2	34	36
Single-Family Residential (R-2)	1	4	5
Multi-Family Residential (R-11)	0	7	7
Downtown Commercial (C-2)	0.1	0	0.1
Grand Total	4	45	49

Exhibit 9 shows Turner's buildable vacant and partially vacant residential land.

Exhibit 9. Unconstrained Vacant and Partially Vacant Residential Land, Turner UGB, 2020



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3. Historical and Recent Development Trends

Analysis of historical development trends in Turner provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the DLCD *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* as:

1. Determine the time period for which the data will be analyzed.
2. Identify types of housing to address (all needed housing types).
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

This housing needs analysis (HNA) examines changes in Turner's housing market from 2000 to 2019, where data is available, as well as residential development from 2008 to 2019. We selected this time period because (1) the period provides information about Turner's housing market before and after the national housing market bubble's growth and deflation, as well as the more recent increase in housing costs, and (2) data about Turner's housing market during this period is readily available from sources such as the Census and the City building permit database (which provides information for 2008 onward).

The HNA presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.).
2. Tenure (e.g., distinguishing unit type by owner or renter units).
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels).
4. Some combination of these categories.

For the purposes of this study, we grouped housing types based on (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:⁴

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.

⁴ ORS 197.303 defines needed housing as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes."

- **Multifamily** is all attached structures (e.g., duplexes, triplexes, quadplexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

In Turner, government-assisted housing (ORS 197.303[b]) and housing for farmworkers (ORS 197.303[e]) can be any of the housing types listed above. Analysis within this report discusses housing affordability at a variety of incomes, as required in ORS 197.303.

Data Used in This Analysis

Throughout this analysis (including the subsequent Chapter 4), we used data from multiple sources, choosing data from well-recognized and reliable data sources. One of the key sources for housing and household data is the US Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of all households in the United States. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the United States. From 2014 to 2018, the ACS sampled an average of 3.5 million households per year, or about 3% of the households in the nation. The ACS collects detailed information about households, including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.
- **Certificate of Occupancy**, which includes information of new building unit completion, prior to being habited. Certificates of occupancy were collected for Turner from 2008 to 2019.
- **Redfin**, which provides real estate and sales data. We use this source in combination with Zillow to collect monthly, median housing sale price data in aggregate.
- **Zillow**, which provides real estate and sales data. We use this source to collect monthly median housing sale price data in aggregate.

This report uses data from the 2014–2018 ACS for Turner. Where information is available and relevant, we report information from the 2000 and 2010 Decennial Census. It is worth

commenting on the methods used for the American Community Survey.⁵ The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.54 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the Decennial Census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as “sampling error” and is expressed as a band or “margin of error” (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

In addition, this report includes information from the Oregon Bureau of Labor and Industries, the United States Department of Housing and Urban Development, and the Oregon Department of Housing and Community Services’s Affordable Housing Inventory and Oregon’s Manufactured Dwelling Park Inventory.

The foundation of the housing needs analysis is the population forecast for Turner from the Oregon Population Forecast Program. The forecast is prepared by the Portland State University Population Research Center.

⁵ A thorough description of the ACS can be found in the Census Bureau’s publication “What Local Governments Need to Know.” <https://www.census.gov/library/publications/2009/acs/state-and-local.html>

Trends in Housing Mix

This section provides an overview of changes in the mix of housing types in Turner and compares Turner to Marion County and Oregon. These trends demonstrate the types of housing developed in Turner historically. Unless otherwise noted, this chapter uses data from the 2000 and 2010 Decennial Census and the 2014–2018 American Community Survey (ACS) 5-Year Estimates.

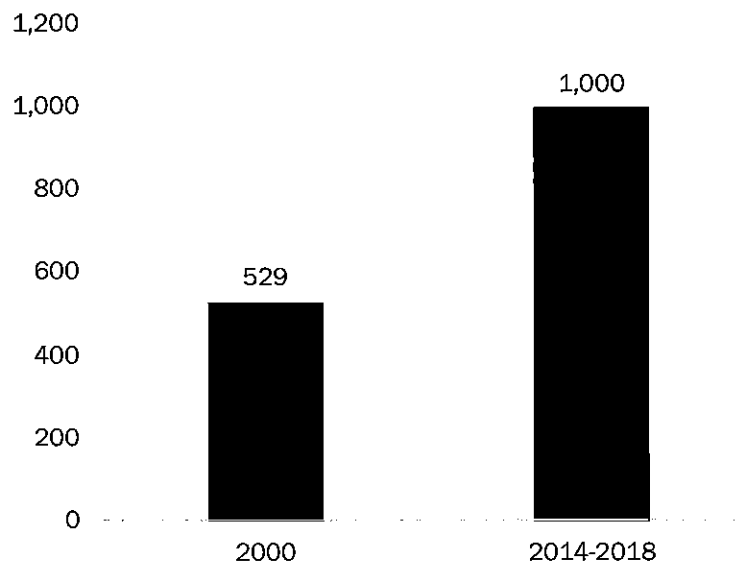
This section shows the following trends in housing mix in Turner:

- **Turner’s housing stock is predominantly single-family detached housing units.** Eighty-four percent of Turner’s housing stock is single-family detached, 14% is multifamily, and 2% is single-family attached (e.g., townhouses).
- **Since 2000, Turner’s housing mix has changed over time.** Turner’s housing stock grew by about 89% (about 471 new units) between 2000 and the 2014–2018 period. In this time, the share of single-family detached housing increased while the share of multifamily housing decreased.
- **Single-family detached housing accounted for the majority of new housing growth in Turner between 2008 and 2021.** All new housing permitted between 2008 and 2019 was for single-family detached housing units, with 130 multifamily units built in 2020 and 2021.

Housing Mix

The total number of dwelling units in Turner increased by 89% during the 2000 to 2014–2018 period.
Turner added 471 units since 2000.

Exhibit 10. Total Dwelling Units, Turner, 2000 and 2014–2018
Source: US Census Bureau, 2000 Decennial Census, SF3 Table H030; 2014–2018 ACS 5-Year Estimates, Table B25024.

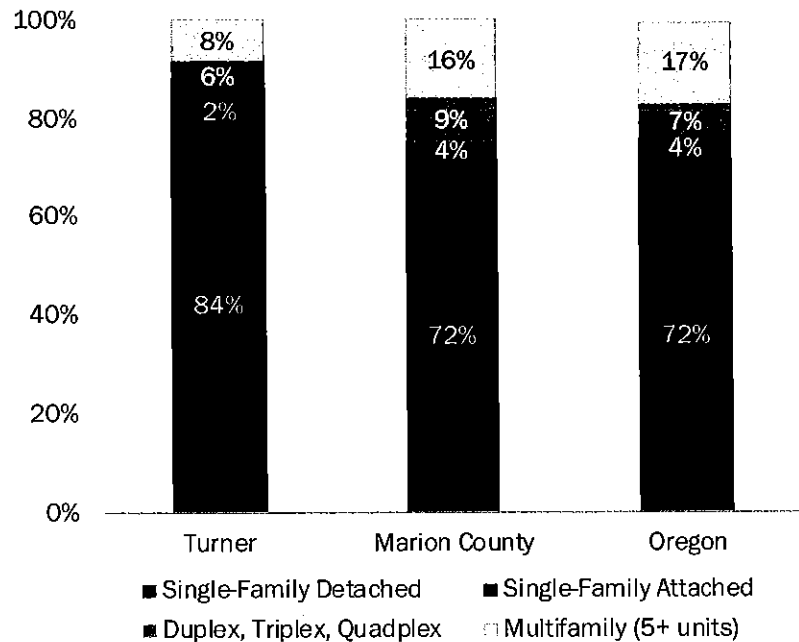


About 84% of Turner's housing stock was single-family detached during the 2014–2018 period.

Turner had a smaller share of multifamily housing (14%) than Marion County (25%) and Oregon (24%).

Exhibit 11. Housing Mix, Turner, Marion County, and Oregon, 2014–2018

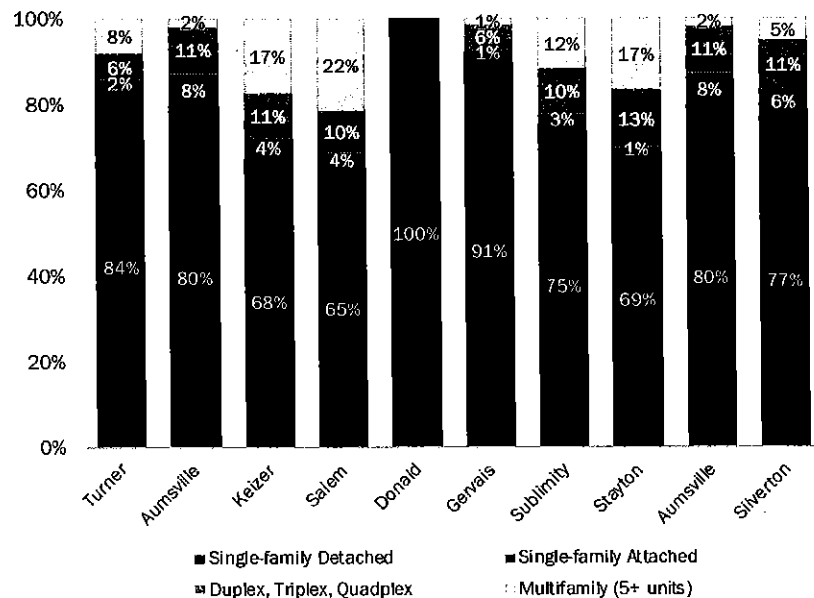
Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B25024.



In the 2014–2018 period, Turner had more single-family detached housing than most other comparison cities in the region, with the exceptions of Donald and Gervais.

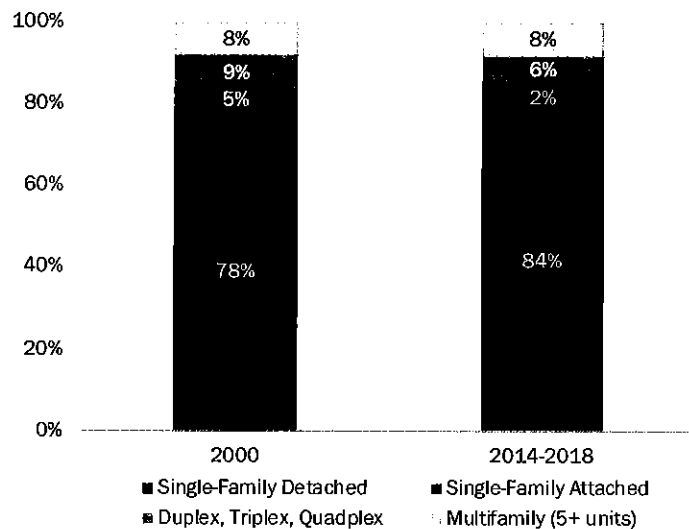
Exhibit 12. Housing Mix, Turner and Comparison Cities, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B25024.



From 2000 to 2014–2018, the share of multifamily housing in Turner decreased as the share of single-family detached housing increased.

Exhibit 13. Change in Housing Mix, Turner, 2000 to 2014–2018
Source: US Census Bureau, 2000 Decennial Census, SF3 Table H030; 2014–2018 ACS 5-Year Estimates, Table B25024.



Indicators of Development Activity

Turner provided ECONorthwest with data for residential developments that received certificates of occupancy between 2008 and 2021 to estimate historical development activity. Certificates of occupancy are issued when building units are completed, directly prior to occupancy.

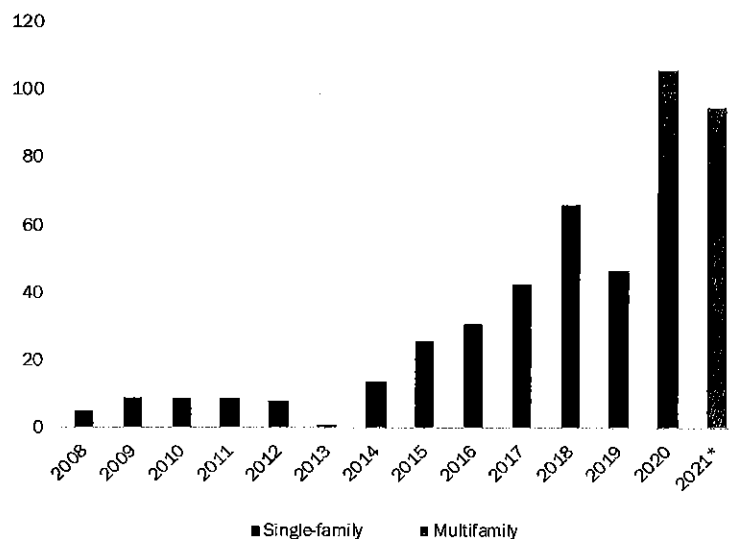
Over the 2008 to 2021 period, Turner issued certificates of occupancy for 535 dwelling units, with an annual average of 38 permits issued.

Of these units, 75% were for single-family detached units. The 130 multifamily units were built and a certificate of occupancy was issued in 2020 or by June 2021.

Exhibit 14. Number of Units with Certificates of Occupancy, Single-Family Units, Turner, 2008 through 2019

Source: City of Turner Permit Database; Marion County Permit Database.

*Note: These are units built in 2021 that are expected to have a certificate of occupancy by June 2021.



Trends in Tenure

Housing tenure describes whether a dwelling is occupied by a homeowner or a renter. This section shows:

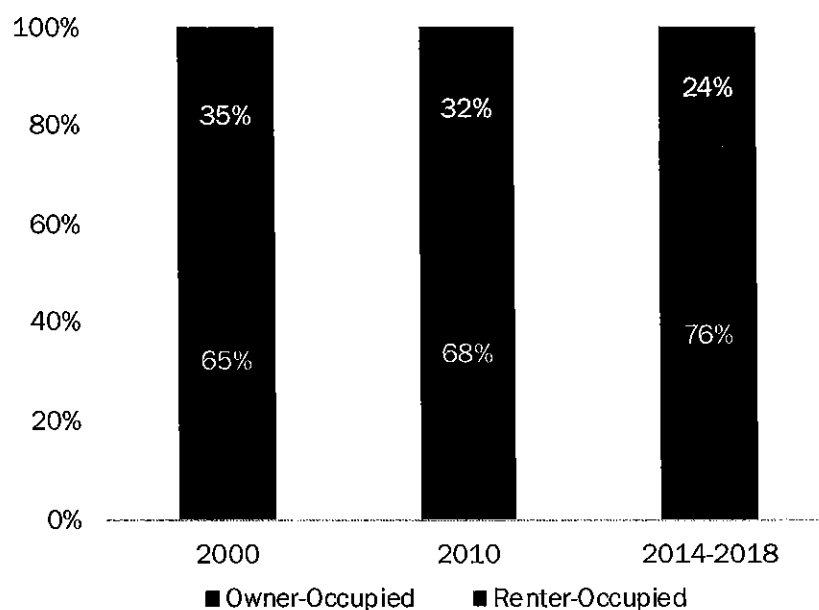
- **Homeownership rates in Turner are higher than Marion County and Oregon.** About 76% of Turner's households owned their home during the 2014–2018 period. In comparison, 59% of Marion County households and 62% of Oregon households owned their homes.
- **Homeownership rates in Turner increased 11% between 2000 and 2014–2018.** In 2000, 65% of Turner households were homeowners. This increased to 68% in 2010 and 76% in 2014–2018.
- **Nearly all Turner homeowners (98%) lived in single-family detached housing in 2014–2018, while almost half of renters (48%) lived in multifamily housing (24% in duplexes, triplexes, and quadplexes, and 24% in 5+ unit multifamily properties).**
- **Historically, Turner has limited opportunities for rental housing, but recent multifamily construction increases rental options.** Nearly half of renters live in multifamily housing, and while no multifamily housing was built in Turner between 2008 and 2019, 130 multifamily units were built in 2020 and 2021.

The homeownership rate in Turner has increased 11% since 2000.

The most notable homeownership rate increase occurred between 2010 and the 2014–2018 period where the share of owner-occupied units increased by 8% (relative to the 3% increase between 2000 and 2010).

Exhibit 15. Tenure, Occupied Units, Turner, 2000, 2010, and 2014–2018

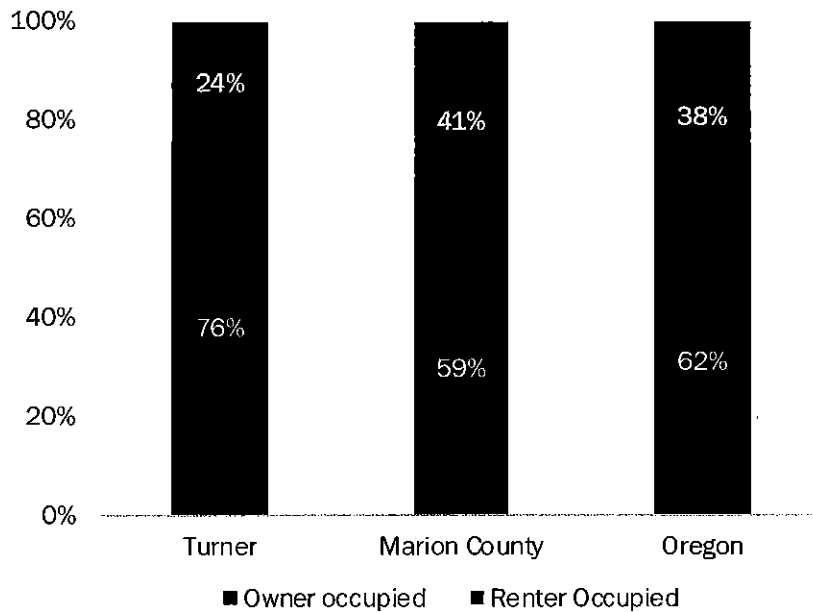
Source: US Census Bureau, 2000 Decennial Census SF1 Table H004; 2010 Decennial Census SF1, Table H4; and 2014–2018 ACS 5-Year Estimates, Table B24003.



Turner had a higher homeownership rate than Marion County and Oregon during the 2014–2018 period.

Exhibit 16. Tenure, Occupied Units, Turner, Marion County, and Oregon, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B24003.

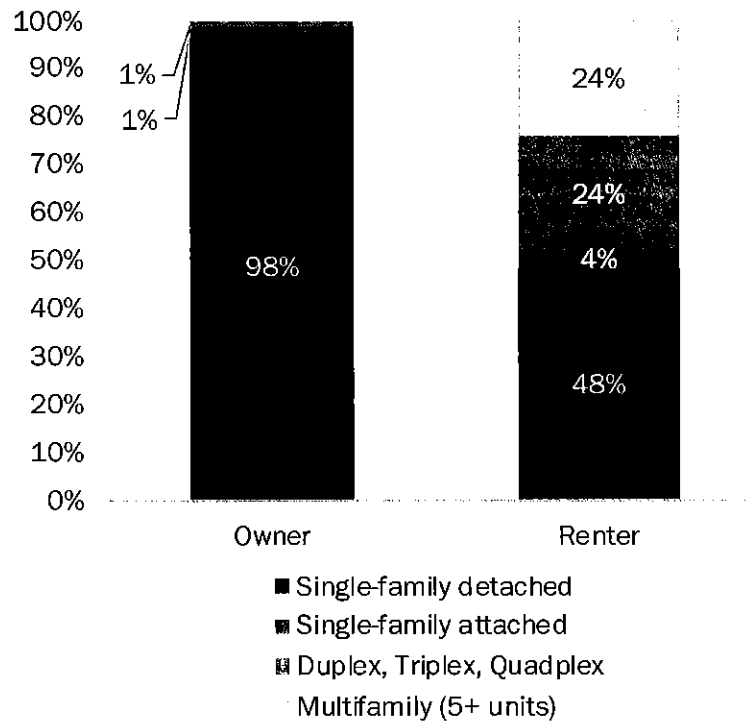


Nearly all Turner homeowners lived in single-family detached housing.

In comparison, nearly one-quarter of Turner households that rent lived in multifamily housing and nearly another quarter of residents lived in duplexes, triplexes, or quadplexes.

Exhibit 17. Housing Units by Type and Tenure, Turner, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B25032.



Vacancy Rates

Housing vacancy is a measure of housing that is available to prospective renters and buyers. It is also a measure of unutilized housing stock. The Census defines vacancy as "unoccupied housing units . . . determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. Enumerators are obtained using information from property owners and managers, neighbors, rental agents, and others.

According to the 2014–2018 American Community Survey, the vacancy rate in Turner was 8.8%, compared to 6.9% for Marion County and 9.1% for Oregon. In 2000, Turner's vacancy rate was 5.9%.

Government-Assisted Housing

Governmental agencies and nonprofit organizations offer a range of housing assistance to low and moderate-income households in renting or purchasing a home. According to Oregon Housing and Community Service (OHCS), there are no government-assisted housing developments in Turner.

Manufactured Homes

Manufactured homes provide a source of affordable housing in Turner. They provide a form of homeownership that can be made available to low and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks (manufactured housing communities) are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured housing community for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner, rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in communities are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to escape rent increases. Homeowners living in a community is desirable to some because it can provide more security (with on-site managers) and amenities (such as laundry and recreation facilities).

According to OHCS and the City of Turner, there are no existing manufactured housing communities within Turner's UGB.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling communities sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development.

4. Demographic and Other Factors Affecting Residential Development in Turner

Demographic trends are important for a thorough understanding of the dynamics of the Turner housing market. Turner exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Turner at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Turner to Marion County and Oregon. We also compare Turner to nearby cities where appropriate. Characteristics such as age and ethnicity are indicators of how the population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis (HNA) is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the workbook, the specific steps in the HNA are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

Demographic and Socioeconomic Factors Affecting Housing Choice⁶

Analysts typically describe housing demand as the preferences for different types of housing (e.g., single-family detached or apartment) and the ability to pay for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of baby boomers (people born between 1946 and 1964) and millennials (people born between 1980 and 2000).
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiperson households (often with children).
- **Household income** is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and household tenure (e.g., rent or own).

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Turner over the next 20 years.

⁶ The research in this chapter is based on numerous articles and sources of information about housing, including:

D. Myers and S. Ryu, *Aging Baby Boomers and the Generational Housing Bubble*, Journal of the American Planning Association, Winter 2008.

Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.

L. Lachman and D. Brett, *Generation Y: America's New Housing Wave*, Urban Land Institute, 2010.

George Galster. *People Versus Place, People and Place, or More?* New Directions for Housing Policy, Housing Policy Debate, 2017.

Herbert, Christopher and Hrabchak Molinsky. "Meeting the Housing Needs of an Aging Population," 2015.

J. McIlwain, *Housing in America: The New Decade*, Urban Land Institute, 2010.

Schuetz, Jenny. *Who is the new face of American homeownership?* Brookings, 2017.

The American Planning Association, "Investing in Place; Two generations' view on the future of communities," 2014.

Transportation for America, "Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," 2014.

National Trends⁷

This brief summary on national housing trends builds on previous work by ECONorthwest as well as Urban Land Institute (ULI) reports and conclusions from *The State of the Nation's Housing* report from the Joint Center for Housing Studies of Harvard University. The Harvard report (2020) summarizes the national housing outlook as follows:

Given the profound impact of the pandemic on how US households live and work, there is plenty of reason to believe that it could bring meaningful changes to housing markets. With millions of people forced to work remotely, employers and employees alike may find this an attractive option even after the pandemic ends. If so, demand would likely increase for homes large enough to provide office space, as well as easy access to outdoor spaces to exercise and socialize. And if long commutes are no longer everyday requirements, many households may move to lower-density areas where housing is less expensive. However, a major shift in residential development patterns is far from certain. What is certain is that the need for more housing of all types, locations, and price points will persist. In the near term, the outlook for housing markets is bright, fueled by very low interest rates as well as unabated demand from more affluent households. If the pandemic persists, however, it will remain a serious drag on the labor market and wage growth, and ultimately on household formations. Still, the pandemic's negative impact on markets should be relatively muted given historically tight conditions on the supply side.

However, challenges to a strong domestic housing market remain. Rising mortgage rates, the tight credit market, and limited inventory of entry-level homes make housing unaffordable for many Americans, especially younger Americans. In addition to rising housing costs, wages have also failed to keep pace, worsening affordability pressures. Single-family and multifamily housing supplies remain tight, which compound affordability issues. *The State of the Nation's Housing* report emphasizes the importance of government assistance and intervention to keep housing affordable moving forward. Several challenges and trends shaping the housing market are summarized below:

- **Bounce back in residential construction led by single-family starts.** New construction made a sharp comeback in summer 2020 led by single-family construction. Single-family starts in 2020 began at about a 900,000-unit annual rate (the fastest pace since the Great Recession), before dipping to a below 700,000-unit annual rate in April due to the COVID-19 pandemic. Then, single-family starts hit a 1.1-million-unit annual rate in September 2020—marking it as the strongest month for single-family homebuilding in over 13 years. Multifamily unit starts also continued to climb, increasing by 7.5% from about 374,000 units in 2018 to about 402,000 units in 2019. Notably, 2019 marked the first

⁷ These trends are based on information from (1) the Joint Center for Housing Studies of Harvard University's publication "The State of the Nation's Housing 2020," (2) Urban Land Institute, "2020 Emerging Trends in Real Estate," and (3) the US Census.

year since 1988 that multifamily starts topped 400,000. In 2019, home sales averaged 3.9 months, which is below what is considered balanced (six months), with lower-cost and moderate-cost homes experiencing the tightest inventories. *The State of the Nation's Housing* report cited lack of skilled labor, rising construction costs, land use regulations (particularly density restrictions), and development fees as constraints on new construction.

- **Demand shift from renting to owning.** After years of decline, the national homeownership rate increased slightly from 64.4% in 2018 to 64.6% in 2019. Trends suggest the recent homeownership increases are among householders of all age groups; however, new growth in homeownership since the post–Great Recession low of 2013 resulted from households with higher incomes. About 88% of net new growth (2013 to 2019) was among households with incomes of \$150,000 or more.
- **Housing affordability.** Despite a recent downward trend in cost burden since the peak of the 2007–2009 recession, 37.1 million American households spent more than 30% of their income on housing in 2019, which is 5.6 million more households than in 2001. Renter households experienced cost burden at more than double the rate of homeowners (46% versus 21%) with the number of cost-burdened renters exceeding cost-burdened homeowners by 3.7 million in 2019. Affordability challenges continued to move up the income ladder, with the share of cost-burdened middle-income households increasing slightly from 2018 to 2019 even as the share of low-income households experiencing cost burden declined slightly over the same period. Households under the age of 25 and over the age of 85 had the highest rates of housing cost burden.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that, nationally, demand for new homes could total as many as 12 million units between 2018 and 2028.⁸ Much of the demand will come from baby boomers, millennials,⁹ and immigrants. The Urban Land Institute cites the trouble of overbuilding in the luxury sector while demand is in midpriced single-family houses affordable to a larger buyer pool.
- **Growth in rehabilitation market.**¹⁰ Aging housing stock and poor housing conditions are growing concerns for jurisdictions across the United States. With almost 80% of the nation's housing stock at least 20 years old (and 40% at least 50 years old), Americans are spending in excess of \$400 billion per year on residential renovations and repairs. As housing rehabilitation becomes the go-to solution to address housing conditions, the

⁸ The Joint Center for Housing Studies of Harvard University. *The State of the Nation's Housing 2020*.

⁹ According to the Pew Research Center, millennials were born between the years of 1981 to 1996 and Generation Z were born between 1997 to 2012 (inclusive). Read more about generations and their definitions here: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

¹⁰ These findings are copied from: Joint Center for Housing Studies. (2019). *Improving America's Housing*, Harvard University. Retrieved from: https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Improving_Americas_Housing_2019.pdf

home remodeling market has grown more than 50% since the recession ended—generating 2.2% of national economic activity (in 2017).

Despite trends suggesting growth in the rehabilitation market, rising construction costs and complex regulatory requirements pose barriers to rehabilitation. Lower-income households or households on fixed incomes may defer maintenance for years due to limited financial means, escalating rehabilitation costs. At a certain point, the cost of improvements may outweigh the value of the structure, which may necessitate new responses such as demolition or redevelopment.

- **Declining residential mobility.**¹¹ Residential mobility rates have declined steadily since 1980. Nearly one in five Americans moved every year in the 1980s, compared to one in ten Americans between 2018 and 2019. While reasons for decline in residential mobility are uncertain, contributing factors include demographic, housing affordability, and labor-related changes. For instance, as baby boomers and millennials age, mobility rates are expected to fall as people typically move less as they age. Harvard University's Research Brief (2020) also suggests that increasing housing costs could be preventing people from moving if they are priced out of desired neighborhoods or if they prefer to stay in current housing as prices rise around them. Other factors that may impact mobility include the rise in dual-income households (which complicates job-related moves), the rise in work-from-home options, and the decline in company-funded relocations. While decline in mobility rates span all generations, they are greatest among young adults and renters, two of the more traditionally mobile groups.
- **Changes in housing preference.** Housing preference will be affected by changes in demographics—most notably the aging of baby boomers, housing demand from millennials and Generation Z, and growth of immigrants.
 - *Baby boomers.* In 2020, the oldest members of this generation were in their seventies and the youngest were in their fifties. The continued aging of the baby boomer generation will affect the housing market. In particular, baby boomers will influence housing preference and homeownership trends. Preferences (and needs) will vary for boomers moving through their 60s, 70s, and 80s (and beyond). They will require a range of housing opportunities. For example, “aging baby boomers are increasingly renters-by-choice, [preferring] walkable, high-energy, culturally evolved communities.”¹² Many seniors are also moving to planned retirement destinations earlier than expected as they experience the benefits of work-from-home trends (accelerated by COVID-19). Additionally, the supply of caregivers is decreasing as people in this cohort move from giving care to needing care, making more inclusive, community-based, congregate settings more important. Senior households earning different incomes may make distinctive housing choices. For instance, low-income seniors may not have the financial resources to live out their

¹¹ Frost, R. (2020). “Are Americans stuck in place? Declining residential mobility in the US.” Joint Center for Housing Studies of Harvard University’s Research Brief.

¹² Urban Land Institute. Emerging Trends in Real Estate, United States and Canada. 2019.

years in a nursing home and may instead choose to downsize to smaller, more affordable units. Seniors living in proximity to relatives may also choose to live in multigenerational households.

Research shows that “older people in western countries prefer to live in their own familiar environment as long as possible,” but aging in place does not only mean growing old in their own homes.¹³ A broader definition exists, which explains that aging in place means “remaining in the current community and living in the residence of one’s choice.”¹⁴ Some boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing products, such as multifamily housing or age-restricted housing developments, before they move into a dependent living facility or into a familial home. Moreover, “the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses.”¹⁵

- *Millennials.* Over the last several decades, young adults have increasingly lived in multigenerational housing—more so than older demographics.¹⁶ However, as millennials move into their early to midthirties, postponement of family formation is ending, and millennials are likely to prefer detached, single-family homes in suburban areas.

At the beginning of the 2007–2009 recession, millennials only started forming their own households. Today, millennials are driving much of the growth in new households, albeit at slower rates than previous generations. As this generation continues to progress into their home-buying years, they will seek out affordable, modest-sized homes. This will prove challenging as the market for entry-level, single-family homes has remained stagnant. Although construction of smaller homes (< 1,800 sq. ft.) increased in 2019, they only represented 24% of single-family units.

Millennials’ average wealth may remain far below boomers and Gen Xers, and student loan debt will continue to hinder consumer behavior and affect retirement savings. As of 2020, millennials comprised 38% of home buyers while Gen Xers comprised 23% and boomers 33%.¹⁷ “By the year 2061, it is estimated that \$59 trillion

¹³ Vanleerberghe, Patricia, et al. (2017). The quality of life of older people aging in place: a literature review.

¹⁴ *Ibid.*

¹⁵ American Planning Association. Making Space for Tiny Houses, Quick Notes.

¹⁶ According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multigenerational family household, and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multigenerational family household, and by 2008, 20% did (18% change).

¹⁷ National Association of Realtors. (2020). 2020 Home Buyers and Sellers Generational Trends Report, March 2020. Retrieved from: <https://www.nar.realtor/research-and-statistics/research-reports/home-buyer-and-seller-generational-trends>

will be passed down from boomers to their beneficiaries,” presenting new opportunities for millennials (as well as Gen Xers and Gen Zers).¹⁸

- *Generation Z.* In 2020, the oldest members of Generation Z were in their early 20s and the youngest in their early childhood years. By 2040, Generation Z will be between 25 and 40 years old. While they are more racially and ethnically diverse than previous generations, when it comes to key social and policy issues, they look very much like millennials. Generation Z was set to inherit a strong economy and record-low unemployment.¹⁹ However, because the long-term economic impacts of COVID-19 are unknown, Generation Z may now be looking at an uncertain future.

While researchers do not yet know how Generation Z will behave in adulthood, many expect they will follow patterns of previous generations. A segment is expected to move to urban areas for reasons similar to previous cohorts (namely, the benefits that employment, housing, and entertainment options bring when they are in close proximity). However, this cohort is smaller than millennials (67 million vs. 72 million), which may lead to slowing real estate demand, including in city centers.

- *Immigrants.* Research on foreign-born populations shows that immigrants, more than native-born populations, prefer to live in multigenerational housing. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next 10 years. Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was staunch by the effects of the Great Recession. After a period of declines, the foreign-born population again began contributing to household growth, despite decline in immigration rates in 2019. The Census Bureau’s estimates of net immigration in 2019 indicate that 595,000 immigrants moved to the United States from abroad, down from 1.2 million immigrants in 2017–2018. However, as noted in *The State of the Nation’s Housing* (2020) report, “because the majority of immigrants do not immediately form their own households upon arrival in the country, the drag on household growth from lower immigration only becomes apparent over time.”
- *Diversity.* The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in homeownership rates between Whites and Blacks, as well as the larger share of minority households that are cost burdened warrants consideration. White households had a 73%

¹⁸ PNC. (n.d.). Ready or Not, Here Comes the Great Wealth Transfer. Retrieved from: <https://www.pnc.com/en/about-pnc/topics/pnc-pov/economy/wealth-transfer.html>

¹⁹ Parker, K. & Igielnik, R. (2020). On the cusp of adulthood and facing an uncertain future: what we know about gen Z so far. Pew Research Center. Retrieved from: <https://www.pewsocialtrends.org/essay/on-the-cusp-of-adulthood-and-facing-an-uncertain-future-what-we-know-about-gen-z-so-far/>

homeownership rate in 2019 compared to a 43% rate for Black households. This 30% gap is the largest disparity since 1983. Although homeownership rates are increasing for some minorities, Black and Hispanic households are more likely to have suffered disproportionate impacts of the pandemic and forced sales could negatively impact homeownership rates. This, combined with systemic discrimination in the housing and mortgage markets and lower incomes relative to White households, leads to higher rates of cost burden for minorities—43% for Blacks, 40% for Latinx, 32% for Asians, and 25% for Whites in 2019. As noted in *The State of the Nation's Housing* (2020) report, “The impacts of the pandemic have shed light on the growing racial and income disparities in the nation between the nation’s haves and have-nots are the legacy of decades of discriminatory practices in the housing market and in the broader economy.”

- **Changes in housing characteristics.** The US Census Bureau’s Characteristics of New Housing Report (2019) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:²⁰
 - *Larger single-family units on smaller lots.* Between 1999 and 2019, the median size of new single-family dwellings increased by 13% nationally, from 2,028 sq. ft. to 2,301 sq. ft., and 14% in the western region from 2,001 sq. ft. in 1999 to 2,279 sq. ft. in 2019. Moreover, the percentage of new units smaller than 1,400 sq. ft. nationally decreased by more than half, from 16% in 1999 to 7% in 2019. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 25% of new single-family homes completed in 2019. In addition to larger homes, a move toward smaller lot sizes was seen nationally. Between 2009 and 2019, the percentage of lots less than 7,000 sq. ft. increased from 25% to 33% of lots.

Based on a national study about home buying preferences that differ by race/ethnicity, African American home buyers wanted a median unit size of 2,664 sq. ft., compared to 2,347 sq. ft. for Hispanic buyers, 2,280 sq. ft. for Asian buyers, and 2,197 sq. ft. for White buyers.²¹ This same study found that people of color were less likely to want large lots.

- *Larger multifamily units.* Between 1999 and 2019, the median size of new multifamily dwelling units increased by 3.4% nationally. In the western region, the median size decreased by 1.9%. Nationally, the percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 35% in 2019 and increased from 25% to 27% in the western region.
 - *Household amenities.* Across the United States since 2013, an increasing number of new units had air-conditioning (fluctuating year by year at over 90% for both new

²⁰ US Census Bureau, Highlights of Annual 2019 Characteristics of New Housing. Retrieved from: <https://www.census.gov/construction/chars/highlights.html>

²¹ Quint, Rose. (April 2014). *What Home Buyers Really Want: Ethnic Preferences*. National Association of Home Builders.

single-family and multifamily units). In 2000, 93% of new single-family houses had two or more bathrooms, compared to 96% in 2019. The share of new multifamily units with two or more bathrooms decreased from 55% of new multifamily units to 45%. As of 2019, 92% of new single-family houses in the United States had garages for one or more vehicles (from 89% in 2000). Additionally, if work from home dynamics become a more permanent option, then there may be rising demand for different housing amenities such as more space for home offices or larger yards for recreation.

- *Shared amenities.* Housing with shared amenities grew in popularity, as it may improve space efficiencies and reduce per-unit costs/maintenance costs. Single-room occupancies (SROs),²² cottage clusters, cohousing developments, and multifamily products are common housing types that take advantage of this trend. Shared amenities may take many forms and include shared bathrooms, kitchens, other home appliances (e.g., laundry facilities, outdoor grills), security systems, outdoor areas (e.g., green spaces, pathways, gardens, rooftop lounges), fitness rooms, swimming pools, tennis courts, and free parking.²³

State Trends

In August 2019, the State of Oregon passed statewide legislation—Oregon House Bill 2001 and 2003. **House Bill 2001 (HB2001)** required many Oregon communities to accommodate middle housing within single-family neighborhoods. “Medium cities”—those with 10,000 to 25,000 residents outside the Portland metro area—are required to allow duplexes on each lot or parcel where a single-family home is allowed. “Large cities”—those with over 25,000 residents and nearly all jurisdictions in the Portland Metro urban growth boundary (UGB)—must meet the same duplex requirement as well as allow triplexes, fourplexes, townhomes, and cottage clusters in all areas that are zoned for residential use and allow single-family homes. Note that the middle housing types (other than duplexes) do not have to be allowed on *every* lot or parcel that allows single-family homes, which means that larger cities maintain some discretion.

Middle housing is generally built at a similar scale as single-family homes but at higher residential densities. It provides a range of housing choices at different price points within a community.

House Bill 2003 (HB2003) envisions Oregon’s housing planning system being reformed from a singular focus (on ensuring adequate available land) to a more comprehensive approach that also achieves these critical goals: (1) support and enable the construction of sufficient units to

²² Single-room occupancies are residential properties with multiple single-room dwelling units occupied by a single individual. From: US Department of Housing and Urban Development. (2001). *Understanding SRO*. Retrieved from: <https://www.hudexchange.info/resources/documents/Understanding-SRO.pdf>

²³ Urbsworks. (n.d.). Housing Choices Guidebook: A Visual Guide to Compact Housing Types in Northwest Oregon. Retrieved from: https://www.oregon.gov/lcd/Publications/Housing-Choices-Booklet_DIGITAL.pdf

Saiz, Albert and Salazar, Arianna. (n.d.). Real Trends: The Future of Real Estate in the United States. Center for Real Estate, Urban Economics Lab.

accommodate current populations and projected household growth and (2) reduce geographic disparities in access to housing (especially affordable and publicly supported housing). In that, HB 2003 required the development of a methodology for projecting *regional* housing need and allocating that need to local jurisdictions. It also expanded local government responsibilities for planning to meet housing need by requiring cities to develop and adopt Housing Production Strategies.

Prior to the passage of these bills, Oregon developed its 2016–2020 *Consolidated Plan*, which includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide. The plan concluded that “a growing gap between the number of Oregonians who need affordable housing and the availability of affordable homes has given rise to destabilizing rent increases, an alarming number of evictions of low- and fixed- income people, increasing homelessness, and serious housing instability throughout Oregon.” It identified the following issues that describe housing need statewide:²⁴

- For housing to be considered affordable, a household should pay up to one-third of their income toward rent, leaving money left over for food, utilities, transportation, medicine, and other basic necessities. Today, one in two Oregon households pays more than one-third of their income toward rent, and one in three pays more than half of their income toward rent.
- More school children are experiencing housing instability and homelessness. The rate of K–12 homeless children increased by 12% from the 2013–2014 school year to the 2014–2015 school year.
- Oregon has 28,500 rental units that are affordable and available to renters with extremely low incomes. There are about 131,000 households that need those apartments, leaving a gap of 102,500 units.
- Housing instability is fueled by an unsteady, low-opportunity employment market. Over 400,000 Oregonians are employed in low-wage work. Low-wage work is a growing share of Oregon’s economy. When wages are set far below the cost needed to raise a family, the demand for public services grows to record heights.
- Women are more likely than men to end up in low-wage jobs. Low wages, irregular hours, and part-time work compound issues.
- People of color historically constitute a disproportionate share of the low-wage work force. About 45% of Latinx, and 50% of African Americans, are employed in low-wage industries.
- The majority of low-wage workers are adults over the age of 20, many of whom have earned a college degree, or some level of higher education.

²⁴ These conclusions are copied directly from the report: Oregon’s 2016–2020 Consolidated Plan. Retrieved from: <http://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan-Amendment.pdf>.

- In 2020, the minimum wage in Oregon²⁵ was \$12.00, compared to \$13.25 in the Portland metro area and \$11.00 for nonurban counties.

Oregon developed its *Statewide Housing Plan* in 2018. The plan identified six housing priorities to address in communities across the state over the 2019 to 2023 period (summarized below). In August 2020, Oregon Housing and Community Services (OHCS) released a summary of their progress.²⁶ The following section includes summaries and excerpts from their status report:

- **Equity and Racial Justice.** *Advance equity and racial justice by identifying and addressing institutional and systemic barriers that have created and perpetuated patterns of disparity in housing and economic prosperity.*

OHCS built internal organizational capacity through staff trainings on equity and racial justice (ERJ) and hired an equity, diversity, and inclusion manager. OHCS established a workgroup to support equity in their data system and approved an internal organizational structure to advance and support ERJ within all areas of OHCS. Now, OHCS is developing funding mechanisms to encourage culturally specific organizations to increase services to underserved communities and to increase the number and dollar amounts of contracts awarded to minority, women, and emerging small businesses (MWESBs).

- **Homelessness.** *Build a coordinated and concerted statewide effort to prevent and end homelessness, with a focus on ending unsheltered homelessness of Oregon's children and veterans.*

The Homeless Services Section (HSS) made progress in building a foundation for planning and engagement across intersecting economic, social, and health systems. The OHCS Veteran Leadership team established recurring information-sharing sessions with federal, state, and local partners. HSS convened Oregon Homeless Management Information System (HMIS) stakeholders to build recommendations and coconstruct a path toward a new HMIS implementation and data warehouse. HSS established successful workflows to analyze demographic data of people entering/exiting the homeless service system.

- **Permanent Supportive Housing.** *Invest in permanent supportive housing (PSH), a proven strategy to reduce chronic homelessness and reduce barriers to housing stability.*

OHCS funded 405 of their 1,000 PSH-unit targets. Almost half of these units were the result of the NOFA tied to the first PSH Institute cohort.

²⁵ The 2016 Oregon Legislature, Senate Bill 1532, established a series of annual minimum wage rate increases beginning July 1, 2016, through July 1, 2022. Retrieved from: <https://www.oregon.gov/boli/whd/omw/pages/minimum-wage-rate-summary.aspx>

²⁶ This section uses many direct excerpts from the OHCS Statewide Housing Plan Year One Summary August 2020 Report to HSC. Oregon Statewide Housing Plan, Status Reports. <https://www.oregon.gov/ohcs/Documents/swhp/SWHP-Report-Y1-Summary.pdf>

- **Affordable Rental Housing.** *Work to close the affordable rental housing gap and reduce housing cost burden for low-income Oregonians.*

OHCS implemented a new electronic application and widespread adoption of system work modules. They also established a capacity building team to assess and recommend opportunities for growth in their development priorities and began training and technical assistance to potential PSH and rural developers. OHCS increased their units by 8,408, representing 22.8% of their 25,000 unit 5-year target.

- **Homeownership.** *Provide more low and moderate-income Oregonians with the tools to successfully achieve and maintain homeownership, particularly in communities of color.*

OHCS pursued a strategy to align programs with the needs of communities of color, improved their Homeownership Center framework and Down Payment Assistance product, began developing their TBA program, and focused on low-cost homeownership through manufactured housing. Additionally, they began developing the Restore Health and Safety program and reopening the Oregon Homeownership Stabilization Initiative (OHSI) program. OHCS also supported the Joint Task Force on Racial Equity in Homeownership and advocating for additional funds to support communities of color. OHCS provided 678 mortgage lending products of their 6,500 5-year goal with 170 going to households of color.

- **Rural Communities.** *Change the way OHCS does business in small towns and rural communities to be responsive to the unique housing and service needs and unlock the opportunities for housing development.*

OHCS focused on developing a better understanding of rural community needs and increasing rural capacity to build more affordable housing. OHCS hired a full-time capacity building analyst who has conducted outreach to key stakeholders across the state representing rural communities and developed a strategy to address those needs. OHCS has funded 532 units in rural communities, out of a total of 2,543 units in the 5-year goal (21% of target).

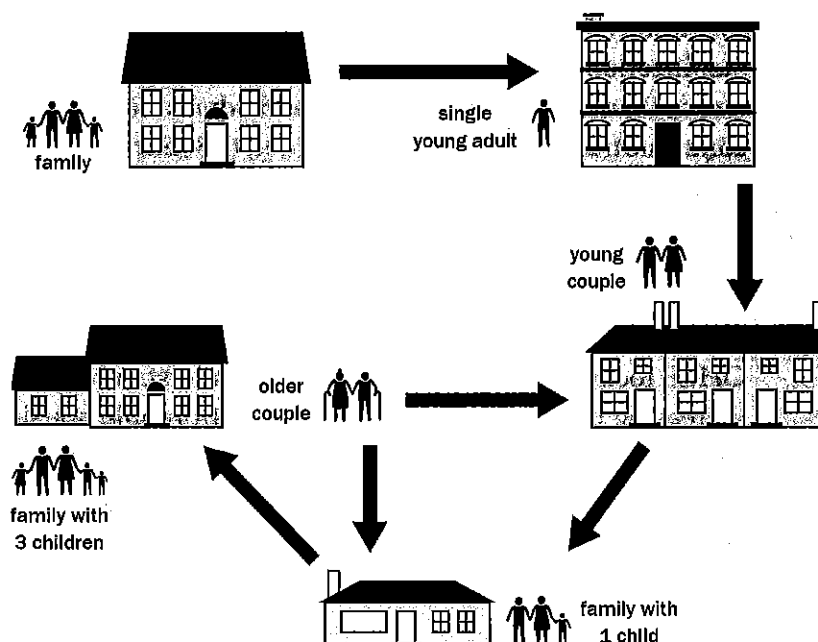
Regional and Local Demographic Trends May Affect Housing Need in Turner

Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Turner's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in Turner.

Housing needs and preferences change in predictable ways over time, such as with changes in marital status and size of family.
Families of different sizes need different types of housing.

Exhibit 18. Effect of Demographic Changes on Housing Need
Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. Households and Housing. New Brunswick, NJ: Center for Urban Policy Research.



Growing Population

Turner's population growth will drive future demand for housing in the city over the planning period. The population forecast in Exhibit 20 is Turner's official population forecast from the Oregon Population Forecast Program. Turner must use this forecast as the basis for forecasting housing growth over the 2021 to 2041 period.

Turner's population grew by 85% between 2000 and 2019. Turner added 1,016 new residents, at an average annual growth rate of 3.3%.

Exhibit 19. Population, Turner, Marion County, Oregon, and the United States, 2000, 2010, and 2019

Source: US Decennial Census 2000 and 2010. Portland State University, Population Research Center, 2019. Note: The 2019 population estimate for the United States is based on the Population Estimates Program (PEP).

	2000	2010	2019	Change 2000 to 2019		
				Number	Percent	AAGR
U.S.	281,421,906	308,745,538	328,239,523	46,817,617	17%	0.8%
Oregon	3,421,399	3,831,074	4,236,400	815,001	24%	1.1%
Marion County	284,834	315,335	347,760	62,926	22%	1.1%
Turner	1,199	1,854	2,215	1,016	85%	3.3%

Turner's population within its UGB is projected to grow by over 3,600 people between 2021 and 2041, at an average annual growth rate of 2.06%.²⁷

Exhibit 20. Forecast of Population Growth, Turner UGB, 2021 to 2041

Source: Oregon Population Forecast Program, Portland State University, Population Research Center, June 2018.

2,459	3,695	1,235	50% increase
Residents in 2021	Residents in 2041	New residents 2021 to 2041	2.06% AAGR

²⁷ This projected growth is based on the Oregon Population Forecast Program's analysis of the Turner UGB.

Aging Population

This section shows two key characteristics of Turner's population, with implications for future housing demand in Turner:

- **Seniors.** Turner currently has a larger share of residents over the age of 60 than Marion County. As Turner's senior population grows, it will have increasing demand for housing that is suitable for elderly residents.

Demand for housing for seniors will grow over the planning period, as baby boomers continue to age and retire. The Marion County forecast share of residents aged 60 years and older will account for 25% of its population (2041), compared to around 24% in the 2014–2018 period.

The impact of growth in seniors in Turner will depend, in part, on whether older people already living in Turner continue to reside there as they retire. National surveys show that, in general, most retirees prefer to age in place by continuing to live in their current home and community as long as possible.²⁸ Turner may be attractive to newly retiring seniors because of its small-town characteristics and location within the Willamette Valley region.

Growth in the number of seniors will result in the demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted-living facilities, or age-restricted developments. Senior households will make a variety of housing choices as their health declines, including remaining in their homes as long as they are able; downsizing to smaller single-family homes (detached and attached), accessory dwelling units, cottages, or multifamily units; or moving into group housing (such as assisted-living facilities or nursing homes). The challenges aging seniors face in continuing to live in their community include changes in health-care needs, loss of mobility, home maintenance difficulties, fixed incomes, and increases in property taxes.²⁹

- **Turner, in sum, has a larger proportion of youth and young adults than Marion County and Oregon.** About 56% of Turner's population is 39 years of age or younger, compared to 55% of Marion County's population and 51% of Oregon's population. The forecast for population growth in Marion County shows the percent of people under 20 years old staying about the same, at 27% of the population in the 2014–2018 period to 27% of the population by 2041.

People between 20 and 40 years of age are referred to as the millennial generation and account for the largest share of the population in Oregon. By 2040, they will be between 40 and 60 years of age. The forecast for Marion County shows a slight shift in millennials from about 26% of the population in 2020 to about 23% of the population in 2040.

²⁸ A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

²⁹ "Aging in Place: A toolkit for Local Governments" by M. Scott Ball.

Turner's ability to attract and retain people in this age group will depend, in large part, on whether the city has opportunities for housing that both appeals to and is affordable to millennials, as well as jobs that allow younger people to live and work in Turner.

In the near term, millennials and younger generations may increase demand for rental units. The long-term housing preference of millennials is uncertain. Research suggests that millennials' housing preferences may be similar to baby boomers, with a preference for single-family detached units, albeit smaller and less costly. Recent surveys about housing preference suggest that millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.³⁰

A survey of people living in the Portland region shows that millennials prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.³¹ The survey results suggest millennials are more likely than other groups to prefer housing in an urban neighborhood or town center. While this survey is for the Portland region, it shows similar results as national surveys and studies about housing preference for millennials.

Growth in millennials and younger generations and seniors in Turner will result in increased demand for both affordable single-family detached housing (such as small-lot single-family detached units and cottages), as well as increased demand for affordable townhouses and multifamily housing (such as duplexes, triplexes, quadplexes, or apartments). Growth in these populations will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. There is potential for attracting new residents to housing in Turner's commercial areas, especially if the housing is relatively affordable and located in proximity to services.

³⁰ The American Planning Association, "Investing in Place; Two generations' view on the future of communities." 2014.

"Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," Transportation for America.

"Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders

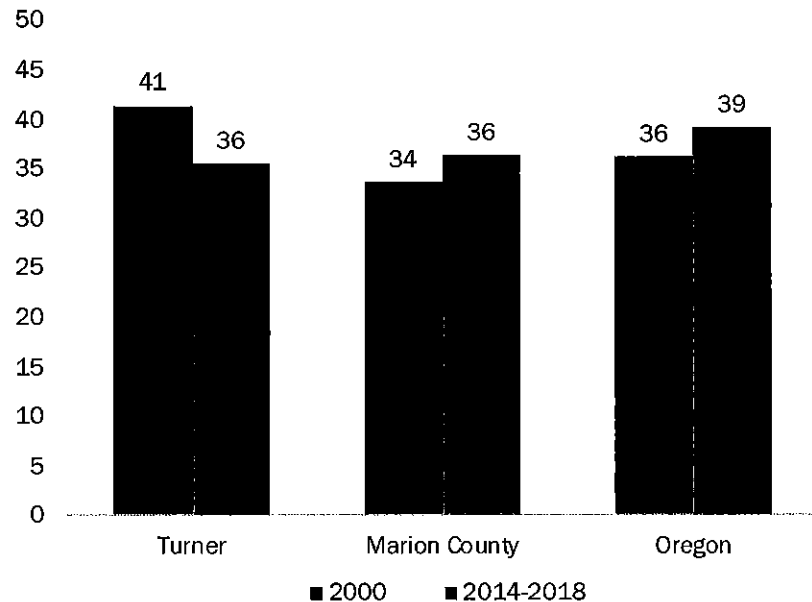
³¹ Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.

From 2000 to 2014–2018, Turner’s median age decreased by approximately five years.

Over the same analysis period, Marion County’s median age grew by about two years and Oregon’s median age grew by about three years.

Exhibit 21. Median Age, Turner, Marion County, and Oregon, 2000 to 2014–2018

Source: US Census Bureau, 2000 Decennial Census, Table P013; 2014–2018 ACS 5-Year Estimates, Table B01002.

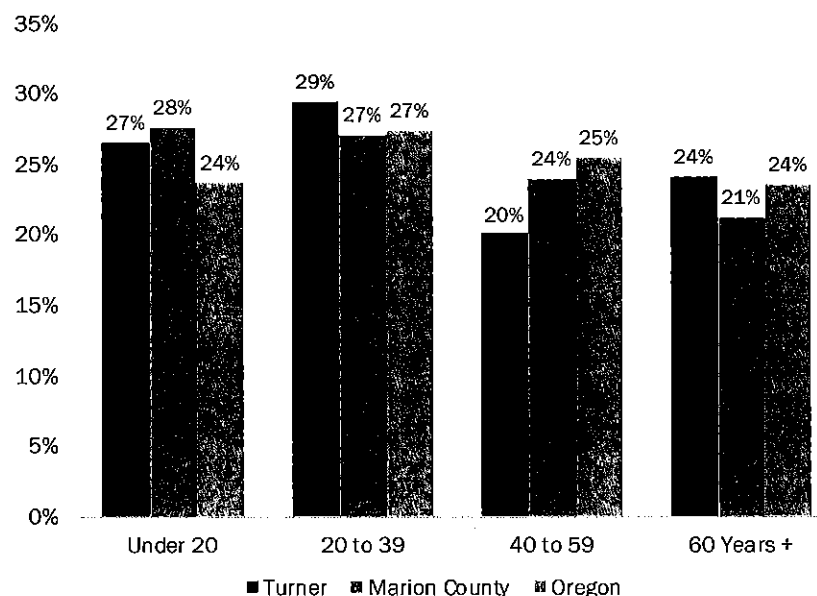


In 2014–2018, more than a quarter of Turner’s population was under 20 years old and 29% were between the ages of 20 to 39.

Turner had a slightly larger share of young adults (under 40 years old) compared to both Marion County and Oregon.

Exhibit 22. Population Distribution by Age, Turner, Marion County, and Oregon, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B01001.

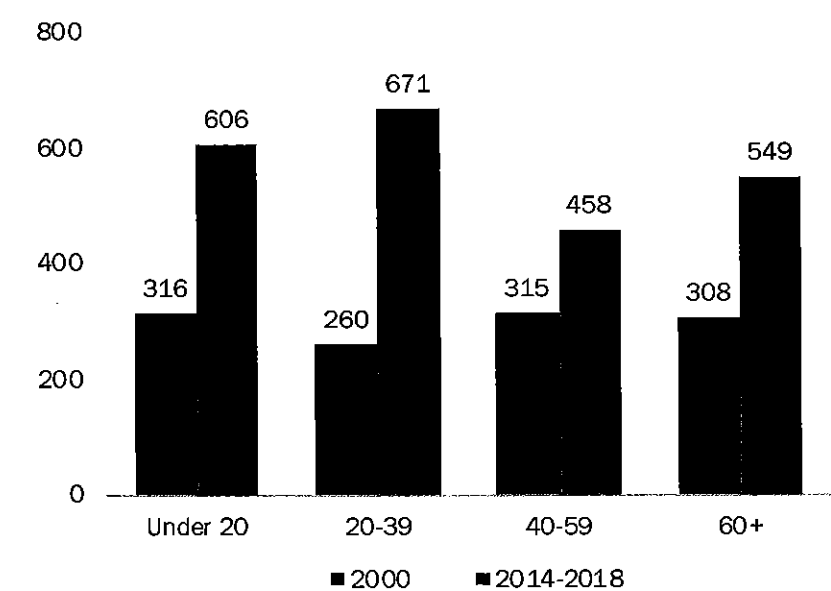


Between 2000 and 2014-2018, all age groups in Turner grew.

The largest increase in residents were for those aged 20 to 39 years (158%).

The next largest population group increase was for persons under 20 years of age (92%), which suggests that Turner is attracting (or retaining) families with children.

Exhibit 23. Population Growth by Age, Turner, 2000 to 2014-2018
Source: US Census Bureau, 2000 Decennial Census Table P012; 2014-2018 ACS 5-Year Estimates, Table B01001.



Between 2021 and 2041, Marion County's population over 60 years old is forecast to grow 34%, the largest of all age groups.

Exhibit 24. Fastest-Growing Age Groups, Marion County, 2021 to 2041

Source: Portland State University, Population Research Center, Marion County Forecast, June 2017.

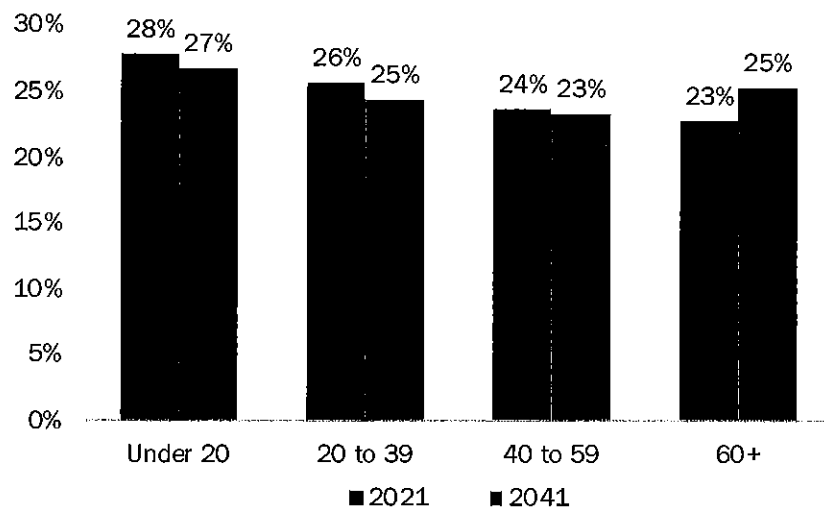
15%	14%	18%	34%
14,913	12,982	15,238	27,536
People	People	People	People
Under 20	20-39 Yrs	40-59 Yrs	60+ Yrs

The age group that is forecast to increase in Marion County is people 60 years and older.

This suggests that Turner's population of seniors will also increase by 2041.

Exhibit 25. Population Growth by Age Group, Marion County, 2021 and 2041

Source: Portland State University, Population Research Center, Marion County Forecast, June 2017.



Increased Ethnic Diversity

The number of Latinx residents increased in Turner (by about 208 people) and the share of Latinx individuals grew from 4% of Turner's population in 2000 to 11% of its population in the 2014–2018 period. Turner is less ethnically diverse than both Marion County and Oregon.

The US Census Bureau forecasts that at the national level, the Latinx population will continue growing faster than most other non-Latinx populations between 2020 and 2040. The Census forecasts that the Latinx population will increase 93%, from 2016 to 2060, and foreign-born Latinx populations will increase by about 40% in that same time.³²

Continued growth in the Latinx population will affect Turner's housing needs in a variety of ways.³³ Growth in first and, to a lesser extent, second and third-generation Latinx immigrants, will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. In that, Latinx households are twice likely to include multiple generations households than the general populace.³⁴ As Latinx households change

³² US Census Bureau, *Demographic Turning Points for the United States: Population Projections for 2020 to 2060*, pg. 7, https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf

³³ Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2013, Appendix 8, <http://www.pewsocialtrends.org/2013/02/07/appendix-1-detailed-demographic-tables/>.

National Association of Hispanic Real Estate Professionals. *2017 State of Hispanic Homeownership Report*, 2017.

³⁴ Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2013, Appendix 8. Retrieved from: <http://www.pewsocialtrends.org/2013/02/07/appendix-1-detailed-demographic-tables/>.

National Association of Hispanic Real Estate Professionals (2019). *2019 State of Hispanic Homeownership Report*. Retrieved from: <https://nahrep.org/shhr/>

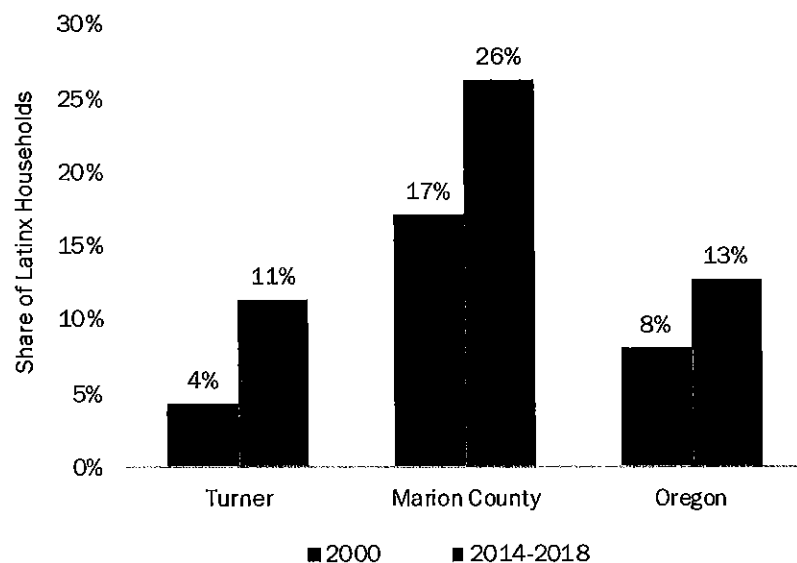
over generations, household size typically decreases and housing needs become similar to housing needs for all households.

According to the *State of Hispanic Homeownership* report from the National Association of Hispanic Real Estate Professionals,³⁵ the Latinx population accounted for 31.4% of the nation's net new household formations in 2019, up 2.8% from 2017. The rate of homeownership for Latinx households increased from 45.6% in 2015 to 47.5% in 2019. In that time (2015 to 2019), Latinx households were the only demographic that increased their rate of homeownership.

The share of Turner's households that identified as Latinx increased between 2000 and 2014-2018.

Turner was less ethnically diverse than both Marion County and the state in the 2014-2018 period, but relative to these comparison geographies, Turner's Latinx population share increased more than the state (7% versus 5%).

Exhibit 26. Latinx Population as a Percent of the Total Population, Turner, Marion County, Oregon, 2000 to 2014-2018
Source: US Census Bureau, 2000 Decennial Census Table P008; 2014-2018 ACS 5-Year estimates, Table B03002.



³⁵ National Association of Hispanic Real Estate Professionals (2019). *2019 State of Hispanic Homeownership Report*. Retrieved from: <https://nahrep.org/downloads/2018-state-of-hispanic-homeownership-report.pdf>

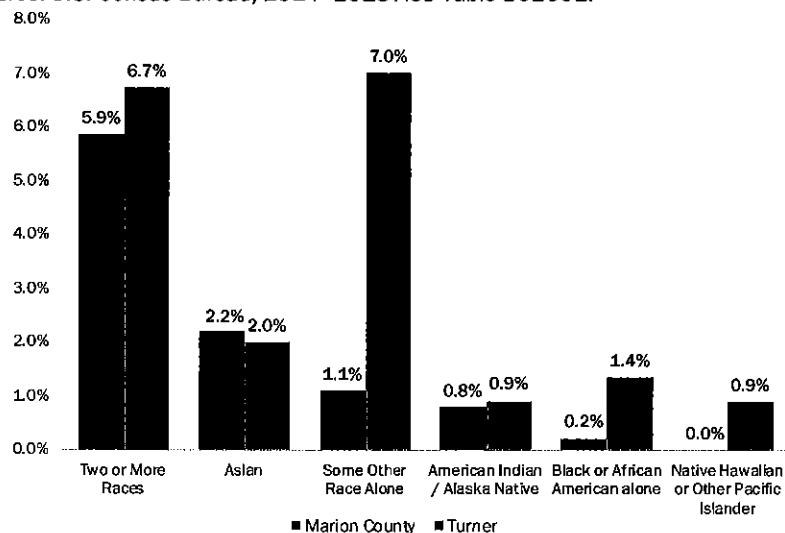
Racial Diversity

While the majority of Turner's population is white, Turner has residents of many races, as shown in Exhibit 27, consistent with Marion County's population.

About 90% of Turner's population was white in 2014-2018. The largest communities of color were people from two or more races, Asians, and some other race alone.

Exhibit 27. Non-White Population by Race as a Percent of Total Population, Turner and Marion County, 2014-2018

Source: U.S. Census Bureau, 2014-2018 ACS Table B02001.



Household Size and Composition

Turner's household composition shows that households there are generally comparable to that of statewide averages but are somewhat smaller relative to Marion County averages.

Turner's average household size was approximately 0.28 persons smaller than the Marion County average, but equivalent to that of the state.

Exhibit 28. Average Household Size, Turner, Marion County, and Oregon, 2014-2018

Source: US Census Bureau, 2014-2018 ACS 5-year estimate, Table B25010.

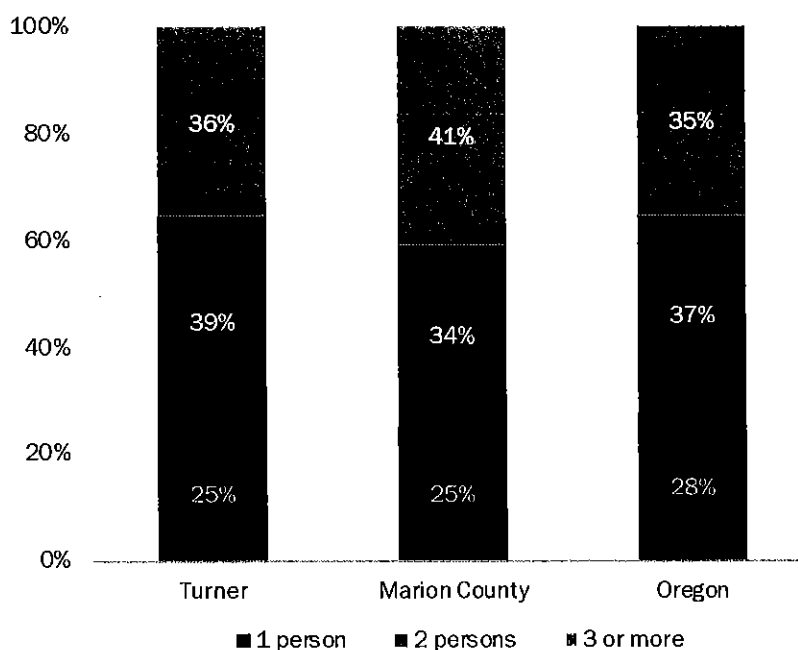


Turner had a similar share of one-person households compared to Marion County and the state.

Turner had a larger share of households with two or more persons when compared to the county and the state.

Exhibit 29. Household Size, Turner, Marion County, and Oregon, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B25010.

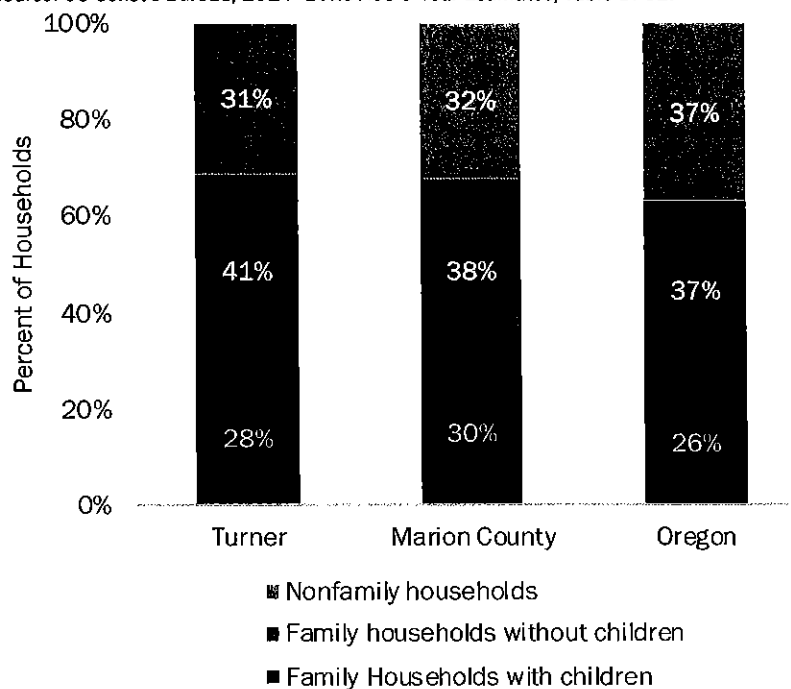


Household compositions in Turner were similar to those in Marion County, both possessing a larger share of family households without children and family households with children when compared to the state.

About one-third of Turner's households are nonfamily households (e.g., roommates and one-person households).

Exhibit 30. Household Composition, Turner, Marion County, and Oregon, 2014–2018

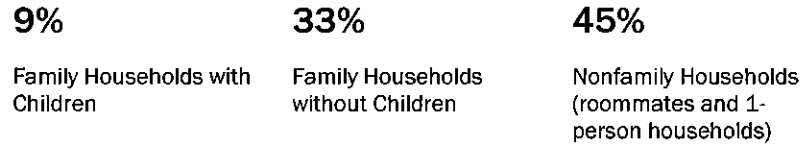
Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table DP02.



Over the 2010 to 2014–2018 analysis period, the number of nonfamily households increased the most relative to all other household types.

Exhibit 31. Change in Household Composition, Turner, 2010 to 2014–2018

Source: US Census Bureau, 2010 Decennial Census, Table P20; 2014–2018 ACS 5-Year Estimates, Table DP02.



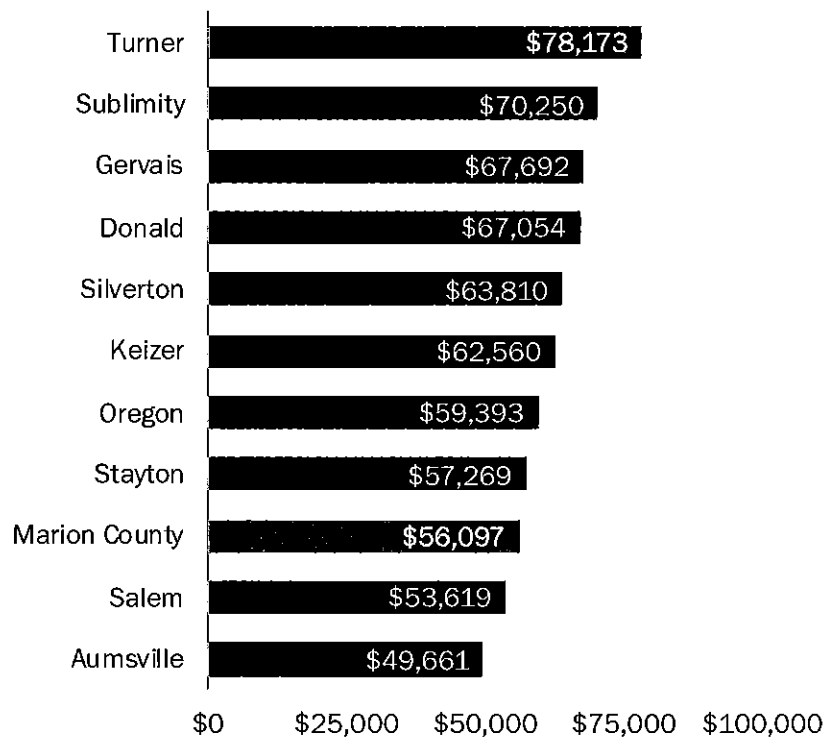
Income of Turner Residents

Income is one of the key determinants in housing choice and households' ability to afford housing. Median household income in Turner is higher than the household income of all comparison cities, Marion County, and the state.

In the 2014–2018 period, Turner's median household income (MHI) was above that of the county, state, and all comparison cities.

Exhibit 32. Median Household Income, Turner, Marion County, Oregon, and Comparison Cities, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B25119.

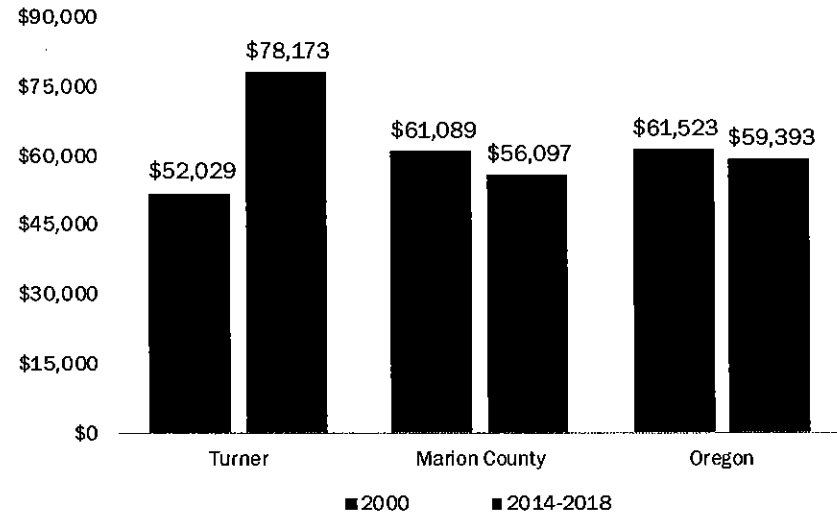


After adjusting for inflation, Turner's median household income (MHI) increased by 50% during the 2000 to 2014-2018 period.

In contrast, Marion County's inflation-adjusted MHI decreased by 8% and Oregon's decreased by 3%.

Exhibit 33. Change in Median Household Income, Turner, Marion County, and Oregon, 2000 to 2014-2018, 2018 Inflation-Adjusted Dollars

Source: US Census Bureau, 2000 Decennial Census, Table HCT012; 2014-2018 ACS 5-Year Estimates, Table B25119.



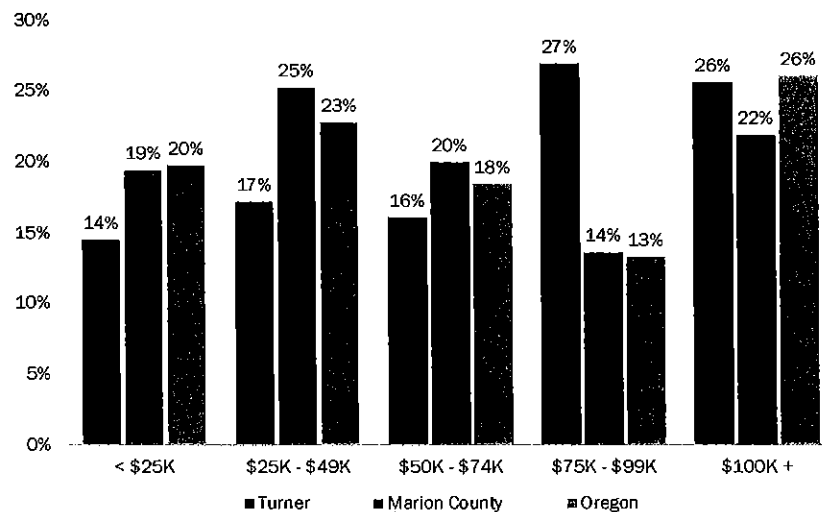
Household income in Turner was generally higher than county and statewide averages.

Turner had a smaller share of households earning less than \$50,000 per year.

Turner had a larger share of households earning more than \$75,000 per year (52%) compared to Marion County (35%) and Oregon (39%).

Exhibit 34. Distribution of Household Income, Turner, Marion County, and Oregon, 2014-2018

Source: US Census Bureau, 2014-2018 ACS 5-Year Estimates, Table B19001.



Commuting Trends

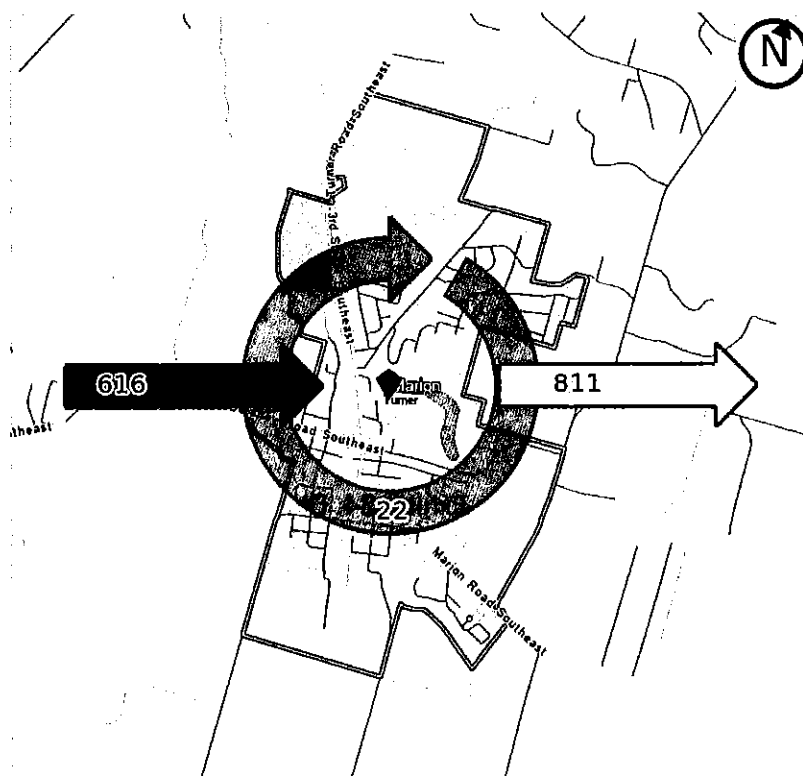
Turner is part of the complex, interconnected economy of Marion County. Of the more than 630 people who work in Turner, nearly 97% of workers commute into the city from other areas, most notably Salem. More than 800 Turner residents commute out of the city for work, many of them to Salem.

Turner is part of an interconnected regional economy.

About 616 people commuted into Turner for work in 2017, and about 811 people living in Turner commuted out of the city for work.

Exhibit 35. Commuting Flows, Turner, 2017

Source: US Census Bureau, Census On the Map.



About 3% of people who worked at businesses located in Turner also lived in Turner.

The remainder commuted from Salem, Keizer, and other parts of the region.

Exhibit 36. Places where Workers at Businesses in Turner Lived, 2017

Source: US Census Bureau, Census On the Map.

3%	26%	4%
Turner	Salem	Keizer

About half of Turner residents worked in either Turner, Salem, or Portland.

Exhibit 37. Places where Turner Residents Were Employed, 2017

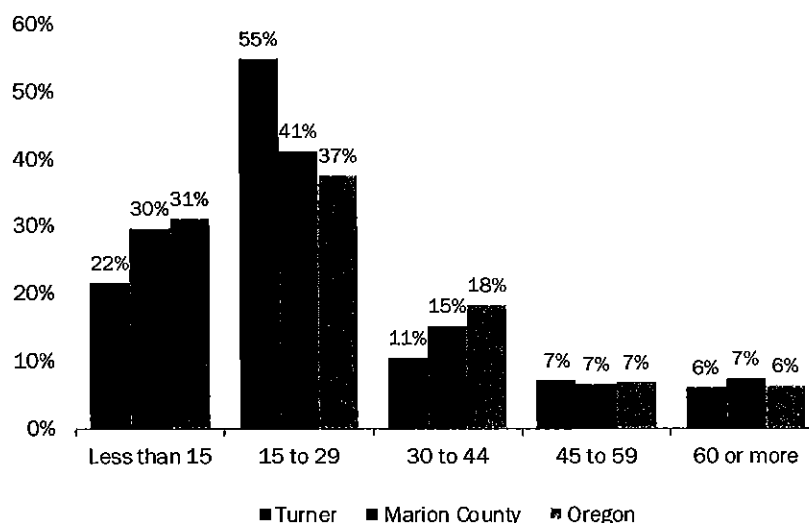
Source: US Census Bureau, Census On the Map.

3%	41%	5%
Turner	Salem	Portland

About three-quarters of Turner residents had a commute time that took less than 30 minutes, 5% higher than countywide estimates and 8% higher than the state.

Exhibit 38. Commute Time by Place of Residence, Turner, Marion County, and Oregon, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B08303.



Homelessness

Based on Marion County's Point-in-Time homeless count, about 974 people were experiencing homelessness in Marion County at the time of the 2019 count.

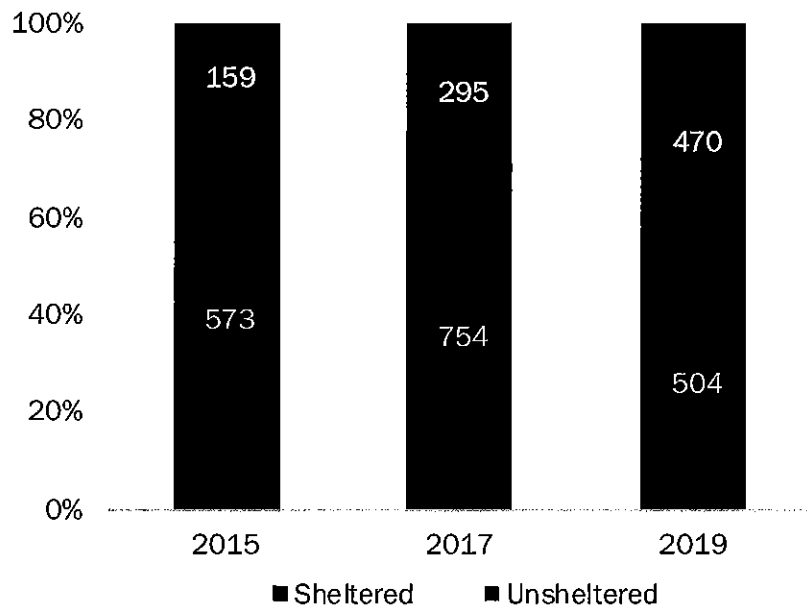
Exhibit 39. Number of Persons Homeless, Marion County, Point-in-Time Count, 2015, 2017, and 2019

Source: Oregon Housing and Community Services (OHCS).

732 Persons	1,049 Persons	974 Persons
2015	2017	2019

The total number of persons experiencing homelessness in Marion County increased from 2015 to 2019. In that time, the share of those unsheltered increased from 22% to 48% over the same period.

Exhibit 40. Number of Persons Homeless by Living Situation, Marion County, Point-in-Time Count, 2015, 2017, and 2019
Source: Oregon Housing and Community Services (OHCS).



Regional and Local Trends Affecting Affordability in Turner

This section describes changes in sales prices, rents, and housing affordability in Turner since 2000. Where data is available, this section compares Turner's housing costs to other cities in the region, Marion County, and Oregon.

Changes in Housing Costs

Turner's median home sales price was \$395,000 in 2019 and has grown over the last several years. Relative to all comparison cities in the region, Turner had one of the highest median home sale prices. Between 2015 and 2019, the median cost of a home grew by approximately \$193,000 (96%) in Turner.

Turner had one of the highest median home sales prices in 2019 when compared to all comparison cities.

Exhibit 41. Median Home Sale Price, Turner and Comparison Cities, 2019³⁶

Source: Redfin (Gervais, Stayton, Donald, Aumsville, Turner, and Sublimity) and Zillow (Salem, Keizer, and Silverton).

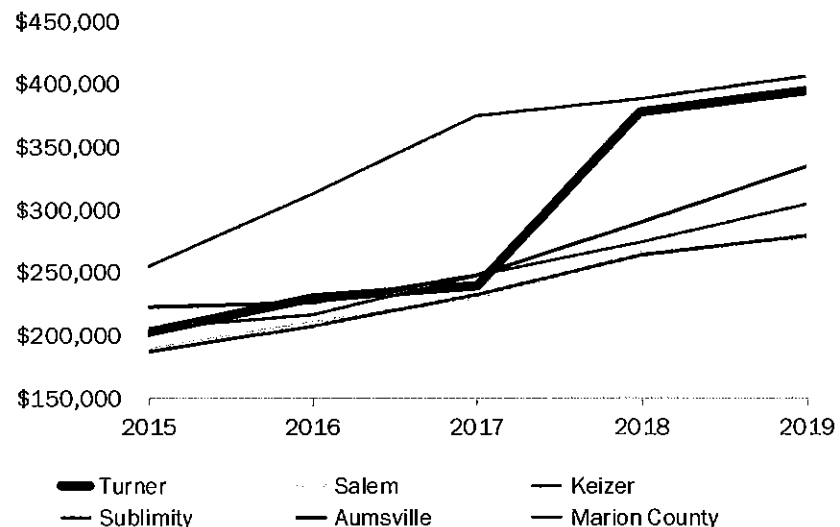
\$289K	\$295K	\$305K	\$310K	\$313K
Salem	Gervais	Keizer	Stayton	Donald
\$335K	\$338K	\$395K	\$407K	
Aumsville	Silverton	Turner	Sublimity	

Turner had a 96% increase in median home sales price between 2015 and 2019—the largest increase compared to the comparison cities. Sublimity had the highest median home sales price with \$406,000 in 2019.

Sublimity had the second-largest increase in median home sales price with 60%. Salem and Marion County had the lowest home sales prices with \$278,000 and \$279,000 respectively.

Exhibit 42. Monthly Median Sales Price, Turner, Salem, Keizer, Sublimity, Aumsville, and Marion County, 2015 to 2019

Source: Zillow.



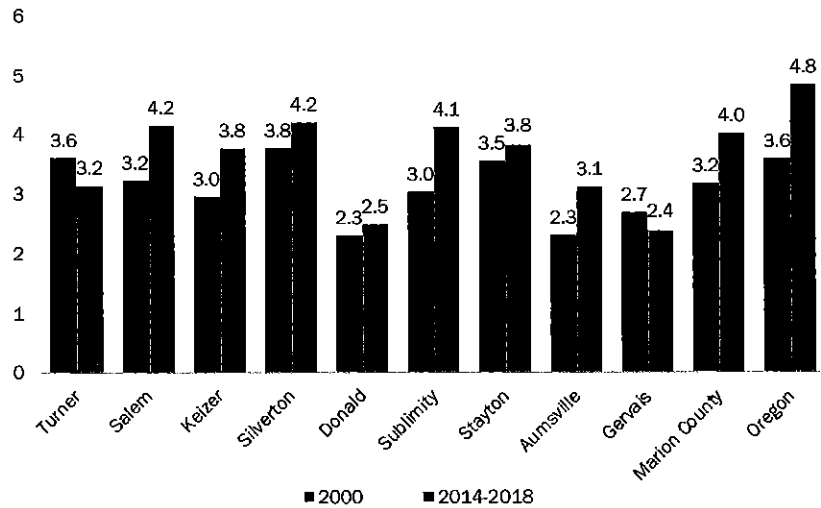
³⁶ Home sale prices for Salem, Keizer, and Silverton are December 2019 median sales estimates from Zillow.

Since 2000, housing costs in Turner have increased slower than incomes, whereas in Marion County and in Oregon housing costs have outpaced incomes.

The household reported median value of a house in Turner was 3.6 times the median household income in 2000 and 3.2 times the median household income in the 2014–2018 period.

Exhibit 43. Ratio of Median Housing Value to Median Household Income, Turner, Marion County, Oregon, and Comparison Cities, 2000 to 2014–2018³⁷

Source: US Census Bureau, 2000 Decennial Census, Tables HCT012 and H085; 2014–2018 ACS 5-Year Estimates, Tables B19013 and B25077.



³⁷ This ratio compares the median value of housing in Turner (and other places) to the median household income. Inflation-adjusted median owner values in Turner increased from \$187,652 in 2000 to \$246,800 in 2014–2018. Over the same period, inflation-adjusted median income increased from \$52,029 to \$78,173.

Rental Costs

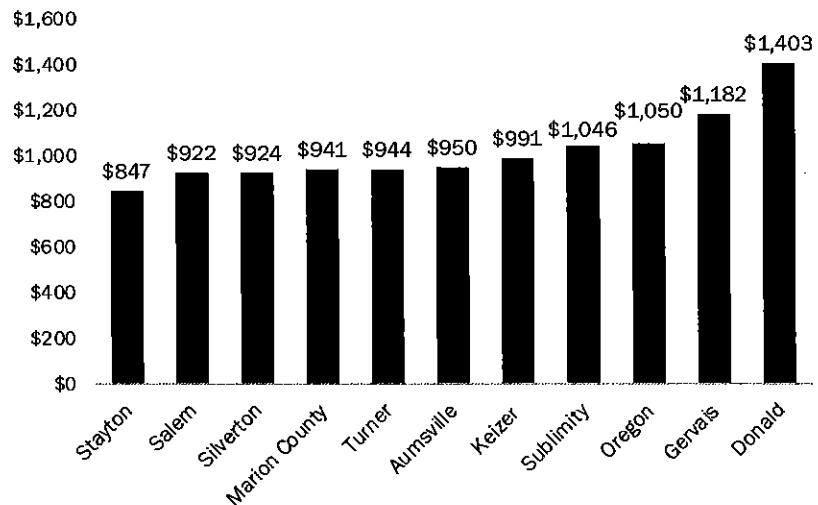
Rent costs in Turner are equivalent to Marion County as a whole, and both regions are lower than the state. The following charts show gross rent (which includes the cost of rent plus utilities) for Turner in comparison to Marion County, Oregon, and comparison cities based on Census data.

Turner's median gross rent was \$902 during the 2014–2018 period, about equal to the countywide median.

The median rent in Turner falls within the low to midrange of comparison cities. At the lowest end, Stayton's rent is approximately \$97 cheaper than Turner, and at the highest end, Donald's rent is approximately \$459 over Turner's rent.

Exhibit 44. Median Gross Rent, Turner, Marion County, Oregon, and Comparison Cities, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B25064.

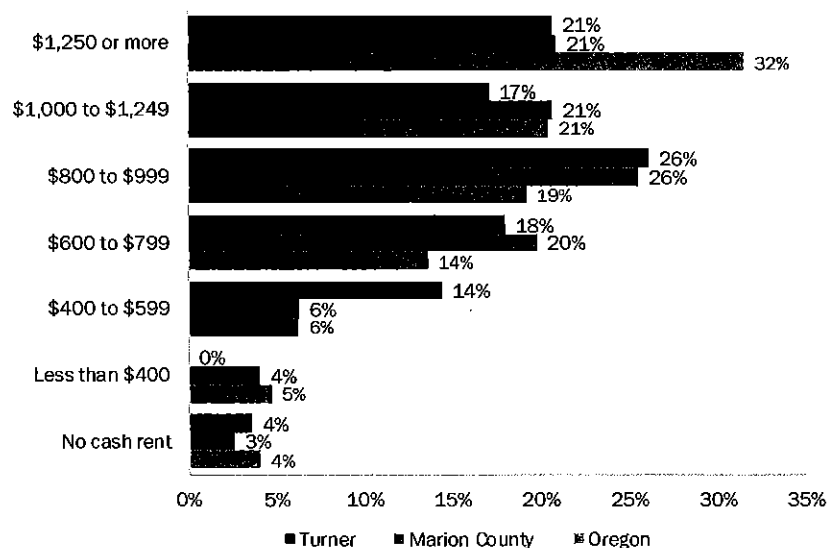


About 44% of renters in Turner pay less than \$1,000 per month in rent, compared to 56% of Marion County residents and 59% of all Oregon residents.

About 32% of Turner's renters pay \$1,250 or more in gross rent per month, a share lower than that of both Marion County (56%) and the state (59%).

Exhibit 45. Gross Rent, Turner, Marion County, and Oregon, 2014–2018

Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table B25063.



Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. The Department of Housing and Urban Development's guidelines indicate that households paying more than 30% of their income on housing experience "cost burden" and households paying more than 50% of their income on housing experience "severe cost burden." Using cost burden as an indicator is one method of determining how well a city is meeting the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 12% of Turner's households are cost burdened and 11% are severely cost burdened. When analyzing by tenure, 45% of renter households are cost burdened, compared to 16% of homeowners. Overall, Turner has the lowest share of cost-burdened households (renter and owner) relative to all comparison cities considered in this analysis. When compared to the broader regions of Marion County and Oregon, Turner's share of cost-burdened households is about 12% fewer than both, respectively.

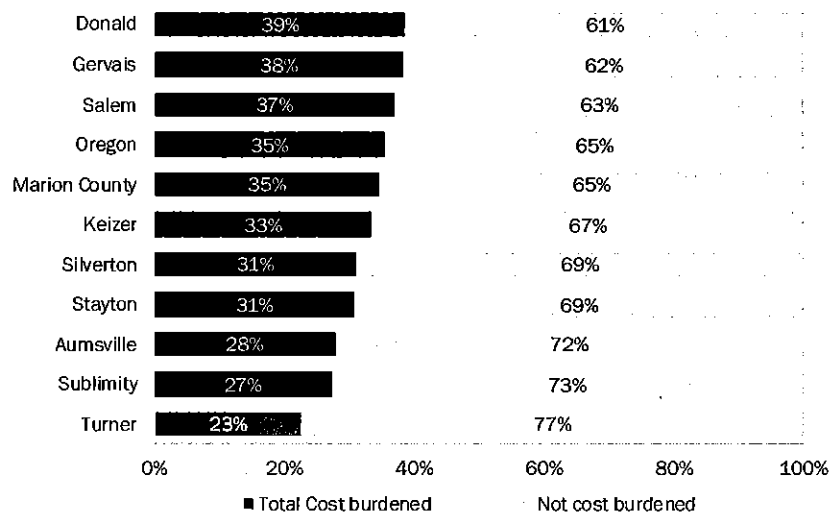
For example, about 15% of Turner's households have an income of less than \$25,000 per year. These households can afford rent of less than \$625 per month, or a home with a value of less than \$75,000. Most, but not all, of these households are cost burdened.

Across all renter and owner households in Turner, about 23% of them are cost burdened.

Turner has the lowest share of cost-burdened households relative to all comparison cities, Marion County, and Oregon for the 2014–2018 period.

Exhibit 46. Housing Cost Burden, Turner, Marion County, Oregon, and Comparison Cities, 2014–2018

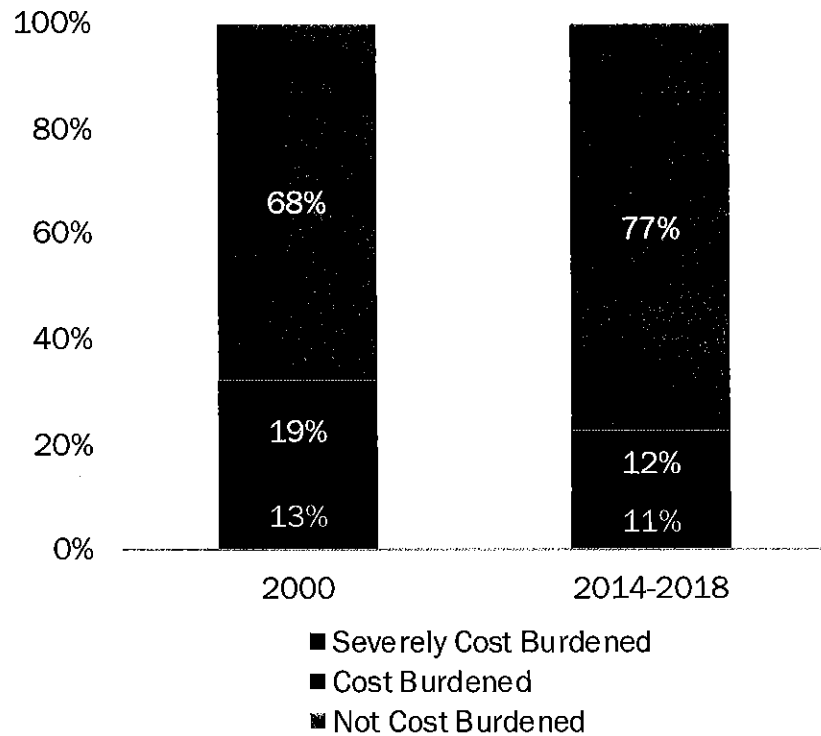
Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Tables B25091 and B25070.



From 2000 to the 2014–2018 period, the share of cost-burdened and severely cost-burdened households, in sum, decreased by 9% in Turner, from 32% in 2000 to 23% in the 2014–2018 period.

Exhibit 47. Change in Housing Cost Burden, Turner, 2000 to 2014–2018

Source: US Census Bureau, 2000 Decennial Census, Tables H069 and H094; 2014–2018 ACS 5-Year Estimates, Tables B25091 and B25070.



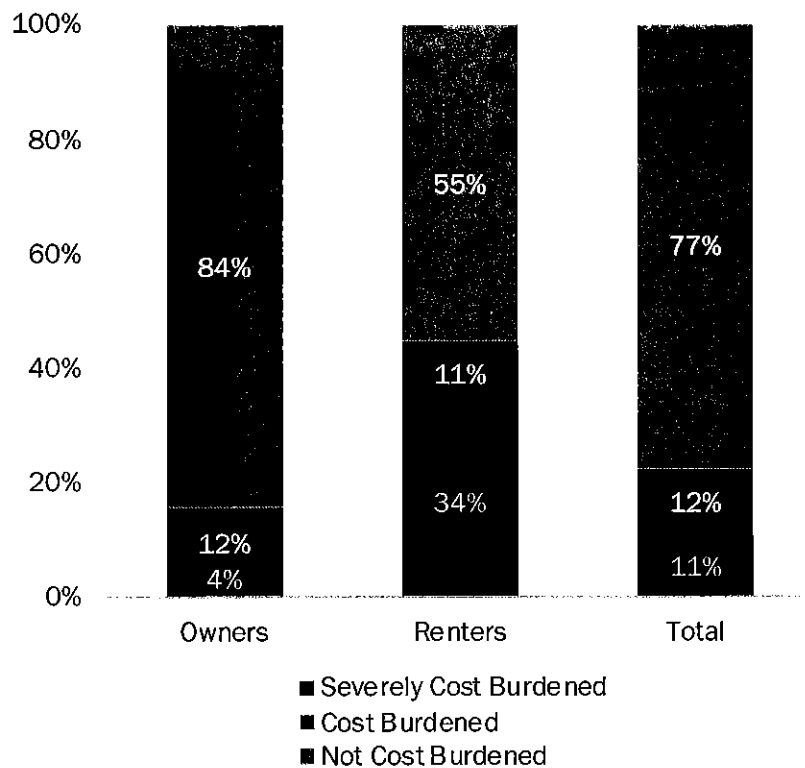
Renters are much more likely to be cost burdened than homeowners.

In the 2014–2018 period, about 45% of Turner's renters were cost burdened or severely cost burdened, compared to 16% of homeowners.

About 11% of Turner's renters were severely cost burdened.

In comparison, 26% of Oregon's renter households were cost burdened and 25% were severely cost burdened.

Exhibit 48. Housing Cost Burden by Tenure, Turner, 2014–2018
Source: US Census Bureau, 2014–2018 ACS 5-Year Estimates, Tables B25091 and B25070.



Fair Market Rent for a two-bedroom apartment in Marion County is \$1,001.

Exhibit 49. HUD Fair Market Rent (FMR) by Unit Type, Marion County, 2020

Source: US Department of Housing and Urban Development.

\$709	\$761	\$1,001	\$1,444	\$1,757
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

A household must earn at least \$19.25 per hour to afford a two-bedroom unit at Fair Market Rent (\$1,001) in Marion County.

Exhibit 50. Affordable Housing Wage, Marion County, 2020
Source: US Department of Housing and Urban Development; Oregon Bureau of Labor and Industries.

\$19.25 per hour

Affordable housing wage for two-bedroom unit in Marion County

Exhibit 51 shows that a household of four people earning the median family income (MFI) for Marion County (\$70,600) can afford a monthly rent of about \$1,700 or a home roughly valued between \$247,000 and \$282,000.

The median home sales price in Turner (Exhibit 41) was nearly \$400,000. A household would need to earn about \$98,000, or 139% of MFI, to afford the median sales price of housing in Turner. About 25% of Turner's households have income at or above \$100,000 and can afford the median sales price.

The median gross rent in Turner was \$944 (Exhibit 44), which requires an income of about \$38,000. About 25% of Turner's households have income below \$38,000 and cannot afford the median rent cost in Turner.

Exhibit 51. Financially Attainable Housing, by Median Family Income (MFI) for Marion County (\$70,600), Turner, 2019

Source: US Department of Housing and Urban Development, Marion County, 2020. Oregon Employment Department, 2019.

If your household earns....

\$21,200	\$35,300	\$56,500	\$70,600	\$84,700
(30% of MFI)	(50% of MFI)	(80% of MFI)	(100% of MFI)	(120% of MFI)

Then you can afford....

\$530
monthly rent

\$880
monthly rent

\$1,400
monthly rent

\$1,770
monthly rent

\$2,100
monthly rent

OR

OR

OR

OR

**\$106,000-
\$124,000**
home sales price

**\$198,000-
\$226,000**
home sales price

**\$247,000-
\$282,000**
home sales price

**\$296,000-
\$339,000**
home sales price



Cashier
\$26,500



Teacher Assistant
\$32,100



Construction
Equipment
Operator
\$59,200



Police Officer
\$72,900



Dental Hygienist
\$34,500



Pharmacy Aid
\$31,500



Postal Carrier
\$50,200



Firefighter
\$66,000



Architect
\$77,000

About 20% of Turner's households have incomes less than \$35,300 (about 50% of MFI) and cannot afford a two-bedroom apartment at Marion County's Fair Market Rent (FMR) of \$1,001.

Exhibit 52. Share of Households, by Median Family Income (MFI) for Marion County (\$70,600), Turner, 2014–2018
Source: US Department of Housing and Urban Development, Marion County, 2019. US Census Bureau, 2014–2018 ACS 5-Year Estimates, Table 19001.

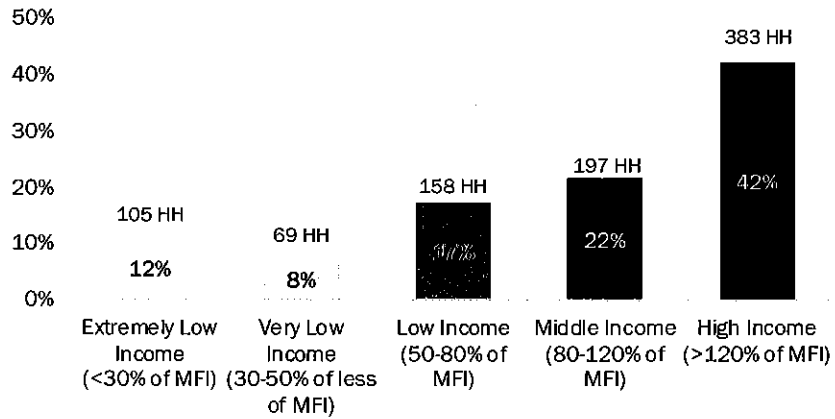


Exhibit 53 illustrates the types of financially attainable housing by income level in Marion County. Generally speaking, however, lower-income households will be renters occupying existing housing. Newly built housing will be a combination of renters (most likely in multifamily housing) and homeowners. The types of housing affordable for the lowest-income households are limited to government-subsidized housing, manufactured housing, lower-cost single-family housing, and multifamily housing. The range of financially attainable housing increases with increased income.

Exhibit 53. Types of Financially Attainable Housing by Median Family Income (MFI) for Marion County ((\$70,600), Turner, 2019
Source: US Department of Housing and Urban Development, Marion County, 2020.

If your household earns ...

\$21,200 (30% of MFI)	\$35,300 (50% of MFI)	\$56,500 (80% of MFI)	\$70,600 (100% of MFI)	\$84,800 (120% of MFI)
---------------------------------	---------------------------------	---------------------------------	----------------------------------	----------------------------------

Then you can afford ...

\$530 PER MONTH	\$880 PER MONTH	\$1,400 PER MONTH	\$1,770 PER MONTH	\$2,100 PER MONTH
---------------------------	---------------------------	-----------------------------	-----------------------------	-----------------------------

Housing types generally affordable to these households are ...

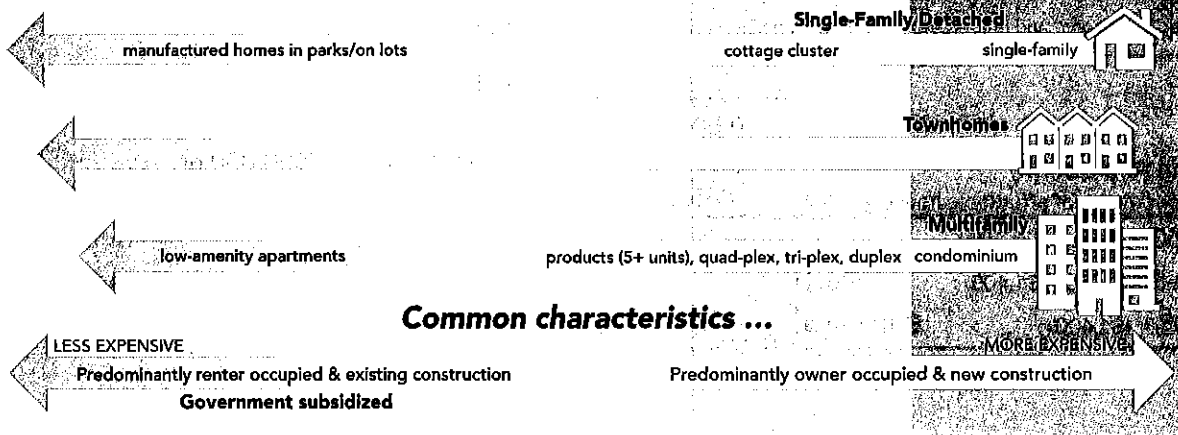


Exhibit 54 compares the number of households by income category with the number of units affordable to those households in Turner. Turner currently has a deficit of housing units for households earning 0–50% of the MFI (less than \$35,000 per year) with about 86% of households occupying units that are not affordable to their income level, resulting in cost burden of these households. Similarly, approximately 38% of Turner households with incomes that are 50–80% of the MFI (\$35,000 to \$56,000) are cost burdened.

This indicates a deficit of more affordable housing types (such as government-subsidized housing, existing lower-cost apartments, and manufactured housing). For households earning more than 80% of the MFI, 37% are renting or buying down, which means that they are occupying units affordable to lower income households. These households could afford more costly housing but either choose to live in less costly housing or cannot find higher-cost housing.

Exhibit 54. Affordable Housing Costs and Units by Income Level, Turner, 2012–2016

Source: US Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) data, 2012–2016.

Note: The income and unit affordability data (in dollars) are based on the information shown in Exhibit 51.

		Household Income			
		0-50% MFI (Less than \$35,000)	50-80% MFI (\$35,000 to \$56,000)	80% + MFI (\$56,000 or more)	
Unit Affordability (\$ per month of affordable housing costs)					
0-50% (\$880 per month)		14	36	14	*Renting/ Buying Down*
50-80% (\$880 - \$1,400)	Cost	65	12	168	
80%+ (\$1,400+)	Burdened	24	30	312	

Summary of the Factors Affecting Turner's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice. While the number and interrelationships among these factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies, it is a crucial step to informing the types of housing that will be needed in the future.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. On average, people in that age group will also have less income than people who are older, and they are less likely to have children. These factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing.

The data illustrates what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; and income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never-marrieds," the "dinks" (dual-income, no kids), and the "empty nesters."³⁸ Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Still, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in Turner over the next 20 years:

- **Growth in housing will be driven by growth in population.** Between 2000 and 2019, Turner's population grew by 1,016 people (85%). The population in Turner's UGB is forecasted to grow from 2,459 to 3,695, an increase of 1,235 people (50%) between 2021 and 2041.³⁹
- **Housing is more affordable in Turner than in the broader region.** Between 2000 and the 2014–2018 period, incomes in Turner have increased faster than housing costs, whereas in Marion County and in Oregon, housing costs have outpaced incomes.
- **Turner needs more opportunities for people to rent housing.** One-quarter of housing in Turner is renter occupied, compared to 41% of Marion County's housing and the statewide average of 38% of housing. Turner has a relatively small share of multifamily housing compared to Marion County (14% versus 25%), with nearly half (45%) of Turner renter households being cost burdened. Turner's key challenge over the next 20 years is providing opportunities for development of relatively affordable housing of all

³⁸ See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

³⁹ This forecast is based on Marion County's certified population estimate and the official forecast from the Oregon Population Forecast Program for the 2021 to 2041 period for Turner, shown in Exhibit 20.

types, such as lower-cost single-family housing, townhouses and duplexes, market-rate multifamily housing, and government-subsidized affordable housing.

- **Without substantial changes in housing policy, on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that is important when trying to address demand for new housing.

The City's residential policies can impact the amount of change in Turner's housing market, to some degree. If the City adopts policies to increase opportunities to build a wider range of housing types, including smaller-scale single-family housing and a wider range of multifamily housing types, there will be more opportunities for housing affordable for both renter and owner-occupied housing. Examples of policies that the City could adopt to achieve this outcome include allowing a wider range of housing types (e.g., cottage housing, duplexes, triplexes, quadplexes, or townhouses) in single-family zones, ensuring that there is sufficient land zoned to allow single-family attached multifamily housing development, supporting development of government-subsidized affordable housing, and encouraging multifamily residential development. The degree of change in Turner's housing market, however, will depend on market demand for these types of housing in Marion County.

- **If the future differs from the past, demand for housing is likely to move in the direction of smaller units and more diverse housing types.** Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for the development of accessory dwelling units, cottage housing, smaller single-family detached homes, townhomes, and multifamily housing.

Key demographic and economic trends that will affect Turner's future housing needs are (1) the aging of baby boomers and (2) the aging of millennials.

- *The baby boomer's population is continuing to age.* The changes that affect Turner's housing demand as the population ages are that household sizes and homeownership rates decrease. The majority of baby boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. Demand for specialized senior housing, such as age-restricted housing or housing in a continuum of care from independent living to nursing home care, may grow in Turner.
- *Millennials and younger generations will continue to form households and make a variety of housing choices.* As millennials age, generally speaking, their household sizes will increase and their homeownership rates will peak by about age 55. Between 2020 and 2040, millennials (and the generation after) will be a key driver in demand for housing for families with children. The ability to attract millennials and younger generations will depend on the city's availability of affordable renter and ownership housing. It will also depend on the location of new housing in Turner, as many millennials prefer to live in more urban

environments.⁴⁰ The decline in homeownership among the millennial generation has more to do with financial barriers rather than the preference to rent.⁴¹

In summary, an aging population, increasing housing costs, housing affordability concerns for millennials, and other variables are factors that support the need for smaller and less-expensive units as well as a broader array of housing choices.

⁴⁰ Choi, Hyun June; Zhu, Jun; Goodman, Laurie; Ganesh, Bhargavi; Storchak, Sarah. (2018). Millennial Homeownership, Why is it So Low, and How Can We Increase It? Urban Institute.
https://www.urban.org/research/publication/millennial-homeownership/view/full_report

⁴¹ Ibid.

5. Housing Needs in Turner

Project New Housing Units Needed in the Next 20 Years

The results of the housing needs analysis are based on (1) the official population forecast for growth in Turner over the 20-year planning period; (2) information about Turner's housing market relative to Marion County, Oregon, and nearby cities; and (3) the demographic composition of Turner's existing population and expected long-term changes in the demographics of Marion County.

Forecast for Housing Growth

This section describes the key assumptions and presents an estimate of new housing units needed in Turner between 2021 and 2041. The key assumptions are based on the best available data and may rely on safe harbor provisions, when available.⁴²

- **Population.** A 20-year population forecast (in this instance, 2021 to 2041) is the foundation for estimating needed new dwelling units. Turner's UGB will grow from 2,459 persons in 2021 to 3,695 persons in 2041, an increase of 1,235 people.⁴³
- **Persons in Group Quarters.**⁴⁴ Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically derived from the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, any new requirements for these housing types will be met by institutions (colleges, government agencies, health-care corporations) operating outside what is typically defined as the housing market. Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multifamily dwellings.

⁴² A safe harbor is an assumption that a city can use in a Housing Needs Analysis that the state has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as "an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division."

⁴³ This forecast is based on Turner UGB's official forecast from the Oregon Population Forecast Program for the 2021 to 2041 period.

⁴⁴ The Census Bureau's definition of group quarters is as follows: "A group quarters is a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents. The Census Bureau classifies all people not living in housing units (house, apartment, mobile home, rented rooms) as living in group quarters. There are two types of group quarters: (1) institutional, such as correctional facilities, nursing homes, or mental hospitals and (2) Non-Institutional, such as college dormitories, military barracks, group homes, missions, or shelters."

The 2015–2019 American Community Survey shows that 0% of Turner’s population was in group quarters. **For the 2021 to 2041 period, we assume that 0% of Turner’s new population, approximately 0 people, will be in group quarters.**

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most recent Decennial Census at the time of the analysis. According to the 2015–2019 American Community Survey, the average household size in Turner was 2.58 people. **Thus, for the 2021 to 2041 period, we assume an average household size of 2.58 persons.**
- **Vacancy Rate.** The Census defines vacancy as "unoccupied housing units . . . determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market’s response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

OAR 660-024 established a safe harbor assumption for vacancy rate—which is the figure from the current Decennial Census. According to the 2015–2019 American Community Survey, Turner’s vacancy rate was 6.0%. **For the 2021 to 2041 period, we assume a vacancy rate of 6.0%.**

Turner will have demand for 507 new dwelling units over the 20-year period, with an annual average of 25 dwelling units.

Exhibit 55. Forecast of Demand for New Dwelling Units, Turner UGB, 2021 to 2041

Source: Calculations by ECONorthwest.

Variable	New Dwelling Units (2021-2041)
Change in persons	1,235
minus Change in persons in group quarters	-
equals Persons in households	1,235
Average household size	2.58
New occupied DU	479
times Vacancy rate	6.0%
equals Vacant dwelling units	29
Total new dwelling units (2021-2041)	507
Annual average of new dwelling units	25

Housing Units Needed Over the Next 20 Years

Exhibit 55 presents a forecast of new housing in Turner's UGB for the 2021 to 2041 period. This section determines the needed mix and density for the development of new housing developed over this 20-year period in Turner.

Over the next 20 years, the need for new housing developed in Turner will generally include a wider range of housing types and housing that is more affordable. This conclusion is based on the following information, found in Chapter 3 and 4:

- Turner's housing mix is predominately single-family detached. In the 2014–2018 period, 84% of Turner's housing was single-family detached, 2% was single-family attached, and 14% was multifamily.
- Demographic changes in Turner suggest increases in demand for single-family attached housing and multifamily housing. The key demographic trends that will affect Turner's future housing needs are the aging of baby boomers and the household formation of millennials and younger generations. The implications of these trends are increased demand from small, older (often single-person) households and increased demand for affordable housing for families, both for ownership and rent.
- Turner's median household income was \$78,173, about \$22,100 higher than Marion County's median. Approximately 31% of Turner's households earn less than \$50,000 per year, compared to 44% in Marion County and 43% in Oregon.
- Turner needs more affordable housing types for homeowners. Housing sales prices increased in Turner over the last four years. From January 2015 to December 2019, the median housing sales price increased by about \$193,100 (96%), from about \$201,900 to \$395,000. About 23% of Turner's homeowners are cost burdened.

A household (of four people) earning 100% of Marion County's median household income (\$70,600 MFI) could afford a home valued between \$247,000 and \$282,000, which is about \$113,000 less than the median home sales price of \$395,000 in Turner. A household can begin to afford median home sales prices at about 160% of the median household income. Roughly 15% of Turner's households could afford a home at the median home sales price.

- Turner needs more affordable housing types for renters. A household can start to afford Turner's median rents at about 55% of Marion County's median household income. About 11% of Turner's renters were cost burdened and 34% were severely cost burdened. The rates of cost burden for Turner renters suggests a need for more affordable housing types for renters. Until 2019, no multifamily housing was built in Turner since 2008, which likely exacerbated the lack of affordable multifamily housing.

These factors suggest that Turner needs a broader range of housing types with a wider range of price points than are currently available in Turner's housing stock. This includes providing opportunity for the development of housing types across the affordability spectrum, such as

single-family detached housing (e.g., small-lot single-family detached units, accessory dwelling units, cottages, and “traditional” single-family housing), townhouses, duplexes, triplexes, quadplexes, and multifamily housing with five or more units (e.g., apartments and condominiums).

Exhibit 56 shows the forecast of needed housing in the Turner UGB during the 2041 to 2041 period. The projection is based on the following assumptions:

- Turner’s official forecast for population growth shows that the city will add 1,235 people over the 20-year period. Exhibit 55 shows that the new population will result in the need for 507 new dwelling units over the 20-year period.
- The assumptions about the mix of housing in Exhibit 56 are:
 - **About 67% of new housing will be single-family detached**, a category which includes manufactured housing and accessory dwelling units (ADUs). It is expected that about 2% of the new single-family detached housing will be ADUs (about 10 dwelling units). About 84% of Turner’s housing was single-family detached in the 2014–2018 period.
 - **About 8% of new housing will be single-family attached**. Approximately 2% of Turner’s housing was single-family attached in the 2014–2018 period.
 - **About 12% of new housing will be duplexes, triplexes, and quadplexes**. About 6% of Turner’s housing was duplexes, triplexes, and quadplexes in the 2014–2018 period.
 - **About 13% of new housing will be multifamily with five or more units**. About 8% of Turner’s housing was multifamily with five or more units in the 2014–2018 period.

Turner will have demand for 507 new dwelling units over the 20-year period. The majority (67%) will be single-family detached housing, and about 33% will be a combination of single-family attached, duplex, triplex, quadplex, and multifamily housing.

Exhibit 56. Forecast of Demand for New Dwelling Units, Turner UGB, 2021 to 2041

Source: Calculations by ECONorthwest. Note: DU is dwelling unit. *About 2% of single-family detached housing is expected to be accessory dwelling units (ADUs).

Variable	Housing Forecast
Needed new dwelling units (2021-2041)	507
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU*	67%
equals Total new single-family detached DU	340
Single-family attached	
Percent single-family attached DU	8%
equals Total new single-family attached DU	41
Duplex, Triplex, Quadplex	
Percent duplex, triplex, quadplex	12%
equals Total new duplex, triplex, quadplex	61
Multifamily (5+ units)	
Percent multifamily (5+ units)	13%
equals Total new multifamily (5+ units)	65
equals Total new dwelling units (2021-2041)	507

Exhibit 57 allocates needed housing to plan designations in Turner. The allocation is based, in part, on the types of housing allowed by zone in each plan designation. Exhibit 57 shows:

- **Single-family residential** land will accommodate new single-family detached housing (including manufactured houses on lots) accessory dwelling units, single-family attached housing, and duplexes in the R-2 zone, R-11 zone, or both.
- **Multifamily residential** land will accommodate new single-family detached houses (including manufactured houses on lots and accessory dwelling units), single-family attached houses, duplexes, triplexes, quadplexes, and multifamily housing with five or more units.

Exhibit 57. Allocation of Needed Housing by Housing Type and Plan Designation, Turner UGB, 2021 to 2041

Source: ECONorthwest.

Housing Type	Plan Designations/Zones			TOTAL
	Single-Family Residential (R-1)	Single-Family Residential (R-2)	Multi-Family Residential (R-11)	
Dwelling Units				
Single-family detached	168	172	-	340
Single-family attached	-	10	31	41
Duplex, triplex, quadplex	-	10	51	61
Multifamily (5+ units)	-	-	65	65
Total	168	192	147	507
Percent of Units				
Single-family detached	33%	34%	0%	67%
Single-family attached	0%	2%	6%	8%
Duplex, triplex, quadplex	0%	2%	10%	12%
Multifamily (5+ units)	0%	0%	13%	13%
Total	33%	38%	29%	100%

Exhibit 58 shows future housing densities, based on historical densities, in net and gross acres.⁴⁵ Exhibit 58 converts between net acres and gross acres to account for land needed for rights-of-way based on empirical analysis of existing rights-of-way by plan designation in Turner.

- **Single-Family Residential:** About 16% to 22% of land is in rights-of-way in this plan designation. The densities in this designation vary due to plan designation/zoning.
 - Densities in this designation, zoned R-1, average 3.4 dwelling units per net acre and 2.8 dwelling units per gross acre. This analysis assumes that the 36 buildable acres of R-1 land in the single-family plan designation will develop at this density (2.8 dwelling units per gross acre).
 - Densities in this designation, zoned R-2, average 4.9 dwelling units per net acre and 3.8 dwelling units per gross acre. This analysis assumes that the 5 buildable acres of R-2 land in the single-family plan designation will develop at this density (3.8 dwelling units per gross acre).
- **Multifamily Residential:** About 20% of land is in rights-of-way in this plan designation. This plan designation allows densities up to 12.8 units per acre. This analysis assumes that the 7 buildable acres of R-11 land in the multifamily plan designation will develop at this density (10.2 dwelling units per gross acre).

Exhibit 58. Future Densities for Housing Built in the Turner UGB, 2021 to 2041

Source: ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Avg. Net Density (DU/net acre)	% for Rights-of-Way	Avg. Gross Density (DU/gross acre)
Single-Family Residential (R-1)	3.4	16%	2.8
Single-Family Residential (R-2)	4.9	22%	3.8
Multi-Family Residential (R-11)	12.8	20%	10.2

⁴⁵ OAR 660-024-0010(6) defines net buildable acre as “43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.” While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

Needed Housing by Income Level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from the Census and (2) analysis by ECONorthwest.

The analysis in Exhibit 59 is based on Census data about household income levels in Turner. Income is distributed into market segments consistent with HUD income level categories, using Marion County’s 2020 median family income (MFI) of \$70,600. The exhibit assumes that approximately the same percentage of households will be in each market segment in the future.

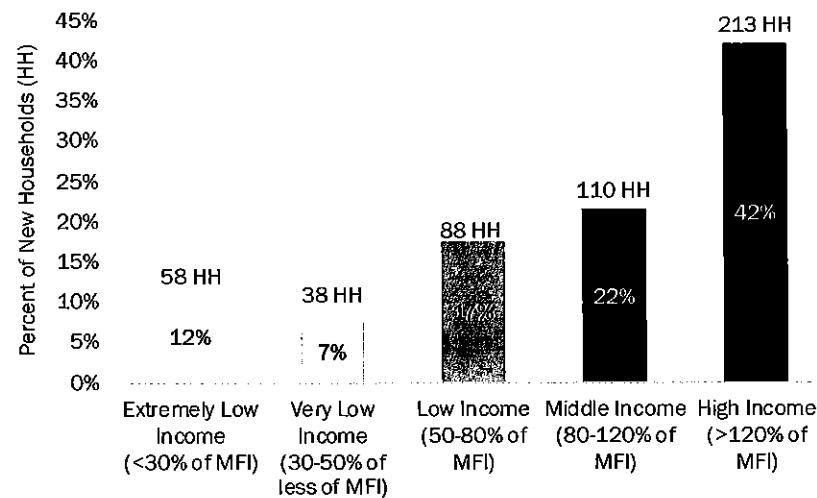
About 42% of Turner’s future households will have incomes above 120% of Marion’s County’s median family income (about \$84,720 or more).

About 19% will have incomes less than 50% of the county’s MFI (\$35,300 or less).

This graph shows that, as Turner’s population grows, Turner will continue to have demand for housing across the affordability spectrum and particularly in the higher-income bracket.

Exhibit 59. Future (New) Households, by Median Family Income (MFI) for Marion County (\$70,600), Turner, 2021 to 2041

Source: US Department of Housing and Urban Development, Marion County, 2020. US Census Bureau, 2014–2018 ACS Table 19001.



Need for Government-Assisted, Farmworker, and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 require cities to plan for government-assisted housing, farmworker housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government subsidies can apply to all housing types (e.g., single-family detached, apartments, etc.). Turner allows the development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Turner will continue to allow government housing in all of its residential plan designations. Because government-assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Farmworker housing.** Farmworker housing can also apply to all housing types, and the City allows development of farmworker housing in all residential zones, with the same development standards as market-rate housing. This analysis assumes that Turner will continue to allow farmworker housing in all of its residential zones. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** Turner allows manufactured homes on lots in all residential zones.
- **Manufactured housing in parks.** Turner conditionally allows manufactured homes in parks in the R-11 zone. OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. According to the Oregon Housing and Community Services's Manufactured Dwelling Park Directory,⁴⁶ Turner has no manufactured home parks.

ORS 197.480(2) requires Turner to project the need for manufactured dwelling parks based on (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development.

- Exhibit 55 shows that Turner will grow by 507 dwelling units over the 2021 to 2041 period.

⁴⁶ Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

- Analysis of housing affordability shows that about 19% of Turner's new households will be considered "very low income" or "extremely low income," earning 50% or less of the region's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing accounts for about 6% of Turner's current housing stock (ACS 2014-2018).
- National, state, and regional trends since 2000 showed that manufactured housing parks are closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.
- The households most likely to live in manufactured homes in parks are those with incomes between \$21,180 and \$35,300 (30% to 50% of MFI), which includes 19% of Turner's households. However, households in other income categories may live in manufactured homes in parks.

National and state trends of closure of manufactured home parks, and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years, demonstrate that the development of new manufactured home parks in Turner is unlikely.

Our conclusion from this analysis is that the development of new manufactured home parks or subdivisions in Turner over the 2021 to 2041 planning period is unlikely, although they may still continue to locate on individual lots. The forecast of housing assumes that no new manufactured home parks will be opened in Turner over the 2021 to 2041 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.

- If the City does have need for a new manufactured home park, that would be for about 30 new units (6% of new units), which at about 6 to 8 dwelling units per acre will need 3.8 to 5.0 acres of land. Turner cannot accommodate this in their existing vacant buildable land base.

While there is statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents,⁴⁷ the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary roles are to ensure that there is sufficient land zoned for new multifamily

⁴⁷ ORS 90.645 regulates rules about closure of manufactured dwelling parks. Before closure of the park, the landlord must give at least one year's notice of park closure and pay the tenant between \$5,000 and \$9,000 for each manufactured dwelling park space, in addition to not charging tenants for demolition costs of abandoned manufactured homes.

housing and to reduce barriers to residential development to allow for the development of new, relatively affordable housing. The City may use a range of policies to encourage the development of relatively affordable housing, such as allowing a wider range of moderate-density housing (e.g., duplexes, triplexes, quadplexes, or cottages) in lower-density zones, designating more land for multifamily housing, removing barriers to multifamily housing development (such as design review), using tax credits to support affordable housing production, or partnering with a developer of government-subsidized affordable housing.

6. Turner's Residential Land Sufficiency

This chapter presents an evaluation of the sufficiency of vacant residential land in Turner to accommodate expected residential growth over the 2021 to 2041 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Turner's ability to accommodate needed new housing units for the 2021 to 2041 period, based on the analysis in the housing needs analysis (HNA). The chapter ends with a discussion of the conclusions and recommendations for the HNA.

Capacity Analysis

The buildable lands inventory summarized in Chapter 2 (and presented in full in Appendix A) provides a supply analysis (buildable land by type), and Chapter 5 provides a demand analysis (population and growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

This analysis estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a "capacity analysis,"⁴⁸ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

Turner Capacity Analysis Results

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing, based on the needed densities by the housing type categories shown in Exhibit 58.

Exhibit 60 shows that Turner has 49 acres of vacant or partially vacant land to accommodate dwelling units, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in the residential plan designations that allow residential uses outright, as shown in Exhibit 8.
 - The single-family plan designation includes 42 acres.
 - Land zoned R-1 and R-2 account for all 42 acres of available buildable land in that plan designation.

⁴⁸ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the "capacity" of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: "Estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate." That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as "capacity analysis," so we use that shorthand occasionally in this memorandum.

- The multifamily plan designation (R-11) has 7 buildable acres.
 - 0.9 acres in R-11 is already subdivided for single-family dwellings, making it unavailable to develop at the densities for R-11 (10.2 dwelling units per gross acre).
- **Future densities.** The capacity analysis assumes development will occur at historic densities. Those densities were derived from the future densities shown in Exhibit 58.

Exhibit 60. Estimate of Residential Capacity for New Dwelling Units, Turner UGB, 2019

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Total Unconstrained Buildable Acres	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
Single-Family Residential (R-1)	37	2.8	103
Single-Family Residential (R-2)	5	3.8	19
Multi-Family Residential (R-11)	7	10.2	67
Subdivided for single-family*	0.9	NA	3
Other R-11 land	6.3	10.2	64
Total	49	-	189

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Turner is to compare the demand for housing by plan designation with the capacity of land by plan designation (Exhibit 60). Exhibit 61 shows that Turner:

- **Does not have sufficient land to accommodate housing development in the single-family plan designation.** In the single-family plan designation:
 - R-1 and R-2 will accommodate 10 accessory dwelling units (ADUs) to address part of the demand for single-family detached housing. ADUs do not require new vacant land for development.
 - Turner has a deficit of about 60 dwelling units, or 21 gross acres of land in the R-1 zone. Turner has a deficit of about 168 dwelling units, or 44 gross acres of land in the R-2 zone to accommodate growth.
- **Does not have sufficient land to accommodate housing development in the multifamily plan designation.** R-11 has capacity for 67 dwelling units. With housing demand at 147 dwelling units, Turner does not have sufficient buildable land to accommodate these units.

Exhibit 61. Preliminary Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Turner UGB, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Capacity (Dwelling Units)	Demand (Dwelling Units)	Capacity less Demand (Dwelling Units)	Land Deficit (gross acres)
Single-Family Residential (R-1)*	103	163	(60)	(21)
Single-Family Residential (R-2)*	19	187	(168)	(44)
Multi-Family Residential (R-11)	67	147	(80)	(8)
Total	189	497	(308)	(73)

Conclusions

The key findings of the Turner housing needs analysis are that:

- **Growth in housing will be driven by growth in population.** Turner is forecast to grow from 2,459 people to 3,695 people, an increase of 1,235 residents between 2021 and 2041. The 1,235 new residents will result in 507 new households.
- **To accommodate households in the Turner UGB, the City is planning for 507 new dwelling units.** To accommodate the 507 dwelling units over the 20-year planning period, Turner will average 25 new dwelling units annually.
- **Turner will plan for more single-family attached and multifamily dwelling units in the future to meet the city's housing needs.** Historically, about 84% of Turner's housing was single-family detached. New housing in Turner is forecast to be 67% single-family detached, 8% single-family attached, and 25% multifamily (12% will be duplexes, triplexes, and quadplexes, and 13% will be multifamily housing with five or more units).
 - The factors driving the shift in types of housing needed in Turner include changes in demographics and decreases in housing affordability. The aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, such as small single-family detached housing; townhouses; duplexes, triplexes, and quadplexes; accessory dwelling units; cottages; and apartments or condominiums. Both groups may prefer housing in walkable neighborhoods, with access to services.
 - Turner's existing deficit of housing that is affordable for low and high-income households indicates a need for a wider range of housing types, for renters and homeowners. About 23% of Turner's households have affordability problems, including a cost-burden rate of 45% for renter households, 34% of whom are severely cost burdened (i.e., spending 50% or more of their income on housing costs).
 - Without diversification of housing types, lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 96 of the forecasted new households will have incomes of \$35,300 (in 2019 dollars) or less (50% of MFI income or less). These households generally cannot afford market-rate housing. Another 88 new households will have incomes between \$35,300 and \$56,480 (50% to 80% of MFI). These households will all need access to affordable housing, such as the housing types described above.
- **Turner cannot accommodate all of its single-family housing needs on land with existing zoning.**
 - Turner has a deficit of land in the single-family plan designations, about 66 gross acres to accommodate 228 dwelling units. The deficits shown in Exhibit 61 may be

addressed in multiple ways. For example, the City could reduce the minimum lot size and increase densities.

- **Turner cannot accommodate all of its multifamily housing needs on land with existing zoning.** Turner has a deficit of land in the multifamily plan designations, about 8 gross acres to accommodate 80 dwelling units. The deficits shown in Exhibit 61 may be addressed in multiple ways. The City could rezone land in the existing single-family plan designation to densities consistent with the R-11 zone. Currently, all available buildable land in the multifamily plan designation is zoned at very low densities.

The City will need to identify ways to meet its unmet housing and land needs. The City cannot adopt the housing needs analysis until it identifies how it will meet this 73-gross-acre deficit of land in the single-family and multifamily plan designations. ORS 197.296⁴⁹ requires that the City must adopt measures (i.e., policies) “necessary to accommodate the estimated housing needs” within the existing urban growth boundary (UGB), prior to any effort made to expand the UGB. This means that the City must adopt policies, such as rezoning land, to meet the deficit of 73 gross acres of land in the R-1, R-2, and R-11 zones. The City could adopt other policies that will help reduce or meet the deficit of land, such as implementing land use efficiency measures that may allow Turner to increase residential density within the city’s existing UGB.

- **Turner has unmet needs for affordable housing.** About 45% of households that rent and 16% of households that own their home are cost burdened. Turner’s overall level of cost burden (23% of all households) is smaller than other communities in the region, but unmet housing needs remain, including:
 - *Renter housing.* The median gross rent for housing in Turner in 2014–2018 was about \$944, which is affordable to households earning about 53% of the median family income (about \$38,000). About 25% of Turner’s households have incomes below this level and cannot afford the average rent. As cited above, many of these renter households are cost burdened. A small portion of this unmet housing need can be met through the development of income-restricted affordable housing. Turner will continue to have unmet renter housing needs, both for existing households and for new households.
 - *Owner-occupied housing.* The median home sales price in 2019 was about \$395,00, which is affordable to households earning about 160% of the median family income (about \$113,000). Roughly 15% of Turner’s households could afford a home at the median home sales price.
- **Turner needs to identify opportunities to meet its unmet housing need, both for the deficit of 73 acres and for affordable housing.** Turner can meet these housing needs in a variety of ways, including:

⁴⁹ This requirement is part of ORS 197.296(10)(b)(C).

- *Increases in density.* Turner's current densities are relatively low: R-1 has a minimum lot size of 11,000 square feet, R-2 has a minimum lot size of 7,500 square feet, and R-11 allows multifamily development at a maximum of 15 dwelling units per acre. Turner could meet a portion of its housing need through allowing smaller lots and allowing a little more multifamily density (without a need to change multifamily building height limitations).
- *Turner needs opportunities for development of a wider range of housing types.* One way to increase the supply of affordable renter and owner-occupied housing is to increase opportunities for the development of a wider range of housing, such as accessory dwelling units, cottage housing, townhouses, duplexes, triplexes, fourplexes, and multifamily structures with five or more units.

Turner will need to evaluate these and possibly other land use efficiency measures in the *Turner UGB Alternatives Analysis*. If Turner cannot accommodate its deficit of land for housing through these land use efficiency measures within the existing UGB, Turner will need to evaluate a UGB expansion.

Appendix A. Residential Buildable Lands Inventory Approach

The general structure of the buildable land (supply) analysis is based on the DLCD HB 2709 workbook *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, which specifically addresses residential lands. The buildable lands inventory uses methods and definitions that are consistent with Goal 10 and OAR 660-008. This appendix describes the methodology that ECONorthwest used for this report, based on 2018 data and updated by City staff through comments on the development pipeline. The results of the BLI are discussed in Chapter 2.

Overview of the Methodology

Following are the statutes and administrative rules that provide guidance on residential BLIs:

OAR 660-008-0005(2):

"Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered "suitable and available" unless it:

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17, or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain; or*
- (e) Cannot be provided with public facilities.*

Inventory Steps

The BLI consists of several steps:

1. Generating UGB "land base"
2. Classifying land by development status
3. Identifying constraints
4. Verifying inventory results
5. Tabulating and mapping results

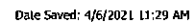
Step 1: Generating UGB “land base”

Per Goal 10, this step involves selecting all tax lots in the Turner UGB in residential or nonemployment plan designations, or plan designations composed of zones that allow housing outright. Plan designations in the residential inventory include:

- Single-Family Residential (R-1, R-2)
- Multifamily Residential
- Downtown Commercial

Exhibit 62 shows the residential plan designations included in the BLI.

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Step 2: Classifying lands

In this step, ECONorthwest classified each tax lot, in a plan designation that allows residential uses, into one of five mutually exclusive categories based on development status:

- Developed land
- Vacant land
- Partially vacant land
- Undevelopable land
- Public land

ECONorthwest initially identified buildable land and classified development status using a rule-based methodology consistent with the DLCD Residential Lands Workbook and applicable administrative rules. The rules are described below in Exhibit 63.

Exhibit 63. Rules for Development Status Classification

Development Status	Definition	Statutory Authority
Vacant Land	Tax lots that have no structures or have buildings with very little improvement value. For the purpose of this inventory, lands with improvement values of less than \$10,000 were considered vacant (not including lands that are identified as having mobile homes).	OAR 660-008-0006(2) (2) "Buildable land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses. Publicly owned land is generally not considered available for residential uses.
Partially Vacant Land	Partially vacant tax lots can use safe harbor established in state statute: The infill potential of developed residential lots or parcels of one-half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling, assuming that the remainder is buildable land;	OAR 660-024-0050 (2)(a)
Undevelopable Land	Vacant tax lots less than 3,000 square feet in size were considered undevelopable.	No statutory definition
Public Land	Lands in public ownership are considered unavailable for residential development. This includes lands in federal, state, county, or city ownership. Public lands were identified using the assessor's property tax exemption codes.	OAR 660-008-0005(2) - Publicly owned land is generally not considered available for residential uses.
Developed Land	Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially vacant, undevelopable, or public are considered developed.	No statutory definition

Step 3: Identifying constraints

Consistent with OAR 660-008-0005(2) guidance on residential buildable lands inventories, ECONorthwest deducted certain lands with development constraints from the BLI. We used the following constraints, as listed in Exhibit 64.

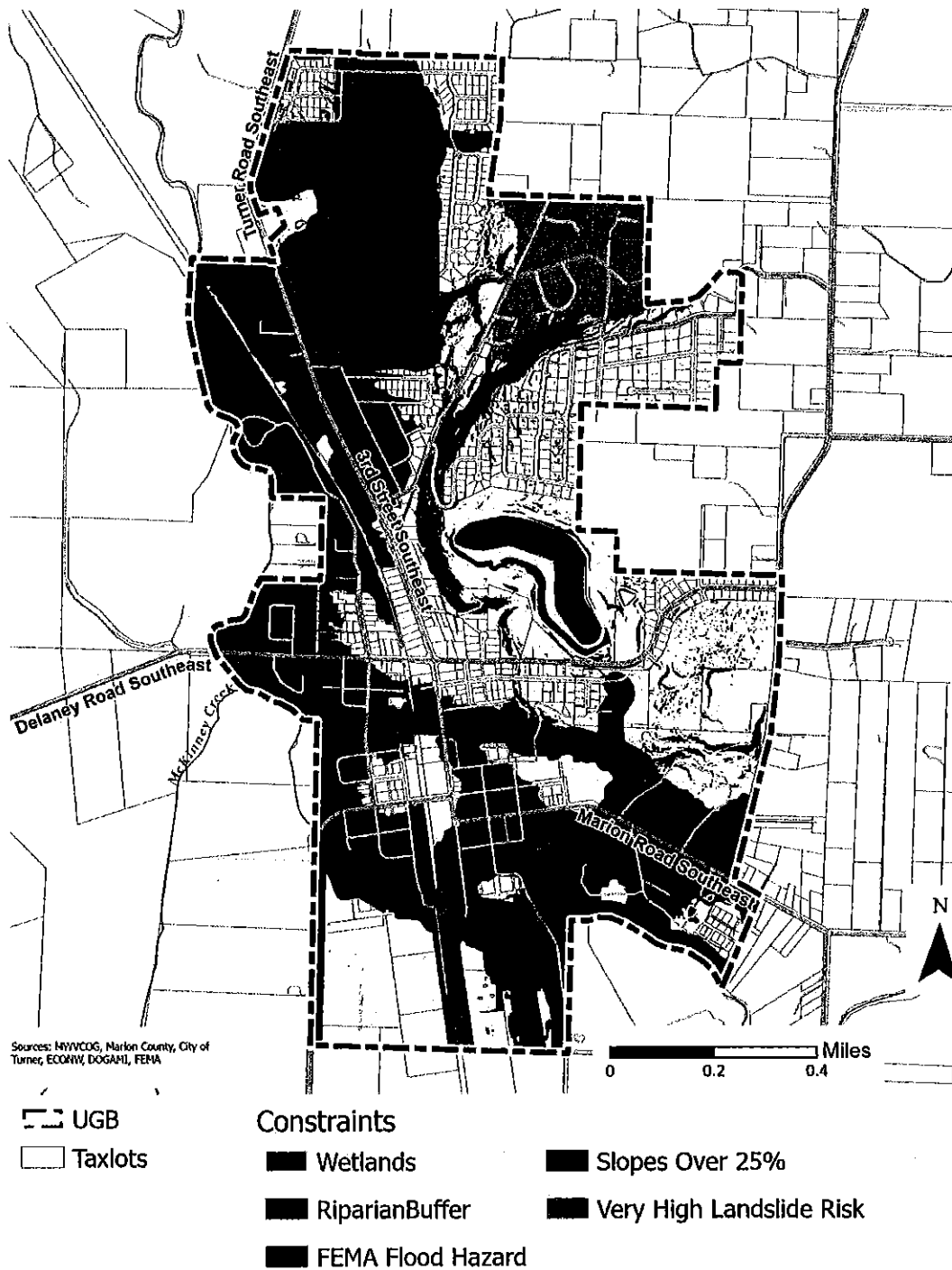
Exhibit 64. Constraints to Be Included in BLI

Constraint	Statutory/Regulatory Authority	Threshold
Regulated Wetlands	OAR 660-008-0005(2); Turner Land Use Development Code Section 4.220	
Riparian Corridors	OAR 660-008-0000(5)	
Floodways	OAR 660-008-0005(2)	Lands within FEMA FIRM identified floodway
100-Year Floodplain	OAR 660-008-0005(2)	Lands within FEMA FIRM 100-year floodplain
Steep Slopes	OAR 660-008-0005(2)	Slopes greater than 25%
Statewide Landslide Susceptibility	OAR 660-008-0005(2)	Very high susceptibility

We treated these areas as prohibitive constraints (unbuildable) as shown in Exhibit 65. All constraints were merged into a single constraint file, which was then used to identify the area of each tax lot that is constrained. These areas were deducted from lands that are identified as vacant or partially vacant.

Lack of access to water, sewer, power, road or other key infrastructure cannot be considered a prohibitive constraint unless it is an extreme condition. This is because tax lots that are currently unserved could potentially become serviced over the 20-year planning period.

Exhibit 65. Residential Development Constraints, Turner UGB, 2020



Step 4: Verifying

ECONorthwest used a multistep verification process. The first verification step involved a “rapid visual assessment” of land classifications using GIS and recent aerial photos. The rapid visual assessment involves reviewing classifications overlaid on recent aerial photographs to verify uses on the ground. ECONorthwest reviewed all tax lots included in the inventory using the rapid visual assessment methodology. The second round of verification involved City staff verifying the rapid visual assessment output. ECONorthwest amended the BLI based on City staff review and a discussion of the City’s comments.

Step 5: Tabulating and mapping

The results are presented in tabular and map format. We included a comprehensive plan map, the land base by classification, vacant and partially vacant lands by plan designation, and vacant and partially vacant lands by plan designation with constraints showing.

SECTION 9.300 POPULATION & ECONOMY

The primary **Statewide Planning Goals** (Goals) related to this Section of the Plan are **Goals 2 and 9**, although other Goals are also impacted by the Population and Economy element of the Plan.

Goal 2 reads, "To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions." Population trending and projections are a means of identifying potential land use needs for future growth and development.

Goal 9 reads, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Comprehensive Plans should contribute to a stable and healthful economy and should provide areas for suitable for increased growth and development of the areas economic base."

Section 9.300 contains background data on existing population and employment levels and projections of future population and employment trends. Population and economic data for Turner cannot be viewed in isolation. Turner is an integral part of the larger Salem and Marion County region. Population data and projections provide a basis for determining land use, housing, transportation and public facility needs. Projections of population and economic activities also indicate potential impacts on the environment resulting from population and economic growth.

~~The 1990 Census data provides the latest census statistical population and economic data. All 1990 Census data will be replaced with 2000 Census data when it is available. If the 2000 data causes changes to the assumptions and policies of the Plan, amendments to the Plan will be made in accordance with the amendment procedures of the Turner Land Use Code.~~

SECTION 9.310 POPULATION

A projection of population growth is an essential step in the comprehensive planning process. Projections serve as a tool in assessing future land use needs. Per OAR 660-032, Turner's population forecast is developed every four years, as part of the population forecast for Marion County, by the Portland State University Population Research Center.

The 2021-2041 Turner Housing Needs Analysis, Appendix 1 in the Turner Comprehensive Plan, presents the population forecast for the Turner urban growth boundary in Exhibit 20, which shows Turner's population growing from 2,459 in 2021 to 3,695 residents in 2041, an increase of 1,235 people.

~~Section 9.310 contains background data on existing population, trends and future population projections. A projection is an estimate based on assumed growth factors.~~

Therefore, the projected population for any target date may occur before or after the projected period based upon changes in local growth conditions.

The 1990 U.S. Census provides the last detailed profile of Turner's population. The 2000 Census is currently being compiled and will provide a more up-to-date population profile of the community. All 1990 Population Census data contained in the Turner Comprehensive Plan shall be replaced with 2000 Population Census data when it becomes available to the City.

Population Trends

Turner's population has been increasing at a rather slow pace. An average annual growth rate from 1960 is only 1.42%. This was due primarily to septic system limitations for many properties and a lack of housing for younger families. With the new municipal sewer system, growth has already begun to increase substantially. Beginning in year 2000, 82 housing lots in two subdivisions are under construction in addition to 10 single-family units and a 12 unit multi-family structure. If all of these go on the market in 2000/2001 an additional population of approximately 283 people could be added to Turner resulting in an 18% increase in one to two years.

It's interesting to note that the 1975 projected population forecast by the County for the year 2000 was 1710 compared to the actual number of 1345 at the beginning of year 2000, or about 78% of that projected. Past projections have tended to be optimistic.

Table 9.300 A also shows that Turner has had high growth periods, 1970 to 1980 being the last.

TABLE 9.300 A

TURNER POPULATION TRENDS

YEAR	POPULATION	% CHANGE
1878	70	---
1910	191	172.9%
1920	289	51.3%
1930	283	-2.1%
1940	414	46.3%
1950	610	47.3%
1960	770	26.2%
1970	846	9.9%
1980	1116	31.9%
1990	1281	14.8%
1999	1345	5.0%

Population Characteristics

The following population characteristics in Table 9.300 B are selected from the Turner 1990 Census.

TABLE 9.300 B

TURNER 1990 CENSUS POPULATION CHARACTERISTICS

Characteristic	Number	%
Persons	1281	
Sex		
Male	629	49
Female	652	51
Race		
White	1262	98.5
Hispanic	30	2.34
Black	2	0.16
American Indian	12	0.93
Asian	2	0.16
Other	3	0.23
Age		
Under 6	121	9.5
6-12	145	11.3
12-15	62	4.8
16-18	53	4.2
19-34	250	19.5
35-65	409	31.9
Over 65	241	18.8
Families	341	
Households	444	
Owner	309	70
Renter	135	30

There are certain primary conditions that influence a community's potential for growth:

..... Employment opportunities, either within the community or within easy commuting distance.

..... Availability of raw materials such as agriculture and timber resources.

..... Availability of a skilled labor force.

..... Transportation access.

..... Infrastructure facilities, particularly water and sewer.

..... Availability of buildable land for all needed uses.

..... Housing availability for a range of incomes and conditions.

..... Community facilities such as schools, parks, fire protection, police, health care and city services.

• ~~Public policy as defined in the comprehensive plan.~~

• ~~Livability and quality of life opportunities.~~

~~There are also several regional demographic trends that could affect Turner's development:~~

• ~~About 70% of population increase will come from net migration.~~

• ~~Household size is expected to continue declining.~~

• ~~Baby boomers in their 50s are about to reach the "empty nest" stage and these households have different needs than families.~~

• ~~The rate of formation of single-parent households is slowing as is the rate of formation of married couple families with children.~~

~~In all, Turner's potential for growth and development will depend on national and regional conditions as well as local factors, but most of all it will be the City's attitude, responsiveness and preparedness that will guide development.~~

Population Projections

~~In Oregon, there are state requirements for coordinated forecasts of population at the county level. This means that:~~

• ~~Counties must adopt state forecasts for the county or present compelling information for diverging from those forecasts and;~~

• ~~The combined local forecasts for incorporated and unincorporated areas in the County must be equal to a county's coordinated forecast.~~

~~Similar requirements do not exist for forecasting employment.~~

~~In Executive Order 97-22, signed December 16, 1997, Governor Kitzhaber directed key state agencies such as DLCD and ODOT to "use the population and employment forecasts developed or approved by the Department of Administrative Service's Office of Economic Analysis (OEA) in coordination with Oregon's 36 counties to plan and implement programs and activities." That means the OEA projections are the standard for the coordination of local population projections required by ORS 195.036.~~

There are, however, problems associated with forecasting small community growth. The following conditions are why forecasts for small cities are highly uncertain:

Projections for population in most cities and counties are not based on deterministic models of growth; they are simple projections of past growth rates into the future. They have no quantitative connection to the underlying factors that explain why and how much growth will occur.

Even if small cities had a sophisticated model that linked all these important variables together (which they do not), they would still face the problem of having to forecast the future of the variables that they are using to forecast population or employment growth. In the final analysis, all forecasting requires making assumptions about the future and conditions affecting those assumptions are subject to change.

Comparisons of past population projections to subsequent population counts have revealed that even much more sophisticated methods than the ones used in planning studies are often inaccurate for extended periods of time, even for relatively large populations. **The smaller the area and the longer the period of time covered, the more unreliable the results for any statistical method.**

Small cities start from a small base. A new subdivision of 100 homes inside the Portland UGB has an effect on total population that may be too small to measure. That same subdivision in Turner could increase the City's population by about 21%. If phased in over three years, for example, the City's average annual growth rate during that period would be over 7%.

Small cities can have rapid growth for many reasons including:

1. The availability of urban services particularly water and sewer.
2. The introduction of a major employer.
3. Because they are near to metropolitan service areas (like Salem).
4. Because they have high quality of life values for homesteads, retirement and proximity to recreational activity areas.

There is ample evidence of very high growth rates in the short-term and there are also some cases of high growth rates sustained over many years for small communities like Turner.

Although not necessarily accurate, forecasts of population and employment do drive everything else in the planning process. Population and employment growth means

~~more households; more households need more houses; more households also need more services; and housing and services both require more buildable land.~~

~~The forecasts contained in **Table 9.300 C** rely on the coordinated forecasts prepared by Marion County and the Office of Economic Analysis that allocated population growth to cities. Although constrained by these forecasts, they do provide the most logical place from which to begin an examination of alternative futures for Turner.~~

TABLE 9.300 C
PROJECTED POPULATION GROWTH
(2000-2020)

YEAR	POPULATION	CHANGE
1990	1281	
2000	1345	5.0%
2005	1549	15.2%
2010	1765	13.9%
2015	2056	16.5%
2020	2363	14.9%

~~The population projections in **Table 9.300 C** are based on an approximate annual growth rate of 2.4%. Compared to past trends this is an optimistic projection but with an operational municipal sewer system the City could expect even higher rates of growth particularly in the short-term.~~

~~The municipal water and sewer master plans have projected a service population of 3,500-3,700 people and have estimated that an annual rate of 5% could be expected.~~

~~The first 1979 Turner Comprehensive Plan estimated a population projection for the twenty year planning period of 3,500 people by the year 2000. This was based on an assumption that a municipal sewer system would operational. An Urban Growth Boundary containing approximately 1,353 gross acres based upon this population estimate was adopted by the City, but since the sewer measure election failed, an alternative UGB was negotiated between the City, the County and DLCD. The New UGB was determined by a projected population's reliance on on-site septic sewage treatment. That projection was 1710 by the year 2000.~~

~~The City's original UGB in 1979 was reduced in size to approximately 815 gross acres and an Urban Growth Notification Area (UGNA) of approximately 439 gross acres was established between the original UGB proposal and the revised UGB. This area has~~

~~been considered an Urban Reserve Area available to the City when inclusion in the City's UGB could be justified. The primary basis for justification for an increase in the UGB was the implementation of a municipal sewer system.~~

SECTION 9.320 ECONOMY

This Section provides an outline of the City's economy and presents policies to guide its future economic development. It is clear that Turner's potential for economic development has long been impacted by the City's close proximity to Salem.

Included in the element is a discussion of the various sectors of Turner's economy, along with an analysis of the City's economic base.

Oregon's economy is expected to follow a pattern of modest growth. The long-term population forecast by Oregon's Office of Economic Analysis predicts steady population growth at an annual average rate of 1.1% between 1995 and 2040. At this rate of growth, Oregon is expected to add one million people by 2015 and another million by 2040, growing from 3.1 million in 1995 to 5.2 million in 2040. Over 70% of this population growth, 1.7 million people, is expected to come from net migration into Oregon.

The Bureau of Economic Analysis projects per capita income in Oregon will increase from \$20,500 in 1993 to \$26,200 in 2015. Per capita income in the United States is projected to increase at the same rate as in Oregon, so the state's per capita income is expected to remain at 94% of the U.S. average.

Employment growth in Oregon is expected to be led by growth in the Services and Retail Trade sectors, which are expected to account for 60% of the 309,200 additional workers over the 1996–2006 period. According to a forecast of growth by industry from the Oregon Employment Department, five of the leading growth industries are in the Services sector, including the relatively high-wage Business Services, Health Services, and Engineering & Management Services industries.

The Manufacturing sector is projected to contribute 10% of Oregon's employment growth over the 1996–2006 period. Leading manufacturing industries, in terms of employment growth, are Electronic & Electrical Equipment (12,300), Transportation Equipment (6,000), Machinery (5,700), Instruments & Related Products (3,300), and Printing & Publishing (2,200).

The only industries in Oregon that are expected to decline in the 1996–2006 period are in the Manufacturing sector: Lumber & Wood Products (-3,300), Textile Mill Products (-200), and Apparel & Leather Products (-100). Paper & Allied Products is not expected to have any employment growth or decline over the forecast period.

Turner's economic growth is tied to national and state trends and to its proximity to Salem. Given this, local economic growth can be greatly assisted by a strategy that

recognizes the area's potential and by providing those basic facilities and services that would attract compatible employers to Turner.

SECTION 9.321 OCCUPATIONS & INCOMES

Oregon's per capita income in 1970 was \$14,548 and in 1996 it was \$23,111. A 59% increase over 26 years. Marion County's average payroll per employee in 1994 was \$ 22,698.01.

Income data for Turner households is contained in the **1990 Census** data as follows:

1990 Population was 1281
2000 Population was 1345

1990 Population:	1281
Below Poverty Level:	163
Per Capita Income:	\$ 10,544
Percent below Poverty Level:	12.7%

Households:	450
Median Household Income:	\$ 24,655
Households with Earnings	332
Households with no Earnings	118
Households with Public Assistance	31
Households with Social Security Income	156

Families:	353
Below Poverty Level:	30
Median Family Income:	\$ 28,523
Percent below Poverty Level:	8.5%

Unemployment

City of Turner **1990 Census** Unemployment was 41 people out of 533 in the labor force, for an unemployment rate of 7.70 percent. There was also 203 Unemployment Insurance Recipients in **1997**.

1990 Unemployment in Turner was 7.70%
1990 Unemployment in Marion County was 6.30%
1990 Unemployment in Oregon was 5.5%
2000 Unemployment in Oregon was 5.0%

Historically, the unemployment rate in Marion County has tended to be higher than the State and National average and Turner's unemployment generally exceeds that of

Marion County. Unemployment has continued to decrease with an improved economy, but will likely increase with an expected downturn in the economy.

Work Place Location

The 1990 Census found that only 86 workers or 18% worked in Turner and 395 commuted outside of the City. 439 worked in Marion County while 42 worked outside of Marion County.

Commuting Patterns

Most of the people who live in Turner work elsewhere. Primary transportation was by vehicle. 376 drove alone and 48 carpooled. 0 bicycled, 25 walked and 29 worked at home.

SECTION 9.322 ECONOMIC SECTORS

Sectors are groups of related industries, as defined by the Standard Industrial Classification (SIC) system. These are the same categories utilized by the Oregon Employment Department.

Table 9.300 D identifies the **1990 Census** work force by Employment Sector for Turner Residents.

TABLE 9.300 D
EMPLOYMENT SECTORS for TURNER WORKERS

Employment Sectors	Turner Employees
Agriculture, Forestry, Fisheries	8
Mining	7
Construction	34
Manufacturing	79
Transportation	17
Communications & Public Utilities	7
Wholesale Trade	24
Retail Trade	81
Finance, Insurance, Real Estate	35
Business & Repair Services	12
Personal Services	4
Recreation & Entertainment Services	8
Professional & Related Services	
Health Services	35
Education Services	37
Other Professional Services	54
Public Administration	50
Totals	492

Source: 1990 US Census

The highest number of Turner employees worked in the Retail Trade Sector, 81 employees. Manufacturing jobs were the second highest at 79 employees.

The following Sectors and businesses are located within the Turner Urban Growth Notification Area (UGNA):

Agriculture & Forestry Sector

The Turner area has substantial agricultural and timber resources. Although located outside of the Turner UGNA, they make a significant contribute to the local economy. The valley areas contain a substantial number of farms that rely on local service centers such as Turner and the hillsides have timber resources that provide the raw materials for two of Turner's primary industrial employers.

The only agricultural parcels within the UGNA are located south of Gaston Street. This area is zoned industrial and reserved for industrial development.

Mining Sector

It is readily apparent that Turner is located in an area with substantial aggregate resources. Three aggregate extraction mining operation are located immediately adjacent to the developing areas of the City. River Bend Sand & Gravel is located within the Turner City Limits on north end of town on 170 acres. Walling Sand & Gravel is located just west of River Bend across Turner Road in Marion County. Turner Gravel is located on the west edge of the City off of Delaney Road and adjacent to Mill Creek. Another aggregate mining operation is proposed south of town that could substantially impact traffic conditions within Turner.

Potential traffic impacts on the City of Turner from mining operations south of town is a major concern and could affect the City's efforts for downtown renewal and residential livability.

Construction Sector

There are seven construction related contracting businesses located in Turner. Although located in Turner these businesses provide services throughout the area.

Manufacturing Sector

Turner has five industrial manufactures in the Manufacturing Sector, two are in the Wood Products sub-sector.

Five primary manufacturers is a good representation for a City the size of Turner. The City also has a good potential for additional industrial development. Not only does the City offer ample land with railroad access and close proximity to Interstate 5, but it is also in the rather unique position of being in close proximity to Salem with lower land prices.

Citizens of Turner have expressed a preference for light or limited industries that have few if any external impacts or emissions. They also prefer a diversity of industrial developments that lessens the potential for single industry economic slumps.

Transportation Sector

The Transportation Sector includes all forms of transport, warehousing, pipelines, natural gas, electricity, communications an sanitary services. There is only one Turner business in this sector.

Retail Sector

Turner's Retail Sector has long been impacted by its close proximity and easy access to larger retail centers in Salem and Stayton. The retail sector is defined as all establishments that are engaged in the selling of merchandise for personal or household consumption, and those activities that are incidental to the sale of goods. Turner has 9 retail establishments.

Citizens of Turner have expressed a strong desire for additional retail outlets, especially in the area of needed consumer goods for area residents.

Conspicuously missing are retail outlets for general merchandise, drugs, apparel and hardware.

Service Sector

The Service Sector includes those services rendered to individuals or businesses requiring some degree of specialization, such as personal service, religious, legal, financial and auto repair. There are 11 Service Sector businesses and services in Turner including 4 churches.

Turner Retirement Homes is the largest employer in this sector providing retirement housing services to a significant portion of Turner's population. Historically, Turner has also had a significant religious representation in this Sector and it remains strong today. Interestingly the religious facilities are all located in close proximity just east of Mill Creek adjacent to Marion Road.

Conspicuously missing in this Sector are banks, real estate, insurance, and specialized professional offices. This is probably because of Turner's close proximity to Salem. With an increased population Turner can expect these services to be added to the community.

Public Sector

The Public Sector is essentially another specialized service sector that is in the public realm. Public Sector services include:

- Turner City Hall & Police
- Turner City Park & Playground
- Turner Rural Fire Protection District 19
- Turner Post Office
- Turner Elementary School
- Cascade School Alternative Education Offices

Adequate community facilities and services are essential to a viable community and a necessary component of a successful economic improvement program. In general, Turner is well endowed with public support services for a community of 1,345 people although the City Hall and Police Department facilities are no longer adequate. A needed new facility is in the early planning stages.

Turner Elementary School is the largest employer in this Sector with approximately 26 employees.

SECTION 9.323 LOCAL ECONOMIC FACTORS

Commercial Opportunities

There are two distinct commercial areas in Turner. The generally recognized downtown is bounded by Third Street to the west, Elgin Street to the south, First Street to the east, and Boise Street to the north. This central downtown area has several office buildings, a grocery market, a restaurant/lounge, a gas station and several retail and services businesses. In addition, this area contains the administrative offices for Turner Retirement Homes and the Turner Grade School.

Commercial businesses in this area have declined over the years but it has great potential for growth and should be supported and reinforced as the City Center. The City and local businesses should work together to make Turner's Central Business District a more attractive commercial area. Items such as well-placed and attractive signing, planters, landscaping, public benches, storefront facades and pedestrian walkways and lighting together with a central parking lot could provide incentives for redevelopment and contribute to a successful commercial center.

The other commercial area is located along Third Street north of Mill Creek. This strip commercial area contains primarily heavier commercial uses such as Construction Sector contractors and support shops, automotive shops and towing companies, in addition to a few small retail and service businesses. This area also contains the Post Office and City Hall.

This area is primarily a residential area that is transitioning to a commercial area. This has produced a fragmented multi-use appearance. However, differences in commercial functions and the physical layout of the town has made it convenient to separate the two areas. The segregation of "light" and "heavy" commercial uses can create an efficient differential of land use by providing space along the primary transportation corridor for heavy commercial business that need direct accessibility while reserving the Central Business District for businesses that desire to cluster in close proximity to each other supporting a pedestrian shopping center.

Turner has more commercially zoned land than is presently needed for commercial use. This has caused substantial fragmentation that gives the appearance of a lack of vitality and emptiness. A city of Turner's size would ordinarily have only one commercial area. Communities even smaller than Turner that were able to maintain their limited commercial resource in a centralized area have maintained a sense of community and vitality.

Industrial Opportunities

Turner has three distinct industrial areas. The first area is located between Third Street and the railroad at the north end of the City. It abuts the Third Street commercial zone. This area contains Pick a Part, Tree Line Transportation and Action Wood Products. The area has achieved near maximum development although additional businesses could locate here with some consolidation.

The second industrial area is located south of Mill Creek between Third and Fourth Streets on both sides of the railroad and extends south to Gaston Street. This area contains Caliber Forest Products, Penetrations-Concrete Cutting, Salem Seal Coatings and Far Better Technologies. The area is centrally located in the heart of the City and has space for additional development.

The third area is located south of Gaston Street and is presently vacant agricultural fields. This is the City's primary industrial reserve for future industrial development. It is generally flat with good access and is bisected by the railroad. It has few limitations except for potential flooding and wetlands in the extreme easterly section.

Bedroom Community

It has been expressed that Turner is a bedroom community to Salem. This attitude is also expressed in the 1979 Comp Plan. A Classic bedroom community would have few if any industries and less commercial businesses than would normally be present for a given population.

Turner has a number of primary industries, services and retail outlets that exceed most "bedroom communities". The proximity to Salem is certainly an important factor in Turner's development, one that may have more benefits than liabilities. It seems unproductive to continue this "bedroom" speculation. Turner has many advantages that will be attractive to people, industries and businesses. As the City's population increases, it will be capable of supporting the services that are now desired. The key issue is how this growth and development is managed.

Public Financing

Public services must be paid for like any other service. Willingness to pay for these services is a reflection of the needs and desire for these public services by a community. Some city services are paid for by specific service fees like water and sewer and various administrative fees like building permits, land use processing fees and system development charges.

Table 9.300 E provides the City's assessed valuation (AV), as well as other data relative to property taxes for the community. Today's tax assessments have become quite complicated due to new tax laws. Measure 5 Value (M5V) is the Real Market Value (RMV) adjusted for special assessments. Assessed Value (AV) is the lessor of M5V and the Measure 50 Maximum Assessed Value (MAV). Taxable Value is Assessed Value less Veteran's Exemption.

Small cities have smaller budgets and must therefore be more efficient. Operating budgets are generally limited and cities must make choices. It is the choices that a city

makes that reflects on their collective values. In other words, its what we're willing to pay for.

The City Charter complies with State guidelines for bonded indebtedness. To date the only bonded indebtedness is a 40-year Sewer System Revenue Bond in the amount of \$5,702,400.

The history of valuation and taxes for Turner and is a good indication that Turner residents value their services and desire to have a viable and prosperous community.

TABLE 9.300 E
CITY VALUATION, TAX RATES AND TAXES FY 1999/2000

Population	1345	
Assessed Value (AV)	\$ 45,185,247	
Per Capita (AV)	\$ 33,974	
City Tax	\$ 158,672	
Consolidated Tax	\$ 556,095	
Per Capita Tax		
City	\$ 11,930	
Consolidated	\$ 41,812	
Taxing Agencies	Rate	% Property Tax
County	3.0166	21.4%
City	3.5116	24.9%
School	5.7215	40.5%
Fire	1.7982	12.7%
Regional Library	0.081	0.5%
Total	14.1289	100.0%

Infrastructure

The infrastructure of a community can be defined as those public facilities and services that contribute to the basic structure of the community, such as water and sewer systems, roads, police and community services. It is apparent that community growth and development is dependent upon the availability of these facilities.

Facilities in Turner having the most apparent impact upon the City's economy are its municipal water and sewer system, transportation system, public facilities and services, such as fire, police, schools, parks and municipal government.

Delaney Road's access to Interstate 5, Third Street, the Union Pacific Railroad, and the City's proximity to Salem and McNary Airport all contribute to Turner's locational assets for economic development.

Improvements to the water system and construction of the municipal sewer system are substantial assets to economic development.

Local Actions for Growth and Development

While activities like business recruitment and marketing strategies can produce some results, this can be an expense that has limited success, particularly for small communities. It would be better to let the experts address this aspect. Turner should maintain contact with the Oregon Department of Economic Development and the Marion County Community Development Department for business recruitment.

Statistics indicate that the majority of new jobs are created locally. Support of local businesses is an attraction feature for new potential employers. Besides specific development incentives, the most useful and inexpensive actions a community can take is preparedness.

A factor that may influence more economic growth in Turner is the attractiveness of a Turner location for Salem businesses. Turner's locational costs are less than Salem's and they are centrally located to the southeast population area with direct access to Salem.

Land availability, support facilities, administrative assistance, attractive housing areas and most of all, a positive helpful community attitude. Community preparedness and a positive attitude begins with the City's adopted goals and policies.

SECTION 9.390 POPULATION & ECONOMY GOALS & POLICIES**GOALS & OBJECTIVES**

1. To encourage a balance between population growth projections and the availability of land to support that growth.
2. To encourage a diversified economic base for the area which broadens and improves long-term employment opportunities.
3. To provide support for existing business activities while encouraging new business locations to support community needs.

POLICIES & RECOMMENDATIONS**General**

1. The City shall strive for continual and substantial progress toward improving the quality of life for area residents including livability and economic prosperity.
2. All 1990 ~~Population and Economic~~ Census data contained in the Turner Comprehensive Plan shall be replaced with 2000 ~~Population and Economic~~ Census data when it becomes available to the City.

Population

1. The City accepts the population forecast of population in the Turner urban growth boundary growing from 2,459 in 2021 to 3,695 residents in 2041, an increase of 1,235 people by the Portland State University Population Research Center. ~~projection of approximately 2363 persons for the year 2020 authorized by Marion County and the Oregon Office of Economic Analysis until development trends indicate the need for an update. Master planning for water and wastewater treatment facilities has projected a possible population of 3,500 persons for the year 2020.~~
2. The City shall track population growth on an annual basis to determine if growth projections remain valid. If growth exceeds projections over a five-year period, a reexamination of urban growth needs may be initiated to determine if there is a need to expand the Urban Growth Boundary.

Economy

1. The City shall encourage economic activities that place a minimal burden on City resources.
2. The City shall maintain a cooperative association with local employers to assist with their problems, needs and desires.

3. The City shall continue to actively encourage industrial and business developments that can help improve the economy of the Turner area.
4. The City shall encourage commercial and industrial developments that are compatible with maintaining the area's environmental resources and the livability of the community.
5. The City shall encourage service commercial businesses that support the needs of Turner residents, the people working in Turner and the needs of the Turner area.
6. The City recognizes the downtown central business district as the dominant commercial area in Turner and shall encourage new retail, office and service commercial developments to locate there.
7. Industrial sites designated in the Turner Comprehensive Plan shall be reserved for future industrial development with agriculture as the only interim permitted use.
8. The City shall cooperate with industrial and commercial developments to assist in providing a level of urban services appropriate to their needs.
9. Future industrial and commercial developments shall utilize available urban services to prevent pollution or other health hazards from occurring.
10. The City shall provide and maintain an adequate supply of land for commercial and industrial uses.
11. The City shall maintain liaison with the Oregon Department of Economic Development to assist in attracting developments that will improve employment opportunities for the area.
12. The City of Turner shall work cooperatively with the City of Salem and Marion County to ensure a continually improved economy for the Turner area.

SECTION 9.400 HOUSING

Local housing policies must comply with the requirements of **Statewide Planning Goal 10** which reads: "To provide for the housing needs of the citizens of the state".

Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of needed housing types in price and rent ranges commensurate with the financial capabilities of its households.

The 2021-2041 Turner Housing Needs Analysis, Appendix 1 in the Turner Comprehensive Plan, presents information about existing housing, housing trends, forecast of new housing need, and the buildable lands inventory for residential lands.

~~The Housing Section of the Turner Comprehensive Plan presents an inventory of existing housing, housing trends, housing demand, housing need and buildable land needs. Comparisons with conditions in 1980 are presented representing the last 20 year planning period. Although these comparisons are somewhat informative, they are of little value in assessing Turner's present trends and conditions. A new municipal sewer system and water system improvements have accelerated the City's growth potential.~~

~~The housing counts and data may vary somewhat depending upon where the data was obtained and will be noted as to source.~~

- ~~• The 1990 Census data provides the latest census statistical housing data. All 1990 Census data will be replaced with 2000 Census data when it is available. If the 2000 data causes changes to the assumptions and policies of the Plan, amendments to the Plan will be made in accordance with the amendment procedures of the Land Use Code.~~
- ~~• The 1999 and 1980 housing count was compiled from local community surveys and compares housing type changes and is used to project housing type balances to year 2020.~~
- ~~• The Oregon Housing and Community Services Department (HCS) has prepared a housing needs analysis methodology for 1999 utilizing data from the Bureau of Labor Statistics Consumer Expenditure Survey and from Claritas, Inc. that provides income and housing needs for renters and owners.~~

SECTION 9.410 EXISTING HOUSING

~~The 1990 Census indicates a total of 461 housing units within the Turner City Limits and a 1999 Community Survey produced a count of 497 housing units. The Survey also identified 65 dwelling units within the Turner Urban Growth Notification Area (UGNA).~~

TABLE 9.400-A
Existing Housing Units

July 1999

By Type	By Unit	By Building	In -100 yr Flood Plain
Single-family	346	346	29
Manufactured Home	41	41	11
Duplexes	46	23	5
Four-plexes	44	11	
Five-plexes	20	4	4
Totals	497 Dwelling Units	425 Buildings	49 Buildings

Source: 1999 Community Survey

Housing Units By Type

Table 9.400 B summarizes the number of housing for each type and their percentage of the total housing in the community.

TABLE 9.400-B
20 Year Housing Type
1980-1999

Year	Population	Housing Units	Single-family Homes		Multi-family Homes		Manufacture Homes	
			No.	%	No.	%	No.	%
1980 ¹	1116	397	330	83.1%	42	10.6%	25	6.3%
1990 ²	1281	461						
1999 ³	1345	497	346	69.6%	110	22.1%	41	8.3%

Sources: ¹ April 1, 1980 Survey to coincide with 1980 U.S. Census.² The 1990 Census does not enumerate housing type.³ From the 1999 Community Survey.**Single-family Homes**

The primary housing type in Turner is the single-family house. There are 346 single-family units out of a total housing count of 497, or approximately 70% of Turners total housing. Recognizing that the cost of construction of single-family homes is beyond the means of an increasing number of families, the City has made allowance for more moderately cost housing by permitting manufactured homes on individual lots.

Manufactured Homes

Turner has a relatively low percentage of manufactured homes, 41 units for approximately 8 percent of Turner's total housing. There are no manufactured home parks within the City or the UGNA.

New manufactured homes are constructed to similar standards as site constructed homes and their appearance is generally indistinguishable from most single-family homes. Turner has adopted implementing standards in the Turner Code for manufactured home placement on individual lots within the community and manufactured home parks are permitted as a conditional use in the R-11 Multi-family District. Manufactured home parks and manufactured home subdivisions may be permitted in any residential district if approved under the Planned Development procedures of the Turner Code.

Multi-Family Housing

There are 64 multi-family housing units (59%) and 44 duplex units (41%) for a total of 110 housing units or approximately 22 percent Turner's total housing units. While duplex units are sometimes considered as single-family structures, they are included herein with multi-family units since they are usually rental properties like other multi-family units.

The majority of the non-duplex multi-family units are owned by Turner Retirement Homes. There are only 3 four-plex structures not owned by Turner Retirement Homes that are available to the general public. An additional 12 units were approved by the City in 1999 for a site located on Third Street. Multi-family housing is the primary affordable housing opportunity for young families and the elderly in Turner.

The R-11 Multi-family Residential District permits densities of 15 units per acre and permits higher densities with a Conditional Use Permit.

Turner Retirement Homes

Turner Retirement Homes administers 130 dwelling units in the City of Turner. This accounts for 26% of the housing in Turner. There are approximately 90 Life-estate units and 42 Care Center units. Turner Retirement Homes provides valuable housing assistance for senior citizens and retirees for approximately 83 singles and 43 couples although this will vary. Housing units are in dispersed locations on the east side of town and are well integrated into Turner neighborhoods.

Turner Retirement Homes has units on 56 lots with 6 lots vacant on 25.51 acres in the R-11 District. They have 1 lot with a four-plex on .23 acres in the R-1 District. They also own 43.32 acres of vacant buildable land in the R-1 District at the end of Cedar Street for future development needs.

Planned Developments

Planned Developments are permitted in the Turner Code that encourage the application of new techniques to achieve efficiencies in land development while providing enhanced and economical living environments. In January 2000 the City approved the first planned development containing 64 single-family lots with a minimum size of 6,000 sq. ft., 4 duplexes, a commercial lot, together with a park and open space on 15 acres.

Housing Condition, Value & Tenure

Housing conditions in Turner are generally good. The 1999 Community Survey found less than 5 percent of the housing to be in only "fair" or "poor" condition. Housing in Turner is mostly moderate income housing in sound condition. Newer housing ranges from moderate to upper-middle income housing and is mostly in good condition.

The median year for housing age is 1970. Therefore half of Turner's housing is less than 30 years old. Only 14.3% of Turner's housing was built prior to 1940.

The 1990 Census specifies the total number of housing units in Turner at 461. Of this total 444 were occupied and 17 vacant for a total vacancy rate of 3.7%. Only 2 houses were vacant for sale and only 4 units were vacant for rent. This clearly indicates that housing availability was exceptionally low in Turner in 1990.

Owner Units

Of the 444 occupied housing units in 1990, 309, or approximately 70%, were owner occupied.

The median 1990 value for owner-occupied housing was \$ 52,400 with the lower value quartile at \$ 35,800 and the upper value quartile at \$ 74,700. There were no housing units exceeding \$ 200,000. The largest number of houses, 47 or 9.5%, were priced between \$ 60,000 and \$ 79,999.

Rental Units

Of the 444 occupied housing units in 1990, 135, or 30% were renter occupied.

The median 1990 contract rent was \$ 376 with the lower rent quartile at \$ 249 and upper rent quartile at \$ 499.

The Oregon Housing and Community Services Department (HCS) has prepared a housing needs analysis methodology utilizing data from the Bureau of Labor Statistics-Consumer Expenditure Survey 1999 and from Claritas, Inc. **Table 9.400 C** summarizes their findings for 1999 conditions in Turner:

TABLE 9.400 C
1999 Population & Housing Status

Population	Persons in Group Quarters	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner Occupied Units	Rental Units	% Owner Occupied	% Rental Occupied
1,345	45	2.72	497	477	20	289	188	60.6%	39.4%

Source: Oregon Housing and Community Services Department

Housing Costs

Housing became less affordable in the 1990's. Housing costs grew at rates nearly double incomes. The increasing cost of housing is beyond the means of many households without some form of assistance. A recognized standard of maximum shelter costs is 30 percent of household income. In Oregon, 37.2% of renters and 22.5% of owners pay more than 30% of their household income for housing.

Without financial assistance, many elderly and low income families are forced to accept inadequate housing. For these households, the cost of either maintaining a home or finding rental shelter at a cost of less than 30 percent of their net income becomes very difficult. The cost of purchasing a new home on a moderate income is unattainable for many families.

More and more people are being forced out of the housing market due to increased inflationary costs. Land costs and municipal services have risen sharply in recent years and building costs have increased at the rate of one percent a month.

A single family home is increasingly beyond the means of many households. Nationally, the result has been a rise in the number of apartments, duplexes, and manufactured homes.

Housing costs and rent levels in Turner are modest compared to many areas of the state, but a substantial increase can be expected. The City will continue to seek means of reducing housing costs within the City. However, it must be recognized that municipal water and sewer and other public facilities and services will contribute to higher housing costs. Reduced lot sizes, efficient planning and inexpensive construction alternatives can be utilized to maintain housing within affordable limits.

Table 9.400 D indicates a demand for 188 rental units in Turner. The rental market is comprised of multi-family housing units that include apartments and duplexes and single-family housing. There are 110 multi-family units in Turner that are assumed to be rental units. Nationally one-third of the single-family housing are rental units. According to the 1990 Census 135 households were renters in Turner constituting 30% of all households. Based on the national average and the 1990 Census for Turner, approximately 30% of single-family housing in Turner were rental units resulting in an excess of 38 rental housing units over the projected need.

TABLE 9.400-D
1999 Rental Housing Supply & Demand

% Single-family Rental	Single-family Rentals	Existing Multi-family Units	Total Existing Rentals	Rental Units Needed	Existing Need
30%	116	110	226	188	-38

Source: Oregon Housing and Community Services Department

Table E shows the estimated need for owner and renter occupied housing by age group. Younger households under 45 years old are more likely to live in rentals while

those over 45 years old are estimated to be home owners. In Turner 194 households were under 45 years of age while 283 households were over 45 years of age.

TABLE 9.400 E
1999 Age Group Housing Demand

Age Group	Total Households	Owner Occupied	Rental Occupied	% Owner Occupied	% Rental Occupied
<25	23	3	20	9.1%	90.9%
25 to 45	167	74	97	44.3%	58.1%
45 to 65	178	128	46	71.9%	25.8%
65>	109	84	25	77.1%	22.9%
Total	477	289	188	60.6%	39.4%

Source: Oregon Housing and Community Services Department

Tables 9.400 F presents the needed housing by income levels for 1999. Demand for owner-occupied housing increases with income. The table shows 70% of households earning over \$40,000 annually own their own homes. Its also noteworthy that 48% of those earning less than \$20,000 annually also own their homes. This may be due to older households that have built considerable home equity over time.

TABLE 9.400 F
1999 Income Based Housing Demand

Household Income	Total Households	Owner Occupied	Renter Occupied	% Owner Occupied	% Renter Occupied
<\$20,000	156	75	81	48.1%	51.9%
\$20 to \$40,000	116	69	47	59.5%	40.5%
\$40 to \$75,000	175	124	51	70.9%	29.1%
\$75,000>	30	21	9	70.0%	30.0%
Total	477	289	188	60.6%	39.4%

Source: Oregon Housing and Community Services Department

The needed ownership of **Table 9.400 F** indicates an overall need for 289 owner-occupied units. The **1990 Census** indicated that there were 309 owner-occupied units in Turner with a median value of \$ 52,400 and a lower value quartile of \$ 35,800 and upper value quartile at \$ 74,700.

Affordable Housing

The State of Oregon has declared a Statewide Goal that all communities have the responsibility of providing an adequate number of household units at price ranges and rent levels commensurate with the financial capabilities of Oregon households.

Affordable housing is defined by a cost burden of no more than 30% of household income. Affordable housing means it would take at least \$ 20,000 yearly income to purchase a home with a Mortgage of \$ 70,000 or pay \$ 500 a month in rent. Or it would take \$ 32,000 yearly income to purchase a home with a Mortgage of \$ 120,000 or pay \$800 a month in rent.

Small communities like Turner are limited in their ability affect the housing market. It is clear that the most a community can do is not to place undo burdens on the availability of land and the cost of municipal services. Maintaining administrative costs for land use decisions within reasonable limits and provision of timely decisions can also encourage developers to choose a Turner location.

As stated earlier, housing authorities are more likely to address housing needs for special classes of individuals like low-income, those with disabilities or other special needs. Small cities have a more difficult time specifically addressing these special housing needs; especially when one considers that determining the socioeconomic needs and distribution for an expanding population is a highly speculative task at best.

Among the means at a City's disposal are Code provisions for smaller lots, the provision of multi-family zones in the community, as well as areas for manufactured home parks. It is also important that a community preserve and maintain its existing housing stock for the purposes of conserving natural resources used in home construction and for providing lower priced housing to residents of the community.

The City recognizes their existing housing stock as an extremely valuable resource. Therefore, the City has adopted policies pertaining to the rehabilitation of existing housing and the maintenance of a wide range of housing prices in Turner. Unfortunately, property assessment laws discourage a homeowner from making improvements to the home. By automatically raising the assessed valuation of a house after repair, these tax laws provide a disincentive to home repair.

Table 9.400 G shows demand for owner-occupied housing in various price ranges and represents the upper limits for affordable housing for that group. The cost figure represents the value of a mortgage, not the actual price paid for a home, as evidenced by the high demand for housing costs of less than \$60,000. Affordable housing is defined by a cost burden of no more than 30% of household income.

TABLE 9.400 G
1999 Owner-Occupied Housing Need by Cost

Housing Cost	Housing Units	%Owner Occupied Units
<\$60,000	79	26.2%
\$50 to \$90,000	38	12.6%
\$75 to \$120,000	39	13.0%
\$100 to \$150,000	77	25.6%
\$125 to \$225,000	49	16.3%
\$187,000>	19	6.3%
Total	301	100.0%

Source: Oregon Housing and Community Services Department

The overlapping price ranges reflect the variability of loan interest rates that can shift the purchasing ability of households to different price ranges.

Table 9.400 H shows the demand for rental housing is greatest for units that cost less than \$430 per month. The demand is approximately 60% for rental housing costing less than \$665. Average monthly rentals in the Salem area is less than \$665.

TABLE 9.400 H
1999 Rental Housing Need by Cost

Monthly Rent	Housing Units	%Rental Occupied Units
<\$430	85	43.4%
\$430 to \$665	31	15.8%
\$665 to \$910	28	14.3%
\$910 to \$1,150	41	20.9%
\$1,150>	11	5.6%
		0.0%
Total	196	100.0%

Source: Oregon Housing and Community Services Department

Assisted Housing

The 1990 Census identified 31 households or 7% of Turner's households with some form of public assistance.

There are a number of public and private housing assistance organizations that can help provide affordable housing in Turner. This assistance includes new home purchase, rent supplements, low interest loans and grants for rehabilitation as well as other programs.

The two most prominent public assistance programs is provided by The Marion County Housing Authority through the HUD Section 8 voucher program and Rural Development (FmHA).

The Marion County Housing Authority currently has 24 households in Turner receiving rental assistance under the Section 8 program compared to 14 households in 1980.

Currently in Turner, the US Rural Development(FmHA) has 11 outstanding loans for home purchase (low-interest loans through the 502 program) and one grant for home rehabilitation under the 504 program.

The City recognizes its responsibility to accommodate assisted housing in Turner. There is a strong preference for programs that assist households in obtaining housing already available in the community as opposed to targeted housing developments that concentrate assisted housing in one area or in single developments.

The Federal Fair Housing Act of 1988 protects the right to freely choose a place to live without discrimination.

Qualified citizens of Turner should be aware of available assistance programs, and should participate in them if they choose. The City can be a source of information concerning housing availability in general should assist those seeking information on housing assistance.

SECTION 9.420 HOUSING TRENDS

As noted in Section 3 Population & Economy, population growth in Turner has been less than 0.7% per year since 1980 and has resulted in a population increase of only 214 people and 96 housing units. This previous 20 year trend period is summarized in Table 9.400-I.

**TABLE 9.400-I
Housing Trends 1980-1999**

Period	Population Increase	Total Units	Housing Units					
			Single-family		Multi-family		Manufactured	
			No.	%	No.	%	No.	%
1980-1999	214	96	14	14.6%	66	68.8%	16	16.6%

Source: 1980 and 1999 Community Survey

The last 20 year housing trend provides little information that is helpful in projecting future needs. The new municipal sewer system has substantially increased housing opportunities providing an immediate incentive for housing production in Turner.

There are several regional trends that will affect the type of housing needed in the next 20 years in addition to local conditions:

- About 70% of population increase will come from net migration.
- Household size is expected to continue declining.

- ~~The region will add more residents that are 65 and older and group quarters will increase by about 2%.~~
- ~~Younger people in the 20 to 34 age range are more mobile and generally have less income than people who are older and they are less likely to have children. All of these factors mean that young households are more likely to be renters and renters are more likely to be in multi-family housing.~~
- ~~Baby boomers in their 50s are about to reach the "empty nest" stage and these households have different needs than families.~~
- ~~The rate of formation of single-parent households is slowing as is the rate of formation of married couple families with children.~~
- ~~Income statistics indicate a substantial preference for single-family housing and ownership when incomes allow that choice regardless of age.~~
- ~~The rate of increasing housing costs is approaching double that of the rate of income~~

~~Residential locational choice trends also include:~~

- ~~Access to work.~~
- ~~Access to shopping, recreation and friends.~~
- ~~Public services.~~
- ~~Community and neighborhood characteristics.~~
- ~~Land and improvement characteristics.~~

~~In all, Turner's potential for growth and development will depend on these national and regional trends as well as local factors, but most of all it will be the City's attitude, responsiveness and preparedness that will guide Turner's housing development.~~

Single-family Homes

~~Although becoming increasingly expensive, single-family homes are the primary choice of homeowners in Turner. Already in the year 2000, the City has 82 housing sites being constructed in two subdivisions. All are intended to be site-constructed homes. Single-family homes can be expected to continue as the housing of choice although their percentage of the total housing market should decline due to other choices such as manufactured homes and multi-family alternatives.~~

Manufactured Homes

The cost of single-family homes is beyond the means of an increasing number of families. Manufactured homes are therefore rapidly becoming the house of choice for low to moderate income families. They provide excellent value, and with housing costs growing at rates nearly double incomes, they will likely be the affordable housing choice throughout the planning period. Manufactured homes comprised 8% of Turner's existing housing in 1999, up only 2% since 1980. Turner has not experienced a substantial gain in manufactured housing although they are expected to increase their share of the housing market during the planning period.

Multi-Family Housing

There are 64 multi-family housing units (59%) and 44 duplex units (41%) for a total of 108 housing units or approximately 22% of Turner's 1999 total housing units. This is a comparatively high percentage compared to the 11% in 1980 and was primarily due to new construction by Turner Retirement Homes during this period.

The majority of the multi-family units are owned by Turner Retirement Homes. There are only three four-plex structures and a new 12 unit complex not owned by Turner Retirement Homes that are available to the general public. Twenty-four units of non-duplex multi-family housing is a relatively low number of multi-family housing units accounting for less than 13% of the rental housing in Turner. The percentage of multi-family units is expected to decline overall while the number of units available to the general public is expected to increase in Turner.

Planned Developments

The City has approved a Planned Development in 1999 that is presently under development. Planned Development proposal trends are expected to continue during the planning period as a means of addressing the affordable housing issues in the community. Planned Developments can increase overall residential density while providing enhanced living environments that can help to reduce housing cost.

SECTION 9.430 — PROJECTED HOUSING DEMAND & NEED

The language of Goal 10 and ORS 197.296 refer to housing need and requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households.

House Bill HB2709 codified in the Statewide Land Use Planning Laws ORS 197.296 also requires an analysis of demand for new housing. Specifically it:

1. Refined the definition of buildable lands to include "redevelopable land".
2. Requires coordination of population projections with the County and State.
3. Sets criteria for prioritizing land for UGB expansions.
4. Sets specific requirements regarding buildable lands for needed housing.

Provisions 1 through 3 apply to all jurisdictions. Provision 4 applies only to certain jurisdictions. DLCD has waived the requirements of ORS 197.296 for 50 cities in

Oregon including the City of Turner. However, ORS 197.296 restated pre-existing law or administrative rules that still apply to all jurisdictions.

Demand is what households are willing to purchase in the market place. Growth in population leads to a growth in households and implies an increase in demand for housing units that is usually met primarily by the construction industry based on the developer's best judgment about the types of housing that will be absorbed by the market.

Most plans make forecasts of new housing demand based upon population projections. Housing authorities are more likely to address housing needs for special classes of individuals like low income, those with disabilities or other special needs.

Trying to determine the future socioeconomic and special housing needs for an expanding population is highly speculative at best.

Projected Housing Demand

As noted in Section 3 Population & Economy, population growth in Turner has been less than 0.7% per year since 1980 while the projected increase is 2.3%. The Water and Sewer Master Plans have projected a potential increase of 5% per year.

The population forecasts contained in **Table 9.300 C** relies on the coordinated forecasts prepared by Marion County and the Office of Economic Analysis that allocated population growth to cities. Although constrained by these forecasts, they do provide the most logical place from which to begin an examination of housing demand for Turner.

As summarized in the **Section 3** population projections, Turner is expected to witness a year 2020 population of 2,363 to 3,700 people. The 1990 U.S. Census indicates that the average household size is approximately 2.78. This is a decrease from the 3.26 persons per household reported by the 1970 Census but it is a slight increase from the 1980 Census of count of 2.63 persons per household. Oregon's household size is continuing to drop and was 2.53 persons per household in 1990.

For the purposes of revising the Turner Comprehensive Plan to accommodate the projected year 2020 population, it was assumed that an average household size of 2.72 persons per household would occur over the planning period. As illustrated in **Table 9.400 J**, it is projected that an increase of 1,018 people by the year 2020 will require 387 additional dwelling units based upon the coordinated population projections and with a 5% vacancy rate 393 dwelling units will be needed.

TABLE 9.400 J
Projected Housing Demand 2000-2020

Planning Period	Estimated Population Increase ¹	Required New Dwelling Units ^{3 & 4}

2000-2005 ²	204	79
2005-2010	216	83
2010-2015	291	112
2015-2020	307	119
Total	1018	393

- Notes: ¹ Assumes projected County increase of approximately 2.3% per year.
² Utilizes 1999 Population of 1345.
³ Includes an average vacancy rate of 5%.
⁴ Assumes 2.72 persons per household average over the planning period.

Table 9.400 K summarizes Turner's projected housing need, by type, between 2000 and 2020. Multi-family units and manufactured homes are projected to gain an increasing share of the housing stock.

TABLE 9.400 K
Projected Housing Distribution by Type 2000-2020

Time Period	Projected Housing Mix	Projected Dwelling Units	Accumulative Total Units	Adjusted Housing Mix
1999				
Single-Family	69.6%		346	
Multi-Family	22.1%		110	
Manuf Homes	8.3%		41	
Totals	100.0%		497	
2000-2005				
Single-Family	67.0%	53	399	69.3%
Multi-Family	20.0%	16	126	21.9%
Manuf Homes	12.0%	10	51	8.9%
Totals	99.0%	79	576	100.0%
2005-2010				
Single-Family	66.0%	55	454	68.8%
Multi-Family	19.0%	16	142	21.5%
Manuf Homes	15.0%	13	64	9.7%
Totals	100.0%	83	660	100.0%
2010-2015				
Single-Family	64.0%	72	526	68.1%
Multi-Family	18.0%	20	162	21.0%
Manuf Homes	18.0%	20	84	10.9%
Totals	100.0%	112	772	100.0%
2015-2020				
Single-Family	62.0%	74	600	67.3%
Multi-Family	17.0%	20	182	20.4%
Manuf Homes	21.0%	25	109	12.2%
Totals	100.0%	119	891	100.0%
Year 2020		393	891¹	

¹ Number varies slightly due to rounding

Projected Housing Need

Although Turner has received a waiver from some of the needed housing requirements of ORS 197.296 it is apparent that needed housing in addition to housing demand is an issue that should be addressed.

Housing costs have grown at rates that are nearly double incomes during the 1990's. Due to rising land and housing costs, Oregon is witnessing a trend in which many people are seeking more affordable types of housing than conventional single-family units on large lots provide.

As stated earlier, housing authorities are more likely to address housing needs for special classes of individuals like low-income, those with disabilities or other special needs. Small cities have a more difficult time specifically addressing these special housing needs; especially when one considers that determining the socioeconomic needs and distribution for an expanding population is a highly speculative task at best.

However, Goal 10 does require cities to address housing need. The approach adopted by Turner is threefold:

- 1. The City will not discriminate against needed housing types and programs that address the needs of its citizens.**
- 2. The City will provide for a variety of housing opportunities for its citizens through implementation of the Turner Land Use Development Code.**
- 3. The City will seek means to reduce housing cost by providing a mix of housing type and density that address the needs of its citizens.**

The Oregon Housing and Community Services Department (HCS) has prepared a projected housing needs analysis methodology for 2020 utilizing data from the Bureau of Labor Statistics - Consumer Expenditure Survey and from Claritas, Inc.

Table 9.400-L projects a population of 2,363 by 2020. A projected 884 dwelling units will be needed representing an increase of 387 housing units over the next 20 years. An additional 143 rental units is projected. Assuming that 30% of these rental units will be single-family houses, about 100 multi-family units may be needed by 2020.

TABLE 9.400-L
Projected 2020 Population & Housing Status

Estimated Population	Persons in Group Quarters	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner Occupied Units	Rental Units	% Owner Occupied	% Rental Occupied
2,363	79	2.72	884	840	44	509	331	60.6%	39.4%

Source: Oregon Housing and Community Services Department

Table 9.400 M projects the 2020 need for various types of units by age of householder. About 62% of all rental units will be needed by households younger than 45. Approximately 75% of the owner-occupied houses will be will over age 45.

TABLE 9.400 M
Projected 2020 Age Group Housing Need

Age Group	Total Households	Owner Occupied	Rental Occupied	% Owner Occupied	% Rental Occupied
<25	39	5	34	12.8%	87.2%
25 to 45	294	123	171	41.8%	58.2%
45 to 65	315	233	82	74.0%	26.0%
65>	192	148	44	77.1%	22.9%
Total	840	509	331	60.6%	39.4%

Source: Oregon Housing and Community Services Department

Table 9.400 N projects the 2020 housing units needed by income. Approximately 33% of all households will earn less than \$20,000 annually and occupy 43% of all rental units.

TABLE 9.400 N
Projected 2020 Income Based Housing Need

Household Income	Total Households	Owner Occupied	Renter Occupied	% Owner Occupied	% Renter Occupied
<\$20,000	273	131	142	48.0%	52.0%
\$20 to \$40,000	208	124	84	59.6%	40.4%
\$40 to \$75,000	306	218	88	71.2%	28.8%
\$75,000>	53	36	17	67.9%	32.1%
Total	840	509	331	60.6%	39.4%

Source: Oregon Housing and Community Services Department

Income is expressed in 1999 dollars.

Table 9.400 O projects the 2020 housing need by mortgage costs for owner-occupied housing. Half of the projected housing need will be for housing costing less than \$120,000 and half for more.

TABLE 9.400 O
Projected 2020 Owner-Occupied Housing Need by Cost

Housing Cost	Housing Units	%Owner
<\$60,000	130	25.5%
\$50 to \$90,000	64	12.6%
\$75 to \$120,000	60	11.8%
\$100 to \$150,000	133	26.1%
\$125 to \$225,000	85	16.7%
\$187,000>	37	7.3%
Total	509	100.0%

The needed Owner-Occupied Table indicates an overall need for 509 units by the year 2020, up 220 from the 289 units in 1999 and up 200 from the 309 actual owner-occupied units in the 1990 Census.

Table 9.400 P projects the 2020 housing need for rental units. Of the 331 rental units approximately 141 or 43% will be needed in a cost range of less than \$430 per month in 1999 dollars. It can be assumed that a number of these households may require some form of rental assistance.

TABLE 9.400 P
Projected 2020 Rental Housing Need by Cost

Monthly Rent	Housing Units	%Rental
<\$430	141	42.6%
\$430 to \$665	50	15.1%
\$665 to \$910	35	10.6%
\$910 to \$1,150	67	20.2%
\$1,150>	38	11.5%
Total	331	100.0%

Source: Oregon Housing and Community Services Department

The needed Rental Table indicates an overall need for 331 units. The 1990 Census showed there were only 135 rental units in Turner with a median contract rent of \$ 376 and a lower rent quartile of \$ 249 and upper rent quartile at \$ 499. The 2000 Census should provide a better comparison.

Single-family Homes

It is recognized that single-family homes will continue to be the predominant housing type in the City of Turner although its share of the housing market is projected to be lower due to increased demand for manufactured homes and multi-family housing. The single-family share by 2020 is projected to be 67.5%, or 626 houses, an increase of 282 houses during the planning period.

Manufactured Homes

Manufactured Homes are continuing to gain market share in Oregon because they have become one of the best values available to a home purchaser. Recognizing that the cost of single-family homes is beyond the means of an increasing number of families, there will be a demand and public need for manufactured homes. The Turner Plan assumes that there will be a much greater demand for manufactured housing during the

~~planning period resulting in a 12.2% share by 2020 for a total of 113 manufactured home units. An increase of 72 manufactured homes during the planning period.~~

Multi-family Housing

~~It is assumed that multi-family housing will increase overall but the percentage of multi-family housing will decrease slightly and account for a 20.3% share by the year 2020. While these units currently account for 21.9% of the total housing they only accounted for 16.9% of the total housing stock in 1980. There were a number of multi-family units built in the mid-1980's to 1990's, primarily by the Turner Retirement Homes, that increased the multi-family percentage.~~

~~Multi-family housing in Turner is anticipated to be low to medium density in nature and limited in numbers. It is assumed that multi-family housing will continue to take the form of two to four unit structures in most cases. The Turner Plan assumes that the percentage share of multi-family housing will decrease slightly to 20.3% by 2020 resulting in 188 multi-family home units. An increase of 80 multi-family homes during the planning period.~~

Planned Developments

~~The City expects and encourages more proposals for Planned Developments during the planning period. Planned Developments can increase residential densities while providing enhanced living environments that can help to reduce housing cost.~~

Turner Retirement Homes

~~The Turner Retirement Homes 5-Year Plan includes improvements and additions to the existing 42 bed Licensed Care Facilities located on Chicago Street in the downtown core area. There are no plans at this time for the vacant 43.32 acres of vacant buildable land in the R-1 District at the end of Cedar Street.~~

SECTION 9.440 BUILDABLE LANDS FOR RESIDENTIAL USE

~~The City is required to provide sufficient buildable lands to meet the projected land use needs of the City for the planning period, including buildable land for needed housing.~~

Existing Residential Density and Lot Size

~~The previous lack of a municipal sewer system has meant that septic systems have necessitated larger lots and lower density development in Turner. Therefore the minimum lot size has been 11,000 sq. ft., or approximately 4 dwelling units per net acre.~~

~~With the construction of the new municipal sewer system in 1999, the City has implemented a new residential district (R-2) that permits a minimum lot size of 7,500 sq. ft., or 6 units per net acre.~~

~~Turner also has a multi-family district (R-11) that permits up to 15 units per net acre on a minimal lot size of 5,000 sq. ft. and permits higher densities under the conditional use procedures of the Code.~~

The Planned Development provisions of the Turner Land Use Code also permits increased densities that provide enhanced living environments that can help to reduce housing cost.

Table 9.400 Q projects 387 additional dwelling units that will be needed to accommodate the 2020 population projection plus a 5% vacancy rate for a total need of 393 housing units.

TABLE 9.400 Q
2020 New Dwelling Units Needed

2020 Dwelling Units	1999 Dwelling Units	Dwelling Units Needed	Group Quarters Needed
884	497	387	34

Source: Oregon Housing and Community Services Department

Table 9.400 R provides a summary of buildable land need for the coordinated population projections that includes a 5% vacancy rate for a total need of 393 housing units.

TABLE 9.400 R
Projected Buildable Land Demand 2000-2020

Planning Period	Est Pop Increase	Req New Housing	Required Build Acres
2000-2005	204	79	20
2005-2010	216	83	21
2010-2015	291	112	28
2015-2020	307	119	30
Total	1018	393	99

† Assumes 6 housing units per net acre with an additional 25% for roads and services and an additional 25% to provide locational choice.

Turner requires 99 acres of buildable land to accommodate the additional housing needs of the community based upon the coordinated population projections to the year 2020.

SECTION 9.490 HOUSING GOALS & POLICIES**GOALS & OBJECTIVES:**

To increase opportunities for all citizens of Turner to enjoy safe decent sanitary housing at affordable prices.

POLICIES & RECOMMENDATIONS**General**

1. All ~~1990-2000~~ Housing Census data contained in the Turner Comprehensive Plan shall be replaced with ~~2000 Housing Census data when it becomes available to the City~~ new information from the *2021-2041 Turner Housing Needs Analysis*.

Housing Need

1. The City shall support the need for all citizens of the community to have an opportunity to live in sound housing, adequate to their needs, at a reasonable cost relative to their income.
2. The City shall support the need for all citizens of the community to obtain adequate housing regardless of their age, race, religion, sex, ethnic background or disability.
3. The City recognizes the need for an adequate supply of sound, decent and attractive housing that includes a variety of types and designs responsive to community needs.
4. The City will designate and maintain adequate amounts of land for each housing type to address community needs
5. The City will monitor housing trends and needs to maintain an adequate supply of available residential land.
6. The City will maintain information on local building trends and the available supply of land for development.

Existing Housing

1. The City shall continue to maintain good housing conditions through enforcement of its codes and ordinances to ensure adequate standards of fitness for human habitation.
2. The City shall encourage the rehabilitation of existing housing to help maintain the housing stock and improve the appearance, structural condition and energy conservation of existing housing.

Housing Types

1. The City shall maintain a mix of housing types and densities ~~within the locational criteria of the Land Use Development Code~~consistent with the most recent Housing Needs Analysis recommendations.
2. Manufactured homes shall continue to be allowed on individual lots as a viable housing alternative.
- ~~3. Multi-family housing shall be considered within the locational criteria of the Land Use Development Code.~~
34. The City shall encourage innovative design and planning concepts to reduce the cost of housing and services through the Code review procedures for Planned Developments that can allow an increase in density.

Housing Costs

1. The City shall support efforts to reduce housing costs.
2. The City shall encourage an adequate supply of housing within the financial capabilities of its citizens to fulfill their needs.
3. The City shall strive for an efficient utilization of land and efficient provision for public facilities and transportation networks to minimize housing costs.

Housing Assistance

1. The City shall support housing and family assistance programs that benefits the local community and encourages all eligible residents of Turner to investigate available housing assistance programs.
2. The City shall support housing assistance programs for qualified families in the form of a subsidy that allows a choice of housing type and location to encourage integration throughout the community.
3. The City will cooperate with County, State and Federal agencies in meeting the City's affordable housing needs

Buildable Lands

1. The City shall maintain an adequate supply of residential buildable lands that provides locational choices for each housing type.
2. The City shall maintain enough vacant residentially zoned land within the community to provide locational choices and assist in keeping land costs for housing at reasonable levels.

SECTION 9.500 LAND USE

The Land Use Element of the Turner Comprehensive Plan contains background data, policies and recommendations relevant to Statewide Planning Goal 2, Land Use Planning; Goal 3, Agricultural Lands; Goal 5, Open Space, Scenic and Historic Areas and Natural Resources; and Goal 8, Recreational Needs.

Goal 2 reads in part: "to establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions".

Goal 3 reads in part: "to preserve and maintain agricultural lands".

Goal 4 reads: "To preserve forest land for forest use."

Goal 5 reads in part: "to conserve open space and protect natural and scenic resources".

Goal 8 reads in part: "to satisfy the recreational needs of the citizens of the state and visitors".

The purpose of the land use element of the Plan is to delineate a land use pattern for the Turner urban area that will guide the future use of land. The land use plan is based upon the other elements of the Comprehensive Plan, community desires as expressed by citizen reviews, policy statements, projected land use needs to the year 2020, and existing land use patterns.

Land Use Survey

A land use survey of the planning area was first conducted in 1979 to provide base information for the land use element of the Comprehensive Plan. This information was updated in 1981. A new land use Community Survey was completed in July of 1999. This information is tabulated by Land Use District and by Tax Lot.

The 1999 Land Use Survey was conducted utilizing county tax assessor maps, aerial photographs, a newly created base map and field observations. This information was then tabulated by tax map and tax lot for each land use district.

For residential land, the buildable lands inventory in the 2021-2041 Turner Housing Needs Analysis, Appendix 1 of the Comprehensive Plan, supersedes information in Section 9.500 about information about buildable lands in the R-1, R-2, and R-11 districts. The information about constraints and buildable land in this section is only applicable to the C-1, M-1, and MAR districts, based on information from prior analysis. When the City conducts an Economic Opportunities Analysis the remainder of this information can be replaced.

Primary Land Use Districts

Single-family Residential District	R-1 - 811 ,000 sq. ft. min lot size
Single-family Residential District	R-2 — <u>6,07,500</u> sq. ft. min. lot size
Multiple-family Residential District	R-11 — <u>minimum density of 15-10</u>
units per acre	
General Commercial District	C-1
General Industrial District	M-1

Overlay District constraints are also tabulated to arrive at a final buildable lands inventory. Constraints include:

Flood Hazard	FH
Wetlands	WL
Hillside Development	HD
Mineral & Aggregate Resource	MAR
Historic Preservation	HP

The five primary existing land uses in Turner include:

- **Residential.**
Residential land uses include all single-family, multi-family and manufactured homes.
- **Commercial.**
Commercial land uses include all general businesses and service facilities including retail and wholesale stores and shops.
- **Industrial.**
Industrial land uses include all general manufacturing, storage and industrial service facilities.
- **Public and Semi-public.**
Public and semi-public land is a broad category including schools, churches, cemeteries, parks, utilities, and all municipal and institutional facilities.
- **Open Space**
Open Space includes agricultural areas, woodlands and riparian corridors together with parks and small landscaped features within the community.

Urban Growth Notification Area

An Urban Growth Notification Area UGNA was established by the City and County in 1980 that was the former area designated in the 1979 Turner Comprehensive Plan as the City's Urban Growth Boundary (UGB). This Boundary was intended as a reserve area for future inclusion the City's UGB when it could be justified. The UGNA contains 422 tax lot acres and is located on the east and south boundary of the City Limits. It is a reserve area for the long-range future growth needs of Turner.

SECTION 9.510 EXISTING LAND USE

An inventory of existing land uses was conducted in July 1999. The inventory findings are tabulated for each of the Primary Land Use Districts together with a Land Use Summary. The Land Use Summary is presented in **Table 9.500 A** for commercial and industrial land. For residential land, the buildable lands inventory in the *2021-2041 Turner Housing Needs Analysis*, Appendix 1 of the Comprehensive Plan, supersedes information in Table 9.500A

**TABLE 9.500 A
EXISTING LAND USE DISTRIBUTION, 1999
FOR COMMERCIAL AND INDUSTRIAL LAND**

	CITY/UGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot Acres	Tax Lot Acres	R-1	R-2	R-11	C-1	M-1	MAR	
TAX LOT AREA	800.65	422.48	22.23	188.78	68.98	34.01	119.60	169.05	800.65
PERCENTAGE	65.46%	34.54%	28.51%	22.95%	8.44%	4.25%	14.94%	21.11%	100.00%
GROSS AREA	922.00	439.00							
AREA LESS MAR DISTRICT									
City Less MAR	631.60	0.02							
DEVELOPED LAND	297.57		117.47	81.30	33.48	26.51	36.81		297.57
	47.11%		39.48%	27.99%	11.25%	8.91%	12.37%		100.00%
VACANT LAND	334.03	243.74	110.76	100.48	32.50	7.50	82.79		334.03
	52.89%		33.16%	30.08%	9.73%	2.25%	24.79%		100.00%
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		11.64	51.53	11.01	0.15	26.76		114.09
	34.16%		16.34%	50.43%	9.65%	0.13%	23.46%		100.00%
BUILDABLE LAND	219.94	156.56	99.12	48.95	21.49	7.35	56.03		219.94
	65.84%		41.38%	19.53%	9.77%	3.34%	25.48%		100.00%
HOUSING									
Bldg In Flood Plain	By Building	By Type	R-1	R-2	R-11	C-1	M-1	MAR	TOTALS
29-SF	346-Bldings	346-SF	22	197	38	5			346.00
11-MH	41-Bldings	41-MH	3	3					41.00
5-2Plex	22-Bldings	46-2Plex Units		2	36				46.00
	11-Bldings	44-4Plex Units	4		36				44.00
4-3Plex	4-Bldings	20-5Plex Units			20				20.00
45-Bldings	424-Bldings	497 Dwelling Units	134	152	110	70			497.00

Source: Turner Community Survey, July 1999.

Notes:¹ The MAR District is unavailable until after the year 2010 to 2020.

There are approximately 800 tax lot acres within the existing city limits and 422 acres inside the **Urban Growth Notification Area (UGNA)**. See **Map M-8**. The City has an end of year 1999, or a beginning year 2000, population of 1,345 and a County coordinated estimated population of 2,363 for the year 2020. The population projections may be too low now that a municipal sanitary sewer system and water system improvements have been implemented. Population projections are discussed in detail in **Section 9.300**.

Within the City, the ratio of developed land to vacant land is approximately 47% Developed to 53% Vacant excluding the MAR District. The MAR District is an aggregate extraction site containing approximately 169 acres that is excluded from the Developed or Vacant land use categories since this area will not be available until 2010 to 2020.

~~The existing pattern of development is one of low density with large amounts of vacant and partially vacant land scattered throughout the community on oversized lots. Physical features such as excessive slope, flood hazard areas, soil limitations and small acreage parcels are constraints to development within the City. Approximately half of the City is subject to one or more of the development limitations listed above. Some of these areas are classified as undevelopable although some could be developed if sound conservation and construction practices are followed.~~

Existing MAR District

The MAR District is an aggregate extraction site was established in 1995. It is located at the north end of the City and is owned by River Bend Sand & Gravel. The MAR District contains 169 acres or 21% of the City's tax lot acres. The 169 acres contained in the MAR is presently not included in the ratios of Developed or Vacant land use categories since this area is not available for development and may not be available until 2010 to 2020.

Existing Residential Land Use

The 2021-2041 Turner Housing Needs Analysis provides information about existing residential land use in Turner in Chapter 2 of the report, the buildable lands inventory.

~~Residential Districts comprise 60 percent of the City's Tax Lots. Historically, low density single-family residential development has been the primary housing type.~~

~~There are 244 acres of vacant residential land although only 157 acres are available for residential development due to some form of development constraints. Buildable lands are available vacant lands without building constraints. **Table 9.500 A** summarizes the various distributions of Developed, Vacant, Constrained and Buildable lands for each Primary Land Use District.~~

~~Within the City, 412 acres are presently designated for single-family dwellings in the R-1 and R-2 Single-family Residential Districts and another 66 acres for multi-family dwellings in the R-11 Multiple-family Residential District. **Tables 9.5.00 B, C & D** summarize land use and housing for each residential district.~~

~~There are 234 acres of developed residential land within the city. In addition, there are 70 dwelling units on 17 acres located in the Commercial C-1 District.~~

~~Existing manufactured homes are located on individual lots and account for only 8 percent of the total housing in Turner. There are no manufactured home parks within the City.~~

**TABLE 9.500-B
R-1 RESIDENTIAL DISTRICT SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
R-1 Totals	228.23	28.51%	117.47	51.47%	110.76	48.53%	92.12	40.36%
	800.65	City Total						
R-1 RESIDENTIAL DISTRICT SUBAREAS								
	Acres	% Dist	Housing Units					
			SF	MH	2Plex	MF	Total	
West of 3rd St								
North of Park	12.53	5.49%						
City Park	13.41	5.88%		1			1	
	25.94	11.37%						
East of 3rd St								0
Val View	81.16	35.56%	110	1			111	
Central Area	19.06	8.35%	9	6			15	
Reservoir	54.27	23.78%						
Turn Ret Hms	46.87	20.54%						
Downtown	0.93	0.41%	3			4	7	
	202.29	88.63%	122	8	0	4	134	
	228.23	100.00%				1-4Plex		

**TABLE 9.500-C
R-2 RESIDENTIAL DISTRICT SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
R-2 Totals	183.78	22.95%	83.30	45.33%	100.48	54.67%	42.95	23.37%
	800.65	City Total						
R-2 RESIDENTIAL DISTRICT SUBAREAS								
	Acres	% Dist	Housing Units					
			SF	MH	2Plex	MF	Total	
West of 3rd St								
N Delaney	31.84	17.33%	35	4			39	
S Delaney	15.75	8.57%	23	3			26	
S Mill Cr	27.13	14.76%	32	6			38	
	74.72	40.66%					0	
East of 3rd St								0
Webb SubDiv	10.34	5.63%	18		2		20	
RMA Develop	13.92	7.57%		1			1	
E Delaney	15.59	8.48%	27	4			31	
	39.85	21.68%						
Marion Road								
North Marion	46.50	25.30%	2	3			5	
South Marion	22.71	12.36%		2			2	
	69.21	37.66%	137	23	2	0	162	
	183.78	100.00%						

Existing multi-family residential uses (Larger than a duplex) currently account for less than 2 percent of developed land in Turner. Most of this is owned and operated by the Turner Retirement Homes. There are only three four-plex buildings that are privately

owned in the City. This can have an impact on affordable housing alternatives for younger families and singles in the City.

Turner Retirement Homes administers 132 dwelling units in the City of Turner. This is 26% of the housing in Turner. There are approximately 90 Life estate units and 42 Care Center units. Turner Retirement Homes, not only accounts for a significant portion of the City's total housing count, it also provides a valuable community service contribution to the needs of our older population.

**TABLE 9.500-D
R-11 RESIDENTIAL DISTRICT SUMMARY**

	Acres	% City	Develp	%	Vacant	%	Build	%
R-11 Totals	65.98	8.24%	33.48	50.74%	32.50	49.26%	21.49	32.57%
	800.65	City Total						
R-11 RESIDENTIAL DISTRICT SUBAREAS								
	Acres	% Dist					Housing Units	
Tabernacle Ln	21.36	34.62%	8	1	20		29	
Central Area	16.97	27.51%	13	4	10	48	75	
Cedar Street	5.81	9.42%	7		2		9	
5th Street	0.59	0.96%				8	8	
Web Subdiv	1.41	2.29%	4		4		8	
Va l View Dr	15.55	25.21%	1				1	
	61.69	100.00%	33	5	36	56	130	
R-11 RESIDENTIAL DISTRICT OWNERSHIPS								
	Acres	% Dist					Housing Units	
Turner Ret Hms	25.51	38.66%	10.03	39%	17	1	32	48
First Christ Ch	8.23	12.47%						98
Tur Sch Dist	4.33	6.56%						
Vacant Church	0.16	0.24%						
Private	23.46	35.56%			16	4	4	8
	61.69	93.50%			33	5	36	56
							130	

Of the 422 acres within the UGNA, outside the City Limits, approximately 345 acres are intended for residential development. The remaining 77 acres are intended for industrial expansion.

Existing Commercial Land Use

Turner's commercial core is strongly impacted by the close proximity to retail and service centers in Salem. It is expected that Salem's influence will limit commercial development in Turner until a larger population is achieved. Existing commercial uses comprise about 2% of the developed land in the City, or approximately 7 acres, and are primarily limited to convenience and service businesses.

The C-1 Commercial District contains 34 acres. There are 27 developed acres and 7 vacant or partially vacant acres. However, 16 acres of the developed commercial area is single-family residential and 4 acres is devoted to public use.

Turner's commercial facilities are located along Third and Denver Streets, the City's primary arterial and commercial corridor. The commercial corridor is comprised of four identifiable areas:

Area C1-1. The traditional downtown core is centered on Denver Street east of Third Street. The downtown core is centrally located to the entire community with good access and orientation to the major arterial streets of Turner.

Area C1-2. A highway commercial area is located at the extreme north end of the corridor between the west side of Third Street and the railroad tracks. Commercial activities in this area are generally construction contractors offering goods and services related to the building and automotive trades. This area is well suited for highway commercial uses needing direct auto and truck access.

Area C1-3. Located at Third and Val View. This third commercial center is developing at the north end of the Third Street corridor on the east side of Third Street. The Post Office and City Hall are located in this area together with some other compatible commercial businesses.

Area C1-4. Located just north of Delaney Road to just south of Fir Street on both sides of Third Street. This is primarily a residential area.

The City's commercial areas have become highly fragmented over the years with no clear development strategy.

**TABLE 9.500 E
C-1 COMMERCIAL DISTRICT SUMMARY**

	Acres	% City	Develp	%	Vacant	%	Build	%
C-1 Totals	34.01	4.25%	26.51	77.95%	7.50	22.05%	7.35	21.61%
City Total	800.65							
COMMERCIAL SUBAREAS								
North 3rd St	Area	% Dist	SF	Housing Units			MF	Total
N of Mill Creek				MH	2Plex			
West 3rd	10.73	31.55%	24		2			26
East 3rd	14.73	43.31%	12	1	6		4	23
	25.46	74.86%						
Central Area	8.55	25.14%	17	4				21
S of Mill Creek			53	5	8		4	70
	34.01	100.00%						
Residential	16.87	49.60%						

Existing Industrial Land Use

Base industries provide the economic foundation for most communities by providing local jobs and by bringing outside money into the community.

**TABLE 9.500 F
M-1 INDUSTRIAL DISTRICT SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
M-1 Totals	119.60	14.94%	36.81	30.78%	82.79	69.22%	56.03	46.85%
City Total	800.65							
INDUSTRIAL DISTRICT SUBAREAS								
North 3rd St	Acres	% Dist	Housing Units					
West 3rd	22.77	19.04%	SF	MH	2Plex	MF	Total	
East 3rd	1.61	1.35%						
	24.38	20.38%						
Central Area								
West RR	6.52	5.45%						
East RR	11.03	9.22%						
RR	0.45	0.38%						
	18.00	15.05%						
South Gaston								
West RR	41.06	34.33%	1					1
East RR	36.16	30.23%						
	77.22	64.57%	1					1
	119.60	100.00%						

The City's industrial objective is to maintain an adequate supply of industrial sites at locations that are compatible with other land uses and to provide assurances that industrial development is consistent with the environmental concerns of the community.

To address industrial objectives, the City has designated that the permitted uses be limited to light manufacturing and warehousing activities within buildings in the M-1 Industrial District. Exterior storage, heavy industrial manufacturing with emissions, and uses with potentially hazardous materials may be allowed by Conditional Use only.

Historically, plans have designated areas for industrial uses much larger than may be needed to provide locational choices to attract potential industries to the community.

Currently, the City has 120 acres of designated industrial land within the M-1 Industrial District. Only 37 acres are actually in industrial use leaving 83 acres of vacant industrial land although only 56 acres is available for new industrial development due to flooding and significant wetlands.

The M-1 District is located in three distinct areas of the City.

Area M1-1. The North Third Street area has 22 acres located on the west side of Third Street that is nearly fully developed. The east side of Third Street has less than 2 acres developed that also qualify as highway commercial.

Area M1-2. The Central Area has 18 acres located north of the Gaston Street Right-of-way adjacent to the downtown core area. This area is highly developed although there is potential for some industrial expansion or additional development. The most significant feature of this area is the Caliber Forest Products Mill, formerly Burkland Lumber Company that closed in 1974.

Area M1-3. The South Gaston area has 77 acres of open pasture with some woodland areas containing only one farmstead. This is the City's largest developable industrial property. The M3 area on the east side of the railroad contains the Perrin Lateral Canal and the Mill Creek By-pass with substantial riparian and wetland areas.

Existing Public & Semi-Public Land Use

Table 9.500 G summarizes the primary public landholders.

**TABLE 9.500 G
PUBLIC LAND USE SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
Public Totals	156.77	19.58%	98.72	62.97%	58.05	58.80%	42.65	27.21%
	800.65	City Total						
PUBLIC SUBAREAS			HOUSING UNITS					
	Acres	% Dist	SF	MH	2Plex	MF	Total	
Tabernacle	19.41	12.38%		2			2	
Aldersgate	35.85	22.87%	2	3			5	
Sch Dist 79	8.62	5.50%						
Salem Reserv	54.27	34.62%						
City of Turner	15.49	9.88%		1			1	
Turner RFPD19	1.67	1.07%						
Cemetery	10.65	6.79%						
Other	10.81	6.90%	2	6	0	0	8	
	156.77	100.00%						

There is no Public or Semi-public Land Use District or Zone. Public and semi-public uses are permitted in any of Turner's Land Use Districts under the Conditional Use procedures of the Turner Land Use Code. There are approximately 157 acres of public and semi-public uses located throughout the City comprising 20% of the City, although 27% is vacant buildable land capable of further development.

Public and Semi-public facilities are essential to the community. These facilities are either owned by various governmental agencies or are operated by private institutions. Public uses include parks, schools, fire districts, Franzen Reservoir, and other governmental facilities providing a local service. Semi-public uses include privately owned institutions that provide services to residents including, churches, cemeteries, camp grounds, fraternal organizations, utilities, Turner Retirement Homes and other institutions.

Existing Open Space

The most significant scenic resources in the Turner area are the water courses, the hillside woodlands and the open farmlands. **The Natural Environmental Element 9.200** contains a detailed description of the natural vegetation within the Urban Growth Boundary.

There are no true forest lands within the City of Turner. There are, however, an estimated 72 acres of woodlands, consisting primarily of riparian vegetation along Mill Creek and the smaller water courses and within the hillside areas of the City.

The agricultural lands are also a valuable scenic resource. Ensuring the orderly planned conversion of agricultural lands within the City and prevention of haphazard development will help preserve these values until urban conversion actually occurs. There are approximately 80 acres of pasture land within the City that is located in the M-1 Industrial District that will be protected and maintained until industrial development occurs. Maintenance of agricultural areas outside the Urban Growth Boundary are also essential to preserve the rural vistas of the surrounding area in addition to their value as agricultural land.

The Turner City Park is important in addressing the recreational needs of the community and in providing an attractive natural environment. Parks not only enhance the community's appeal but can also contribute to a community's economic potential by helping to attract new people, businesses and industry. Parks are discussed in detail in **Section 9.700, Public Facilities & Services**.

In the southern part of Turner, with its potential for industrial development, the open space provided along Mill Creek, The Turner By-pass and the Perrin Lateral is significant for several reasons. It can help reduce air pollution and provide visual relief and buffering from industrial facilities. The natural vegetation also helps preserve the natural character of the creeks and helps prevent stream bank erosion.

SECTION 9.520 LAND USE TRENDS

~~As noted in **Section 3, Population & Economy**, population growth in Turner has been less than 0.7% per year since 1980 and has resulted in a population increase of only 214 people and 96 housing units during the last 20 year planning period. Therefore statistical trending for Turner provides little predictive value for the future.~~

~~What is important is the construction of the new municipal sewer system. This now permits developments that are not constrained by on-site sewage disposal. Already in the year 2000 the City has experienced a substantial increase in housing development that may exceed the previous 20-year planning period by the year 2001.~~

~~Although statistical trending has limited value, there are developing trends that could have a significant impact on community development.~~

MAR District Trends

It is assumed that the existing gravel extraction process will continue to operate throughout the first half of the planning period although this time period could extend further into the planning period depending upon market conditions.

The MAR District was established in 1995 reducing the City's available land for development in three categories:

- **Residential**

~~14.31 acres have been removed from the City's residential inventory.~~

- **Commercial**

~~33.77 acres have been removed from the City's commercial inventory.~~

- **Industrial**

~~120.94 acres have been removed from the City's industrial inventory.~~

The extraction process will create a lake of approximately 90 acres. Although reducing the City's buildable land by that amount, it will provide an attractive open space feature for the community that could attract additional development.

Residential Land Use Trends

The 2021-2041 Turner Housing Needs Analysis provides information about residential land use trends.

~~With the completion of the municipal sanitary sewer system in September 1999, development and population is already increasing at higher densities than previously permitted with on-site sewage treatment. The City has implemented the R-2 Residential District, a new higher density single-family residential zoning district that permits a minimum lot size of 7,500 sq. ft. A Planned Development Overlay District has also been implemented that allows even higher densities with an approved development plan. It is expected that higher residential densities will continue throughout the planning period.~~

~~The availability of large acreage parcels suitable for subdivisions is limited within the City. However, there are numerous parcels capable of further partitioning that can provide opportunities for additional in-fill development.~~

~~Multi-family development is expected to increase due to the increasing cost of housing, particularly for young families and the elderly.~~

~~Manufactured Homes are also expected to increase for the same reasons. Manufactured home parks are now possible with the new sewer system, and although there are none in the City, their introduction is probable since they are permitted in single-family zoning districts by State Law.~~

Commercial Land Use Trends

The City has too much commercially zoned land that has diluted the City's commercial core. A commercial land area needs projection to the year 2020 based on existing acres per 100 population could require 5 more acres in addition to the 7 acres currently in use. With 34 acres designated for commercial use and over 7 acres actually vacant, there is an excess of commercially zoned property. This would explain why 16 acres remain in residential use.

Area C1-1. The City's downtown core area has continued to decline due primarily to the dispersion of commercial areas within the community. The location and redevelopment of the downtown core area will become increasingly important as a center for those persons who do not drive automobiles by providing a walking environment for students and those living in the adjacent retirement and multi-family facilities.

Area C1-2. The highway commercial area at the north end of the City performs well for commercial facilities needing direct truck and auto access.

Area C1-3. Located at Third and Val View, this area is suited for reinforcement as a compact commercial center containing an intermix of public, office and service businesses in addition to multi-family housing.

Area C1-4. Located between Delaney and Fir. This area has started to convert to commercial development due to the C-1 Commercial Zoning District designation.

The City's commercial development has been diluted due to Salem's proximity and the limited development that has occurred has been allowed to disperse throughout the community by extended commercial zoning.

Industrial Land Use Trends

The City's Industrial properties are well located and suited for industrial development. Their location minimizes impacts on residential areas and they are adjacent to the railroad with direct access to major transportation routes, including Interstate Highway 5.

Area M1-1. The North Third Street area is nearly fully developed with some potential expansion area to the north on the west side of Turner Road. The two uses on the west side developed parcel could remain industrial although the use is primarily highway commercial.

Area M1-2. The Central Area adjacent to the downtown core area is developing and has some industrial expansion potential particularly on the west side of the railroad.

Area M1-3. The South Gaston area has been maintained as open pasture with some woodland until industrial conversion occurs. This is the City's largest industrial reserve.

The City has designated permitted industrial uses to be light manufacturing and warehousing activities within enclosed buildings in the M-1 Industrial District. Exterior storage, heavy industrial manufacturing and uses with permitted emissions may also be allowed by Conditional Use.

The City has lost 135 acres of previously designated industrial land due to the MAR aggregate extraction facility and the RMA Housing Development that should be replaced.

Public And Semi-Public Land Use Trends

Because of the wide differences in public and semi-public uses it is virtually impossible to define a land use district applicable to all. Therefore the Public District contained in the previous Plan was eliminated allowing public and semi-public uses to be located in any zoning district under specified conditions as a Conditional Use.

Open Space Trends

With a population of only 1,330 people and an area of 922 acres, the need for preservation of open space has not yet become a critical issue in Turner. However, increasing impacts to the community's water courses and natural vegetation suggest that protecting these resources should not be delayed.

The policies and recommendations related to this section and those contained in **Section 9.200, Environment** are directed toward achieving this goal and thereby ensuring the preservation of open space, the protection of scenic and natural resources, and the promotion of a healthy and visually attractive environment in Turner.

SECTION 9.530 PROJECTED LAND USE NEEDS

The designation of future land uses was based upon the findings and needs identified in all the elements of the Comprehensive Plan and the citizen participation achieved through reviews during the public hearing process for commercial and industrial uses. The 2021-2041 Turner Housing Needs Analysis provides projected land needs for residential uses.

The general criteria which guided the selection of lands for future use were:

1. The existing land use pattern and growth trends of the area.
2. The land ownership patterns, particularly public and semi-public, industrial and agricultural land ownerships.
3. The natural environmental constraints, including topography, geology, soils, water resources, natural vegetation, wildlife, and air resources.
4. The accessibility of existing and proposed transportation systems.
5. The availability of existing and proposed community facilities, utilities, and services.

6. The locational suitability for each land use classification with respect to available natural amenities.
7. Previous planning and zoning commitments to each land use.
8. Turner's role relative to the Salem Urbanizing Area.
9. The need to maintain an adequate supply of land for each land use.

The above criteria was utilized to determine the needs for the six land use districts applicable to the Turner Area. Incremental and systematic expansion from the core area outward along existing service corridors is the preferred growth pattern and offers the greatest efficiency and economy of development.

MAR District

The area within the present MAR District will be included in the City's inventory of available sites following completion of the extraction process and approval of a final Redevelopment Plan. It is projected that this area will not be available until sometime between the year 2010 and 2020.

Upon completion of the extraction process and City approval of a final Redevelopment Plan this land will become available for development. Presently the preliminary Redevelopment Plan anticipates a 90 acre Lake, 47 acres of residential development, 24 acres is reserved for commercial or public use and 8 acres of protective landscaped buffers.

Residential Land Use Needs

The 2021-2041 Turner Housing Needs Analysis provides information about residential land use trends.

~~Low density residential developments can be expected to predominate in Turner. Lower density is necessitated by the constraints of the steeper hillsides, by drainageway protections and by the maintenance of the natural resource characteristics of the area.~~

~~It is also recognized that not all designated land will be available for development through personal choice. Additional land beyond the calculated net residential land need has been included in the buildable land need to provide land for roads and utilities and to provide locational choices to help maintain lower land costs~~

~~Table 9.500 H summarizes the buildable land needed to support the coordinated population projections to the year 2020.~~

TABLE 9.500 H
Projected Buildable Land Demand 2000-2020

--	--	--	--

Planning Period	Est Pop Increase	Req New Housing	Required Build Acres
2000-2005	204	79	20
2005-2010	216	83	21
2010-2015	291	112	28
2015-2020	307	119	30
Total	1018	393	99

¹ Assumes 6 housing units per net acre with an additional 25% for roads and services and an additional 25% to provide locational choice.

Turner requires 99 acres of buildable land to accommodate the additional housing needs of the community for a coordinated population projections of 2,363 people by the year 2020.

Large subdivision parcels are lacking in the City. The City needs to preserve the remaining larger acreage parcels for subdivision development that can more economically provide services while maintaining the natural features of an area in support of community livability. Planned Residential Developments are encouraged for larger housing developments within the City to provide adequate review and consideration of proposed developments.

The areas projected to accommodate the majority of sub-division residential growth in Turner are located east of Third Street. Many of the smaller vacant and partially vacant parcels in the City that are capable of further development are located west of Third Street. These areas will generally develop more slowly by small contractors as owners decide to sell portions of their larger lots. This is a slower in-fill process that will address only a portion of the City's residential need.

Trends indicate that multi-family housing will increase by 72 units although the percentage share will decrease slightly. Most of these multiple-family units should be encouraged to located close to city services and retail areas to lessen transportation needs and to support the downtown core area. The location of multi-family uses has traditionally been adjacent to commercial areas as a supporting use that forms a transitional buffer between the commercial and single-family residential areas. In a community of Turner's size and physical characteristics, it is reasonable to encourage this practice.

There are also 345 acres reserved for residential development within the UGNA that appears sufficient to accommodate the long-range future residential needs of the City. The area designated within the UGNA also preserves the natural features of the area as an urban reserve until needed for future residential use. The City's long-range expansion needs, the need to preserve quality areas for future residential development, the need to provide a variety of locational choices, and the need to maintain Turner's small town rural atmosphere are all factors that determined the boundary of the UGNA.

Commercial Land Use Needs

Commercial activities that provide goods and services to area residents are essential to a viable community. The location and distribution of commercial facilities is also crucial to the organizational structure of a community and can substantially influence the quality of life of any city.

Area C1-1. The downtown core area should remain the central commercial focus of the community with the majority of the retail, office and service businesses locating there. A strong downtown area can serve as a focal point for the community, encourage business activity, increase service efficiency, and stimulate residential development in the adjacent areas. Adequate off-street parking should be provided and a pedestrian-oriented atmosphere should be encouraged.

Area C1-2. The highway commercial area located at the extreme north end of the Third Street corridor between the west side of Third Street and the railroad tracks is approaching full development although some redevelopment can occur. Additional Highway Commercial that is not appropriate for the downtown core area may be needed in the future and is proposed for some of the MAR District located adjacent to Third Street when redevelopment occurs.

Area C1-3. Located at Third and Val View. The commercial and public facilities in this area would have provided good support for the downtown core but can develop as a secondary compact commercial center.

Area C1-4. Located between Delaney and Fir. This area is not needed for commercial use and commercial facilities locating in this area will dilute the emerging commercial centers noted above if the area is allowed to spot develop into a commercial strip. The area could support higher density housing that would add a support population for the other commercial centers.

Commercial centers can provide the structure for quality community development. Random strip development along a highway has traditionally not contributed to a sense of community. Designating more commercial land than is needed along an arterial road will guarantee fragmented random strip development at the expense of the community.

If the needed amount of commercial land is located wisely in commercial centers new commercial businesses will be attracted to the community and have a higher potential for success because they are supported by the activities from other adjacent businesses and are more efficient and convenient for area residents. The City's land use plan and transportation systems are thereby supported and the quality of life in the community is enhanced.

Industrial Land Use Needs

There are cost advantages for industries to locate in small communities and Turner's services and proximity to Salem and Interstate 5 could increase interest in the community by potential industries.

Area M1-1. The North Third Street area could expand to the north on the west side of Turner Road if needed by inclusion in the City's UGB. The developed parcel on the west side of Third Street should be changed from industrial to commercial zoning to limit industrial development on the east side of Third Street adjacent to residential areas.

Area M1-2. The Central Area adjacent to the downtown core area is developing and has some industrial expansion potential particularly on the west side of the railroad. This area is suited to warehousing and light industrial activities compatible with the adjacent residential areas.

Area M1-3. The South Gaston area is the City's largest industrial reserve containing 77 acres although only 56 acres are developable due to flooding, wetlands and riparian corridors in the area.

This area has marginal soils for agricultural use although the City will maintain the agricultural uses as the only outright permitted uses until industrial conversion occurs. In this way agricultural lands are protected until conversion.

The UGNA immediately south of this area contain an additional 77 acres that could be included in the City's industrial inventory when needed. These properties are already partially in the City and partially in the UGNA. Inclusion of this area would replace some of the City's lost industrial property and would unify these tax lots now arbitrarily divided between the City and the County.

The water courses and vegetation in this area provide protective buffers between future industrial developments and the adjacent residential areas.

Public And Semi-Public Land Use Needs

Since public and semi-public uses may be located in any zoning district they have the maximum flexibility to locate where they are needed.

Presently, all of the public and semi-public needs appear to be accommodated adequately although a new City Hall facility is needed.

Open Space Needs

The City has a strong interest in preserving the considerable open space and scenic resources of the community and the surrounding area.

Open space may vary from active uses such as agricultural or recreational areas to more passive areas preserved for conservation or scenic values, including unique natural features such as wooded areas, or other places of scenic or special interest.

Open land may have obvious economic value, as is the case with agricultural and forest lands, but it also has other values that are not always readily apparent. Natural vegetation on steep slopes, for example, protect soils from erosion and thereby

preserves clean water resources. Open areas also provide a variety of habitat for wildlife. These and other natural resource values are discussed in more detail in **Section 9.200, Environment**.

In addition to economic and conservation values, in recent years there has been a growing awareness of the value of open lands as an esthetic resource which is also important to the general quality of life and livability of an area. Thus open land in general, has a number of significant values and certain types of open land have special significance as needed open space for the community.

Open space can be any size. It can range from broad expanses of agricultural and woodland areas to mini-parks and landscaped areas. Various landscaping measures can be undertaken in new developments which can enhance their appearance while increasing the amount of open space in the community as a whole. These measures range from preserving existing trees and other natural vegetation to provisions for "cluster developments".

Scenic and open space values should be protected and enhanced both within the Urban Growth Boundary and within the surrounding area. Open space greenways should be maintained throughout the community and into the surrounding area. Mill Creek and other drainage channels should be preserved as open space greenway buffers.

SECTION 9.540 BUILDABLE LAND NEEDS

Buildable land needs are addressed in detail in the **Section 9.800, Growth Management**. However, it is evident from the needs analysis summarized in **Table 9.500 I** that additional residential, commercial or industrial land is not needed to support the City's growth and development throughout the planning period to the year 2020. The 2021-2041 Turner Housing Needs Analysis, Appendix 1 of the Comprehensive Plan, supersedes information in Section 9.500 about information about buildable lands and land needs in the R-1, R-2, and R-11 districts.

TABLE 9.500 I BUILDABLE LAND NEEDS FOR COMMERCIAL AND INDUSTRIAL LAND

	CITY/UGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot acres	Tax Lot acres	R-1	R-2	R-11	C-1	M-1	MAR	
Tax Lot Acres	800.65	422.48	221.23	183.78	65.98	34.01	119.60	169.05	800.65
Percentage	65.46%	34.54%	28.51%	22.95%	8.23%	4.25%	14.94%	21.11%	100.00%
Gross Area Acres	922.00	439.00							
AREA LESS MAR DISTRICT									
City Area Less MAR	631.60								
DEVELOPED LAND	297.57		111.47	83.30	33.48	26.51	36.81		297.57
	47.11%		39.48%	27.99%	11.25%	8.91%	12.37%		100.00%
VACANT LAND	334.03		111.76	100.48	32.50	7.50	82.79		334.03
	52.89%		33.16%	30.08%	9.78%	2.25%	24.79%		100.00%
Total Less MAR	631.60								631.60
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		16.64	57.53	11.01	0.15	26.76		114.09
	34.16%		16.34%	50.43%	9.65%	0.13%	23.46%		100.00%
BUILDABLE LAND	219.94		95.12	42.95	21.49	7.35	56.03		219.94
	65.84%		41.38%	19.53%	9.77%	3.34%	25.48%		100.00%
Total Vacant	334.03								334.03
PROJECTED LAND NEEDS									
NEED BASIS									
2020 Population Land Needs	99.00		40.00	40.00	19.00	34.01	56.03		
Projected Housing Distribution			40.00%	40.00%	20.00%				
2020 NEEDED LAND			-52.12	-2.55	-2.49	0.00	0.00		
In excess of City Buildable Lands									

There is 220 acres of Buildable Land within the City to accommodate the growth needs of the City. This includes an excess of 52 acres in the R-1 Residential Zone, and excess of 3 acres in the R-2 Residential Zone, and an excess of need of 2.5 acres in the R-11 Multi-family Residential Zone. There is an excess of Commercially Zoned land that also includes 7 acres of vacant buildable land. There is also 56 vacant acres of Industrially Zoned buildable land to support industrial growth.

The City of Turner has an excess of buildable land to accommodate needs for commercial and industrial development through of the community for a coordinated population projections of 2,363 people by the year 2020.

The City also has a designated Urban Growth Notification Area (UGNA) containing 422 tax lot acres that can accommodate the long-range future growth of the City if needed. Without an Urban Growth Boundary outside of the City Limits, it is essential to maintain the UGNA as the City's urban reserve and protective buffer from County resource lands.

SECTION 9.590 LAND USE GOALS & POLICIES**GOALS & OBJECTIVES**

1. To provide a land use policy plan which sets forth the suitable kinds, amounts, and intensities of use to which land in various parts of the City should be put.
2. To create and maintain an efficient and aesthetically pleasing living and working environment for city residents.

GENERAL POLICIES & RECOMMENDATIONS

1. Sufficient area shall be maintained for the balanced expansion of all major land uses.
2. Areas with existing consistent land use patterns shall be preserved and reinforced unless other overriding factors suggest a change
3. The officially designated safe carrying capacity of air, land and water resources to accommodate pollutants shall be utilized in determining appropriate land uses within the community.
4. Standards shall be adopted and enforced to ensure the preservation and provision of natural vegetation in all development areas.
5. The extent and boundaries of each land use district shall be shown on the Comprehensive Plan Map.

Residential Land Use

1. The City shall provide adequate residential land areas to address the housing needs of its residents
2. A variety of lot sizes, housing types and street patterns shall be encouraged.
3. Residential districts shall be protected from heavy through traffic, conflicting land uses, or other encroachments that would impair a safe, quiet living environment.
4. The City shall encourage compact residential development to provide more efficient land utilization and to help reduce the cost of housing, public facilities and services.
5. Residential development shall be located only where adequate public services and facilities can be efficiently provided.
6. Residential uses should avoid locating in areas that are subject to, and/or generate adverse environmental impacts.

7. The City shall allow single-family residential development within all residential districts.
8. The City shall encourage in-fill development of over-sized lots to increase the efficiency of public services and facilities in developed areas.
9. Higher density multi-family development should be encouraged in the downtown core area should serve as a buffer between commercial and single-family uses, where feasible.
10. New residential developments shall pay the costs of capital improvements needed to support the development.

Commercial Land Use

1. Existing commercial areas should be reinforced with new commercial development before permitting new commercial developments in other areas of the City.
2. The downtown area shall be reinforced as the primary commercial area in Turner. Adequate parking should be provided, multi-family housing should be encouraged on the perimeter and pedestrian-access businesses should be encouraged.
3. A pedestrian friendly downtown shopping environment should be created that is attractive, convenient and accessible that will address the needs of city residents.
4. The City shall encourage new commercial and public uses, other than uses requiring direct vehicular access, to locate in the downtown area.
5. Vehicular access commercial uses should locate in the commercial area at the northern end of the City on the west side of Third Street.
6. Commercial developments shall be planned as compact centers rather than scattered along roadways or mixed in with conflicting non-commercial land uses. Commercial Centers should be compact developments with possible shared parking.
7. Vehicular and pedestrian efficiency and safety shall be required criteria for all commercial developments.

Industrial Land Use

1. The industrial Districts shall be reserved for industrial development although interim farm use shall be allowed until industrial development occurs.
2. Industrially zoned sites should remain at their present parcel size until a specific development plan is approved.

3. All industrial development shall strictly comply with the environmental quality standards of the State of Oregon, including all applicable standards and regulations of the Oregon State Board of Health, the Oregon Department of Environmental Quality and any other public agency having regulatory jurisdiction.
4. Industrial developments shall not result in disruptions to residential, commercial or other areas due to excessive traffic, noise and pollution, or otherwise detract from the livability of the community.
5. Industrial districts shall be protected from encroachment by incompatible land uses.
6. Industrial proposals shall provide sufficient parcel size for building setbacks, expansion, off-street parking and loading, natural buffers and landscaping, and controlled access locations.
7. Limited access and joint-use roads, and parking to serve industrial developments shall be encouraged.
8. Access to the industrial area south of Gaston Street shall be provided by Whipper Road or 55th Avenue.
9. Review criteria for industrial proposals shall include adequacy of site size for the proposed use, utilization of the natural features of the site and Turner's capacity to accommodate the transportation needs and the demand for public services.
10. Utilization of natural features and landscaping as screening buffers, to reduce the impact of industrial developments on the community shall be encouraged.
11. Industrial uses which minimize visual conflicts, noise, traffic and environmental degradation and are compatible with adjacent land uses and the livability of the community shall be encouraged.

Open Space

1. A system of open space including agricultural lands, woodlands, parks, recreation areas, and scenic resources shall be maintained within and around the Turner Urban Growth Boundary.
2. Natural areas that are generally unsuited for development purposes shall be preserved as protecting buffers; protection for soils; watersheds and wildlife habitats; and as recreational and scenic resources.
3. Places of natural scenic beauty, particularly woodland areas, streams and Mill Creek, shall be preserved to the maximum extent possible.

4. Natural areas shall be maintained as protecting buffers where noise and visual conflicts could occur.
5. Open space lands shall be integrated with urban growth to enhance the urban environment. Specifically, streams within the community shall be preserved as open space greenway buffers.
6. The City shall encourage preservation of natural features and natural vegetation as open space to the maximum extent possible.
7. The City shall ensure that landscaping is included as an integral part of site and street developments through the Code's review criteria.
8. Existing agricultural uses within the community shall be maintained as an interim use until a development proposal is approved by the City.
9. Wooded areas shall be preserved to the maximum extent possible. Highest priority should be given to open space or park use with secondary priority given to other public uses which would preserve the natural features. Private developments shall be encouraged to preserve these areas through the City's development standards.
10. Slopes over 25 percent should be preserved in a natural state as protection against erosion hazards.
11. The City shall cooperate with other units of government in coordinating open space areas and needs within the community with those planned in the surrounding region.

SECTION 9.800 GROWTH MANAGEMENT

The primary **Statewide Planning Goals** (Goals) related to this Section of the Plan are **Goals 5, 7, 13 and 14**, although Goals 5 and 7 are also included in Section 9.200, Environment.

The Growth Management Element of the Plan builds on the data in all the other plan elements to provide the basic framework for future development in the Turner area. It addresses the basic issues of growth and urbanization, and responds to **Statewide Planning Goal 14**: "To provide for an orderly and efficient transition from rural to urban land uses".

As an introduction to the growth issues and needs of the Turner area, this Element begins with a brief historical profile which responds in part to **Goal 5, Historic Resources**. Subsequent sections address the overall pattern of development in the Turner area and the issues posed by urban growth.

Goal 7, Areas Subject to Natural Disasters and Hazards reads: "To protect life and property from natural disasters and hazards." Developments subject to damage or that could result in loss of life shall not be planned nor located in known areas of natural disasters and hazards without appropriate safeguards. Plans shall be based on an inventory of known area of natural disaster and hazards.

Goal 13, Energy Conservation reads: "To conserve energy." Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

The primary focus of the Growth Management Section is to ensure an orderly and efficient conversion of land to urban use in the future. This Section of the Plan presents the overall development strategy for the lands within the City and the Turner Urban Growth Notification Area (UGNA). The growth needs of the City outlined in this element have been developed based on the background data and findings in the previous Plan Sections. The policies and recommendations of the Plan are intended to implement the Plan's overall growth strategy.

The Turner, Oregon Historic Context Statement, June 16, 1997 and the Turner, Oregon Historic Sites Survey, 1998 by Heritage Research Associates is included by reference as part of the Turner Comprehensive Plan.

SECTION 9.810 HISTORIC & CULTURAL RESOURCES

Historical Background

When the Oregon-California railroad was constructed through the state in the 1870's, officials shipped a load of construction materials to the present site of Turner, with instructions to build a station and warehouse to be known as Marion. The shipment, however, was unloaded in the wrong place some six miles farther south. When railroad

officials discovered the mistake they sent a new consignment to the original site and, after building a station, named it Turner for Henry L. Turner, an early settler and well-known pioneer of the area.

- 1843 The Turner area was occupied by the Santiam Kalapuya Indians prior to settlement of the area in 1843. The Delaney family were the first settlers. Four Donation Land Claims occupied the current City Limits.
- 1852 - Henry Turner arrived in Marion County, Oregon Territory.
- 1863 - Aumsville got its name. Flouring and grist mills were constructed in Turner area using a diverted portion of Mill Creek to furnish power for grinding stones.
- 1871- Construction of at least two general merchandise stores, two blacksmith shops, grocery, hotel, 3-story rooming house, hardware store, implement store, two livery stables, drug store, restaurant, saloon, and a bank.
- 1878 - Grains, flax, fruits and dairy products became the main farm crops. Farmland went from \$15 to \$30 an acre. The population of Turner was 70.
- 1891 - George Turner erected the Tabernacle for use by the State Convention of the Disciples of Christ. The dimensions were 110' x 160' and cost \$5,000.

The bulk of the Turner family estate was inherited by Cornelia Turner Davis, and from this fund came a donation of money and property for the Turner Memorial Home, the erection of the Christian Church, and a trust fund for operating expenses.
- 1905 - The City of Turner was incorporated on February 10, 1905. The first council meeting was held on June 3. The first electric power was furnished to the town by a generator in a local feed mill. It operated six days a week.
- 1907 - Turner was first platted.
- 1914 - A spring-fed water system was installed.
- 1916 - First volunteer fire department was organized March 1. Also, first paved streets and sidewalks. A vote of August 2 allowed Turner Telephone Company to erect poles and maintain lines within the City.
- 1930 - Turner Power and Light company ceased operation and Portland General Electric took over the electric power franchise.
- 1933 - Turner Memorial Home sponsored by the Christian Church was founded by Elmore Gilstrap. It was built for retired ministers and lay workers.

- 1938 - Eddie and Henry Ahrens, Turner sheepmen, originated the Marion County Lamb and Wool Show which was held annually at a park belonging to the railroad across the stream from the tracks. It is currently held the first Saturday in June at the elementary school grounds.
- 1939 - New volunteer fire department was organized.
- 1943 - First sawmill was owned by Herbert Snider. It changed hands until 1945 when it was bought by Burkland Lumber Company. They jumped the tracks and the little park became a lumber yard.
- 1958 - The last feed mill, owned by Ball Brothers, stopped grinding. Turner State Bank which was built in 1910 closed and became Tincknell Real Estate. Turner got its first police car in May. In June, the Turner Community Center was remodeled from an old creamery building and has since served as a meeting place for clubs and community organizations.
- 1961 - In February, Mill Creek flooded causing damage to the City.
- 1966 - In February, fire destroyed Cascade High School which had an enrollment of 500 students. Students were placed in nearby schools and community buildings were used as classrooms until the school was rebuilt.
- 1971 - On March 7, Turner celebrated its centennial year.
- 1974 - In January, Burkland Lumber Company with about 150 employees, closed down reducing its operation considerably. One-third of the water sold by the City has been sold to the mill.
- 1978 - On April 14, a new fire hall was dedicated for construction.
- 1995 - Caliber Forest Products began operation in the old Burkland Lumber Company Mill facilities employing 75 workers.
- 1996 - Substantial flooding of Mill Creek within the City.
- 1997 - Construction of a new Post Office.
- 2000 - Completion of a new municipal sewer system.

The City of Turner obtained the name of "Town of Tomorrow" because it was built later than planned. Today David Hall at Turner Memorial Home serves as a museum displaying the history that has been a vital part of Turner's community of today.

The City has adopted a Historic Preservation Overlay-District in the Turner Code to implement policies and set guidelines for the preservation of historical and cultural resources in Turner. A Historic Context Statement and Historic Site Survey was conducted in 1997 and 1998 with the assistance of the Turner Historical Society.

There are no historic or cultural resources in Turner currently classified in the Statewide Inventory of Historic Sites and Buildings although the Turner Memorial Tabernacle built in 1891 has been nominated for inclusion in the National Register of Historic Places in 1998. Presently, the State's historic and archaeological inventory is a continuous process requiring review and update at regular intervals.

There are a number of federal laws such as the National Historic Preservation Act and the National Environmental Policy Act which seek to protect historic and archaeological sites. The State also has laws, specifically Oregon Revised Statutes 273.705, 273.711 and 273.990 that require the protection of Indian burials on all lands, and historic sites and objects on all state-owned lands. Santiam Kalapuya Indians were the earliest known inhabitants of the Turner area although there are no known sites.

David Hall Museum at the Turner Memorial Home is a cultural resource to the community, and houses historical facts on Turner.

For additional information see: Turner, Oregon Historic Context Statement, June 16, 1997 and the Turner, Oregon Historic Sites Survey, 1998, Heritage Research Associates

SECTION 9.820 CHARACTERISTICS & DEVELOPMENT PATTERNS

Characteristics

Turner is a railroad town founded in 1871 when the Oregon & California Railroad passed through the area. An open Mill Race built to power early flour mills was one of the City's primary features until it was filled in the late 1900's.

Turner has a number of elements that contribute to its unique character. Turner Gap, the flanking hills, Mill Creek, the railroad and Turner Road combine to give Turner its unique setting. The area's significant aggregate resource has resulted in three gravel operations located immediately adjacent to the City and a fourth is proposed just south of the City. The Turner Memorial Tabernacle, Aldersgate Conference Center, and the Turner Retirement Home complex all contribute to the community's unique character.

Franzen Reservoir is also a significant feature, although its presence is screened from the rest of the community by its hillside location and the heavy vegetation surrounding it.

Turner is small rural community that is just beginning to make the transition to an urban development standards.

Development Patterns

~~Today Turner contains approximately 922 acres and has a 1999 resident population of 1,345 with 497 dwelling units in 422 structures.~~

Turner is organized around the north-south axis of the railroad and Third Street and Mill Creek.

Industrial development is located immediately adjacent to the railroad and the Third Street Corridor. One of the primary industrial areas is located in the downtown core area on each side of the railroad. The other area is located in the northern area of the City between Third Street and the railroad. Little new industrial development has occurred during the last planning period.

Commercial development is located immediately adjacent to the Third Street Corridor and the older downtown core area centered on Chicago Street. Commercial development has dispersed along the Third Street Corridor causing a general deterioration within the downtown core area.

Residential development is generally divided east and west by the railroad and Third Street. Residential development is characterized by single-family homes on large lots with a general dispersal of duplexes throughout the community. There are few private multi-family developments and no manufactured home parks.

Turner Retirement Homes has a significant presence in the community with housing and care facilities located in the downtown core area and in the east-side residential areas of the City.

The west residential area is centered on Fifth Street and is generally flat with flood plain impacts from Mill Creek. Properties north of Delaney Road are generally large semi-rural lots except for a new subdivision under development west of Seventh Street. The area south of Delaney is composed of smaller urban scaled lots that were part of the original platted city.

The east residential area is located in close proximity to Third Street except for the newer northeast hillside development in the Val View area. The Val View housing area has distinct characteristics due to its separation from the rest of the City and its treed hillside location. Most of the other east-side properties vary in size and development density. The most significant new housing development is located north and west of Val View Drive in the Webb and Taylor Valley Estates subdivision development.

Another identifiable area is located just southeast of the downtown core area across Mill Creek on each side of Marion Road. This area contains the Twin Oaks Cemetery, Aldersgate Convention Center, the Turner Memorial Tabernacle and a Turner Retirement Homes residential development.

SECTION 9.830 DEVELOPMENT CONSTRAINTS

Constraints on future development in Turner include economic, availability, and environmental constraints.

Economic constraints are related to Turner's location and proximity to Salem that may limit certain types commercial and industrial development.

Availability constraints include large acreage properties that are publicly and semi-publicly owned. These areas contribute to the vacant and partially vacant lands in the City but are unavailable for development. Areas include the Franzen Reservoir Property, Aldersgate Convention Center, the Turner Memorial Tabernacle, and the MAR aggregate extraction area.

The Plan includes inventories of natural hazards and development limitations within the Turner Planning Area. These inventories indicate that flooding and steep slopes with potential hillside slide areas are the primary hazards and constraints to development. Lesser problems include localized ponding, high water table and stream bank erosion problems. Development Limitations, Maps M-5 and M-6, have been prepared to guide the City's planning decisions. Plan policies and Code development standards also provide appropriate safeguards to help protect against loss of life and property from natural disasters and hazards. City is also committed to carefully reviewing and guiding development proposals on lands subject to these limitations.

Environmental constraints to development include substantial flood hazard areas, wetlands, riparian areas and steep hillsides. These are summarized below and in **Section 9.200**.

Flood Hazard

Within the planning area, one of the major constraints to development is the Mill Creek floodplain. Lands along Mill Creek and the channel to the south and portions of the central city area are subject to flood hazard (See Maps M-5 and M-6).

The City participates in the federal National Flood Insurance Program. The program seeks to provide flood insurance nationwide and encourages state and local governments to regulate development of land exposed to flood damage and to direct future construction, where practical, away from locations threatened by flood hazards. As part of this program, the City has adopted a Flood Hazard Overlay District and policies to guide new development in flood prone areas.

Topography & Slope

Excessive slopes are another development limitation within the planning area. The slopes in the east and northeast Sections of Turner often exceed 25 percent with the much of the area having slopes between 5 and 15 percent.

Areas having slopes in excess of 15 percent and in excess of 25 percent are shown on Maps M-5 and M-6. To avoid future construction problems and to provide open space amenities to the community, development of areas with slopes above 15 percent should be carefully controlled. It is possible to develop residential uses in these areas provided the slope is adequately addressed in the design and construction of a development.

The excessive slope designation is intended to be used as a guide in preparing and reviewing specific developments and as a basis for application of adequate development standards. Due to the high cost of construction and the limitations that steep slopes greater than 25 percent have, these areas have been excluded from the "Buildable Lands" inventory and are recommended for open space buffers and slope protection.

The City has adopted a Hillside Development Overlay District in the Land Use Development Code to guide development on slopes over 15 percent.

Soils & Geology

The soils and geology within the Turner planning area present additional concerns regarding the location and density of development.

The considerable groundwater movement in the Turner area occurs, caused by porous soils and the large volume of water reaching the water table. The direction of movement essentially parallels that of surface water. The water table in some places extends to within a foot or two of the soil surface. During heavy rains the water table extends to the surface and cause ponding and surface flow. Near Turner, the groundwater flows north through Turner Gap.

The characteristics of considerable groundwater movement, a high water table, excessively well drained soils over fractured bedrock may provide additional constraints to development in Turner from older failing septic systems that can be a source of groundwater contamination.

Within the Columbia River Basalt Formation, groundwater tables are perched above the valley water table. As a water bearing layer, basaltic lavas may be expected to yield low to moderate amounts of water. High yields of several hundred gallons per minute (to as much as 1000 GPM) are generally obtained in areas of waterworn, fragmented rocks. However, yields are usually in the 10 to 30 gallons per minute range.

The Development Limitations Map, M-6, indicates a setback area of 1000 feet from Franzen Reservoir for slopes draining toward the reservoir. This area has been excluded from the "Buildable Lands" inventory and is recommended for open space buffers and slope protection. This may change when the project to line and cover the reservoir is complete, estimated for 2003.

Section 9.200, Environment has a description and references to other sources for a more detailed summary of environmental constraints.

Constrained Lands

The residential buildable lands inventory in Chapter 2 of the *2021-2041 Turner Housing Needs Analysis*, Appendix 1 of the Comprehensive Plan, supersedes information in Section 9.800 about information about buildable lands in the R-1, R-2, and R-11

districts. The information about constraints and buildable land in this section is only applicable to the C-1, M-1, and MAR districts, based on information from prior analysis. When the City conducts an Economic Opportunities Analysis the remainder of this information can be replaced.

Table 9.800 A summarizes the constrained lands identified in the Land Use Inventory. ~~Of the 800 acres within City Limits, the Land Use Inventory identifies 298 acres as developed and 334 acres as vacant or partially vacant. However only 220 acres are considered "Buildable" due to environmental, economic and availability constraints.~~

~~There are 114 acres of Constrained Lands. This is 34% of the Vacant land in the City and 14% of the City's total Tax Lots.~~

~~The 169 acres contained in the MAR is excluded from the Developed or Vacant land use categories since this area will not be available until 2010 to 2020. A final Redevelopment Plan will be submitted for approved by the City when this land becomes available for development. Presently the proposed Plan anticipates a 90 acre Lake, 47 acres of residential development, 24 acres is reserved for commercial or public use and 8 acres of protective landscaped buffers.~~

**TABLE 9.800 A
LAND USE INVENTORY
FOR COMMERCIAL AND INDUSTRIAL LAND**

	CITY/UGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot acres	Tax Lot acres	R-1	R-2	R-11	C-1	M-1	MAR	
TAX LOT AREA	800.65	422.48	22.23	183.78	65.98	34.01	119.60	169.05	800.65
PERCENTAGE	65.46%	34.54%	28.51%	22.55%	8.24%	4.25%	14.94%	21.11%	100.00%
GROSS AREA	922.00	439.00							
AREA LESS MAR DISTRICT									
CITY/UGB Less MAR	631.60								
DEVELOPED LAND	297.57		117.47	83.30	33.48	26.51	36.81		297.57
	47.11%		39.48%	27.79%	11.25%	8.91%	12.37%		100.00%
VACANT LAND	334.03		110.76	100.48	32.50	7.50	82.79		334.03
	52.89%		33.16%	30.08%	9.73%	2.25%	24.79%		100.00%
Total Less MAR	631.60								631.60
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		10.64	57.53	11.01	0.15	26.76		114.09
	34.16%		16.34%	50.43%	9.45%	0.13%	23.46%		100.00%
BUILDABLE LAND	219.94		91.12	42.95	21.49	7.35	56.03		219.94
	65.84%		41.88%	19.63%	9.17%	3.34%	25.48%		100.00%
Total Vacant	334.03								334.03

Note: Information in the 2021-2041 Turner Housing Needs Analysis supersedes the information in this table about buildable residential land.

SECTION 9.840 DEVELOPMENT OPPORTUNITIES

The City has well defined areas available within the City to accommodate needed industrial and, commercial and residential expansion for the 2020 Planning Period and has maintained the Urban Growth Notification Area (UGNA) for the future long range needs of the community.

Industrial land is zoned and available for development in the southern area of the City south of Gaston Street and the Mill Creek Bypass. There are 56 developable acres within the City and there is another 77 acres available within the UGNA for future growth. The tax lots in this area are currently divided between the City and the UGNA. The City has lost 135 acres of industrially zoned land to other uses that could be replaced in the future if the remainder of these tax lots within the UGNA were brought into the City.

Commercial land is zoned for development although most of the property is in other uses except for approximately 7 vacant acres. There is an excess of commercially zoned property to accommodate Turner's needs during the planning period, although the City should seek to encourage development in the downtown core area to restore the community's center.

Residential land is described in the 2021-2041 Turner Housing Needs Analysis. is zoned and available for development within the City. However, of the 234 acres of vacant residential land, only 157 acres are buildable. Much of this land is comprised of medium sized rural parcels that could be divided to urban sized lots although this in-fill process usually develops more slowly than larger parcels that could accommodate

~~larger subdivisions. There are also a few properties within the City large enough to support large residential subdivisions. The UGNA has expansion area for future residential growth if needed that is attractive and does not utilize prime farm lands. There are 226 acres of potential residential land in the UGNA immediately adjacent to the City that could be included within the City in the future.~~

Open Space

Mill Creek and the other drainage channels together with other areas containing trees and natural vegetation offer an opportunity to provide valuable open space for the community while providing habitat protection and additional safeguards from flooding. These areas can add visual amenities and buffers that enhance developments environmentally and economically.

Planning Considerations

The primary planning consideration focuses on the orderly and efficient conversion of semi-rural lands within the City to urban development standards and the need to maintain the UGNA as a reserve for the future needs of the City.

~~The City's 1980 Turner Comprehensive Plan previously committed itself to revise the City's Urban Growth Boundary (UGB) to accommodate the needs of 3,500 people should a commitment to a sewer system be made by the time of the next Plan update. In the summer of year 2000, a sanitary sewage collection system was completed. With the introduction of municipal sanitary sewers, the City's growth potential has increased substantially over the rural capacity that was dependent upon septic system feasibility and may exceed the adopted population projection of 2,363 approved by the County and State.~~

~~Present community attitudes appear to prefer maintaining the livability of the community with a preference for larger residential lots, expanded commercial services and limited industrial development. However, growth pressures and the availability of municipal water and sewer service suggest the City should incorporate planning policies and guidelines to provide for the orderly and efficient conversion from rural lot sizes to urban lot sizes to maximize service economies.~~

~~The extent of growth and development in the Turner area depends largely upon the availability of public facilities, services and utilities; particularly municipal water and sewer. The new City Sanitary Sewer System is fully functioning in the year 2000 and is already responsible for increased residential construction.~~

~~Two factors will play an important role in Turner's future potential for growth. First is the new municipal sewer system. Second is the proximity of Turner to the City of Salem. The livability of a small rural community together with accessibility to a regional market place and employment center enhances Turner's potential for residential growth.~~

~~Water and Sewer services are dependent upon the City of Salem. The Water System is a branch of the Salem Water System and Salem provides the sewage treatment for the City's sanitary sewer collection system.~~

SECTION 9.850 PROJECTED LAND USE NEEDS

Table 9.800 B summarizes the projected land needs for Turner for the 2000-2020 Planning Period for commercial and industrial uses. The 2021-2041 Turner Housing Needs Analysis provides projected land needs for residential uses. The designation of future land uses in 2001 was based upon the findings and needs identified in all the elements of the Comprehensive Plan and citizen participation achieved through reviews during the public hearing process.

The following general criteria guided the selection of lands for future use:

1. The existing land use pattern and growth trends of the area.
2. The land ownership patterns, particularly public and semi-public, industrial and agricultural land ownerships.
3. The natural environmental constraints and opportunities, including topography, geology, soils, water resources, natural vegetation, wildlife, and air resources.
4. The accessibility of existing and proposed transportation systems.
5. The availability of existing and proposed community facilities, utilities, and services.
6. The locational suitability for each land use classification.
7. Previous planning and zoning commitments to each land use.
8. Turner's role relative to the Salem Urbanizing Area.

In addition to the criteria summarized above, there are associated needs that were also considered. These included:

- The need to accommodate long-range urban population growth requirements consistent with Statewide Planning Goals.
- The need for housing and employment opportunities consistent with the existing livability of the community.
- The need to provide for the orderly and economic provision of public facilities and services consistent with existing development patterns.

- The need to maximize efficiency of land uses within and on the fringe of the existing urban area in order to provide for orderly growth.
- The need to establish compatibility of proposed urban uses with adjacent agricultural activities and to ensure a smooth transition from rural to urban uses.
- The need to maintain an adequate supply of land for each land use to insure competitive choices in the market place and reduce land costs.
- The need to encourage economic growth in the Turner area to capitalize on underutilized human and infrastructure capabilities.
- The need to preserve buildable lands for residential use that are suitable, available and not subject to hazardous development limitations.
- The need to establish growth policies and patterns that are consistent with the growth needs and desires of the community.
- The need to retain adequate open space and recreational areas consistent with the rural character and livability of the Turner area.
- The need to include large parcels of urbanizable land that are of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services.
- The need to maintain a rural buffer between the Salem UGB and the Turner City Limits now less than a mile apart
- The need to maintain the Urban Growth Notification Area as a reserve for future growth of the community when needed.
- The need to provide industrially designated lands with railroad access of sufficient size to accommodate a diversity of possible uses with adequate space and buffers to ensure compatibility with surrounding uses.

The above criteria and needs assessment was utilized to identify the needs for ~~the six land use districts applicable to the Turner Area~~ commercial and industrial land use districts. Incremental and systematic expansion from the core area outward along existing service corridors is the preferred growth pattern and offers the greatest efficiency and economy of development.

TABLE 9.800 B
PROJECTED LAND NEEDS
FOR COMMERCIAL AND INDUSTRIAL LAND

	CITY/UGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot acres	Tax Lot acres	R-1	R-2	R-11	C-1	M-1	MAR	
TAX LOT AREA	800.65	422.48	228.23	181.78	65.98	34.01	119.60	169.05	800.65
PERCENTAGE	65.46%	34.54%	28.61%	22.65%	8.24%	4.25%	14.94%	21.11%	100.00%
GROSS AREA	922.00	439.00							
AREA LESS MAR DISTRICT									
CITY/UGB Less MAR	631.60								
DEVELOPED LAND	297.57		117.47	83.30	33.48	26.51	36.81		297.57
	47.11%		39.68%	27.69%	11.25%	8.91%	12.37%		100.00%
VACANT LAND	334.03		110.76	100.48	32.50	7.50	82.79		334.03
	52.89%		33.66%	30.68%	9.73%	2.25%	24.79%		100.00%
Total Less MAR	631.60								631.60
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		18.64	57.53	11.01	0.15	26.76		114.09
	34.16%		16.64%	50.63%	9.65%	0.13%	23.46%		100.00%
BUILDABLE LAND	219.94		92.12	42.95	21.49	7.35	56.03		219.94
	65.84%		41.68%	19.63%	9.77%	3.34%	25.48%		100.00%
Total Vacant	334.03								334.03
PROJECTED LAND NEEDS									
NEED BASIS									
2020 Population Land Needs	99.00		40.00	40.00	19.00	34.01	56.03		
Projected Housing Distribution			40.00%	40.00%	20.00%				
2020 NEEDED LAND			-52.2	-2.05	-2.19	0.00	0.00		
In excess of City Buildable Lands									

Note: Information in the *2021-2041 Turner Housing Needs Analysis* supersedes the information in this table about projected land need.

It is evident from the needs analysis summarized in **Table 9.800 B** that additional residential, commercial and industrial land is not needed at this time to support the City's growth projections to the year 2020. However, it is important to maintain the UGNA as a reserve area to accommodate the long-range growth needs of the City.

Each of the City's land use district needs are discussed in detail in **Section 9.530, Projected Land Use Needs**.

Residential Acreage Needs

Table 9.800 B identifies 99 acres needed for residential growth based upon the Coordinated Population Projections approved by Marion County. Based upon the Coordinated Population Projections, the following distribution of needed land is less than the available land within the Turner City Limits:

R-1 Single-family 40 acres Less 92 available acres an excess of 52 acres
 R-2 Single-family 40 acres Less 43 available acres an excess of 3 acres
 R-11 Multi-family 19 acres Less 2 available acres an excess of 2 acres

Commercial Acreage Needs

There is no anticipated need for additional designated commercial land during the planning period. What is needed, is an emphasis on downtown renewal to attract additional commercial uses to the downtown core area to revitalize the community.

Industrial Acreage Needs

The City has 56 acres of developable industrial land within the City Limits and there is an opportunity to add 77 acres to the City's industrial land inventory in the southern UGNA area if needed in the future. Future Inclusion of the industrial UGNA could consolidate the existing split Tax Lots and provide a contiguous industrial park that is appropriately located relative to the railroad and the rest of the community.

Public/Institutional Acreage Needs

Additional public and semi-public area growth needs appears somewhat limited at this time. However, growth of public areas will be accommodated within the other land use districts as conditional uses as needs arise. Therefore, there is no need for additional designated public lands.

Based upon the Coordinated Population Projections, there is no need at this time for additional residential land, commercial land or industrial land during the 2020 Planning Period.

SECTION 9.860 TURNER URBAN GROWTH STRATEGY

The City of Turner does not have an Urban Growth Boundary (UGB) beyond the City Limits and there is no identified need to expand the boundary during the planning period unless growth exceeds the coordinated population projections.

Turner Urban Growth Boundary History

The 1979 Turner Comprehensive Plan projected a need for an Urban Growth Boundary (UGB) encompassing all the acreage within the City Limits plus an additional 555 acres based upon a year 2000 population projection of 3,500 people under the assumption that a sewer system would be implemented. A sewer system was not provided and the Comprehensive Plan was revised to reflect the needs of the City continuing to utilize on-site septic systems with a year 2000 projected population of 1,710 people.

In 1988 the City of Turner and Marion County amended their Comprehensive Plans and the Turner Urban Growth Boundary to include an additional 110 acres into the Turner Urban Growth Boundary. The County Light Industry-Limited Use Zone was applied to this 110 acres. See City of Turner Ordinance 88-103, November 10, 1988.

See Marion County Ordinance 808, Case No. ZC/CP 88-10.

This area has since been annexed into the City as the MAR Overlay District

Turner Urban Growth Notification Area (UGNA)

An Urban Growth Notification Area (UGNA) or area of Special Mutual Concern was established in 1982 in cooperation with Marion County replacing the 1980 Turner UGB.

The UGNA contains 439 acres that were removed from the original Turner UGB because it was determined that the removed area would not be needed for the City's future growth without a municipal sanitary sewer system. Although the City of Turner adopted a Plan based upon the needs of a non-sewered population of 1,710 people, provisions were made to preserve the previous Turner UGB as an Urban Growth Notification Area based upon the following conditions:

1. The City committed itself to investigating alternative means for the collection, treatment and disposal of sewage;
2. The City will utilize a design population of 3,500 persons for sewer system planning purposes;
3. The City committed itself to revise the Comprehensive Plan to accommodate the needs of 3,500 people should a sewer system be provided by the time of the next Plan update.
4. The Comprehensive Plan would maintain a potentially urbanizable area (UGNA) between the City Limits and the original UGB to accommodate the needs of 3,500 people.

In order to effectively plan for increased growth with a municipal sewer system, the City and Marion County agreed to the designation of the **Urban Growth Notification Area (UGNA)** in lieu of the previous UGB. The UGNA is identified as the area that would be needed to accommodate the future urban growth needs of the community by the City of Turner and Marion County.

The area within the UGNA is under the jurisdiction of Marion County, but may be included within an Urban Growth Boundary when a need can be justified according to statewide planning criteria. The 2021 Turner Comprehensive Plan and UGB Amendment Justification and Findings document justifies an expansion into the UGNA. Until such time, the area within the UGNA is to be regarded as potentially urbanizable by Marion County. Marion County will forward notification of development action proposals to the City of Turner for review and comment. The county will review such proposals in the light of the City's comments and will ensure that development actions do not occur which would hinder future urban development. The procedure for notification and decision-making within the UGNA are contained in an intergovernmental agreement adopted by the City and Marion County.

In order to convert any part of the UGNA to an Urban Growth Boundary or to annex any portion of the UGNA, the City and County must comply with Statewide Planning Goal 14.

Statewide Planning Goal 14 reads: "to provide for an orderly and efficient transition from rural to urban land use". Urban Growth Boundaries shall be established to identify and separate urbanizable land from rural land.

An Urban Growth Boundary is a boundary which is intended for application in the urban-rural fringe, or the area surrounding a city that contains urbanizable lands that are:

1. Determined to be necessary and suitable for future urban uses;
2. Can be served by urban services and facilities; and
3. Are needed for the expansion of an urban area.

According to **Goal 14**, establishment or change of the boundary shall be based upon consideration of the following factors.

1. Efficient accommodation of identified land needs;
2. Orderly and economic provision of public facilities and services;
3. Comparative environmental, energy, economic and social consequences; and
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

- ~~1. Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals.~~
- ~~2. Need for housing, employment opportunities and livability.~~
- ~~3. Orderly and economic provision for public facilities and services.~~
- ~~4. Maximum efficiency of land uses within and on the fringe of the existing urban area.~~
- ~~5. Environmental, energy, economic and social consequences.~~
- ~~6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class IV being the lowest priority.~~
- ~~7. Compatibility of the proposed urban uses with nearby agricultural activities.~~

City/County Coordination & Cooperation

Statewide Planning Goals require that planning for areas adjacent to a city be a cooperative process between the City and County. Accordingly, the City of Turner and Marion County have established a Turner Urban Growth Notification Area as an area of mutual interest requiring City and County planning coordination.

The **City/County Management Agreement** specifies the procedures and standards for future management of the Urban Growth Notification Area outside the City Limits.

The Urban Growth Notification Area and the City/County Agreement address the needs, opportunities and constraints to growth within the Turner area.

Growth Management

The growth of the City is a natural process that results from an increasing population and the associated urban services needed to support that population. The manner in which a city grows is important because it reflects the shape, form and character of the community.

Growth should seek to contribute to a city's livability and environment rather than detract from it. Orderly urban growth within the City should yield an urban pattern that avoids areas of critical environmental concern while accommodating the needs of its citizens. The logical progression for growth in a community is from the core area outward so efficient and economical extension of public facilities and services is phased and coordinated with the need for additional land.

The City exists to serve its residents and, consequently, is the logical provider of public facilities and services. The City should have a strong voice in the decision-making process that regulates the use of land within and adjacent to the city. In fairness to existing residents of the community, the City should strive to improve the services within its bounds before considering extensions into areas outside of the City. In this respect the funding needed for construction of improvements to local public facilities becomes a critical issue. This indicates the need for advanced planning to coordinate the orderly development of capital improvements in the City. A Capital Improvements Program (CIP) is a method of prioritizing necessary capital improvements.

The underlying growth management strategy focuses on the current ability of the City to adequately support future development without detracting from the community's livability.

It is the objective of the City's Growth Management Strategy for Turner to encourage urban development and the conversion of rural land to urban uses in such a way that the expansion of public facilities and services can be accomplished in a fiscally sound manner, while still providing required City services on an equitable basis to all residents.

The question of funding, as well as who is paying for the costs of improvements to the service system, is one that bears considerable attention. A city of Turner's size does not possess the revenue to make many of the necessary improvements to its systems and therefore requires the help of outside funding sources. On the other hand, new construction and improvements to facilities that are the result of new development in the community should be borne by the new developments for reasons of equity and user benefit.

Comprehensive Plan & Zoning Map

~~The Comprehensive Plan Map includes 922 gross acres within the existing City Limits and an additional 439 gross acres within the UGNA for a total area of approximately 1,361 acres.~~

The Comprehensive Plan Map is often thought of as "The Plan". Although a key component of the Comprehensive Plan, the Plan Map is only one part of the plan. The Plan is composed of information and goals and policies as well as a map. It is the interrelationship of these components that gives the map its significance. The Plan Map describes the intended urban land use for all lands within the City of Turner in terms of the plan designations explained below.

The Plan Map is also the City's Zoning Map. Zoning is the specific land use designations together with the development standards that apply within the City that implement the long-range goals and policies of the Plan through the Land Use Code.

The Comprehensive Plan Map identifies the various land use designations that apply in the City of Turner. . A brief description of the land use designation for each land use district in the City follows.

Residential designations identifies areas for single-family detached housing, single-family attached, manufactured housing and multiple-family housing. Residential land use and zoning designations that apply in the City of Turner include the following for single-family detached housing:

Single-Family Residential District R-1	(<u>418</u> ,000 sf minimum lot size.)
Single-Family Residential District R-2	(<u>7,56</u> ,000 sf minimum lot size.)
Multiple-Family Residential District R-11	(<u>5,2,50</u> 00 sf minimum lot size.)

Industrial designations identifies areas for industrial development. Land designated for industrial use reflects consideration of parcel size, topography, existing and surrounding land uses, and access to highway and rail transportation. Industrial land use and zoning designations that apply in the City of Turner include:

General Industrial District M-1

Commercial designations identifies areas for commercial development. Land designated for commercial use reflects consideration of parcel size, adjacency to primary transportation routes and access to the community. Commercial land use and zoning designations that apply in the City of Turner include:

General Commercial C-1

Public and Semi-public land is accommodated within all other designated land use districts and does not have a specific land use designation.

Turner's Growth Management Strategy is a dynamic process. It is a continuing on-going process that must be reviewed and periodically updated to meet the changing needs of the community.

SECTION 9.870 ENERGY

Energy may not traditionally be considered an aspect of a City's economy, however, the growing energy shortage, coupled with increasing demand and the resultant cost increases for energy, impact the economic future of a community. This element looks at energy impacts on Turner and identifies various energy conservation measures, as well as energy conservation programs available to Turner's residents.

As the United States enters a future of increasing energy shortage, a local comprehensive plan must consider the topic of energy. Turner's current status as a bedroom community could place the City in a vulnerable position as future energy prices increase. A reduction in petroleum, or major price increases, could affect Turner's citizens by increasing cost to access employment and market opportunities outside of the community.

The Comprehensive Plan promotes energy conservation through various techniques. Some techniques include the use of efficient land use patterns, encouraging effective housing rehabilitation and construction controls, and formulating energy efficient transportation policies, such as those encouraging bike paths, carpools and pedestrian travel.

The greatest potential for the consumer to conserve energy is through measures such as the use of energy efficient appliances, better management of home energy uses, home improvement programs and the recycling of domestic waste products. The consumer can also greatly reduce home heating and cooling bills through improved home insulation.

In recent years, federal and state legislation together with the utility companies have provided incentives for energy conservation. Turner obtains natural gas through the Northwest Natural Gas Company and electricity from Portland General Electric. The following items are some recommended measures that can be taken by the homeowner to reduce energy consumption.

1. More than 70% of the average Oregon household's energy expense (excluding transportation) is for space heating. Water heating is another major energy user. Lowering of the thermostats of both appliances, or the use of semi-automatic thermostat setbacks can help cut back on energy demand.
2. Insulation installed in ceilings, exterior walls, heated basements or crawl spaces, around heating ducts and water heaters in unheated spaces.
3. Weatherproofing windows and doors, including weather-stripping, double glazing windows, and installing storm windows and doors.

4. Furnace improvements, replacement of old burner units with more efficient ones, the use of forced air units, chimney heat recovery devices, automatic furnace flue dampers and heat pumps.
5. Fireplace improvements such as outside air inlets, glass screens, fireplace grates and flue heat exchangers.
6. Ground cover, usually consisting of plastic sheets under the house in crawl spaces.

All the above actions qualify for and meet state guidelines for insulation programs eligible for refunds, tax credits, and loans for home insulation projects.

The federal government also has various programs operating under different agencies, that subsidize energy conservation measures.

Anyone interested in applying for any of these programs, either at the state or federal level, should contact the Oregon Department of Energy for additional information.

SECTION 9.890 GROWTH MANAGEMENT GOALS & POLICIES**GOALS & OBJECTIVES:**

1. To preserve the historic resources and other places of special significance in the Turner area.
2. To ensure a high quality of livability within the community.
3. To provide an orderly and efficient transition from rural to urban land use.
4. To provide conservation and development policies for the orderly and efficient development of the community.
5. To provide adequate land to accommodate the anticipated growth needs of the City.
6. To protect life and property from natural disasters and hazards.
7. To ensure that the overall plan, policies and recommendations help conserve energy.

POLICIES & RECOMMENDATIONS**Historic and Cultural Resources**

1. Significant historical, archaeological, cultural and other areas of local significance, including structures, objects and sites should be preserved.
2. The City should encourage suitable signs to indicate places of historic interest.
3. The City shall cooperate and assist agencies, organizations or groups in preserving places of historic, cultural, or special significance to the Turner area.
4. The City is aware of the potential for prehistoric archaeological sites along the banks of Mill Creek and protective measures will be taken if and when resources are discovered.

Environmental Quality

1. The City shall require development proposals within its jurisdiction to identify potential impacts on the air, water, and land resources of the area and shall ensure that proposals are within the safe carrying capacity of the environment through the City's project review procedures.
2. The City shall encourage quality in the design of places and buildings that is responsive to the needs of the people and the opportunities and constraints of the natural environment

3. Landscaping shall be included as an integral part of site and street developments.
4. The City shall require protection of natural drainage channels and natural vegetation resources and require maintenance of them as an open space resource, wherever possible.

Public Facilities Capability

1. The City shall maintain a water and sewage collection system plan to identify potential growth areas and impacts as part of the City's phased growth program.
2. A long range financial capital improvement program shall be developed and maintained by the City to provide for the systematic expansion of needed community facilities, utilities and services in an efficient and coordinated manner.
3. The City shall ensure that development proposals within its jurisdiction identify needed public facilities as part of the City's project review procedures.
4. The City shall require development projects to bear the cost of needed public facilities unless otherwise approved by the City.

Growth Management

1. Property lines are utilized to clearly identify boundaries unless physical features or parcel size require deviation. Future boundary amendments shall also utilize property lines whenever possible to facilitate management and site development procedures.
2. Prime agricultural lands outside the Urban Growth Notification Area should be preserved as an irreplaceable natural and economic resource.
3. Future extension of the City should occur in non-agricultural or marginal agricultural areas rather than into prime agricultural lands.
4. The City shall request Marion County to maintain lands adjacent to the City in large acreage parcels until urban conversion is approved by the City.
5. Farm lands with the Urban Growth Notification Area shall be maintained until urban conversion is approved by the City.
6. The expansion of development into farm areas shall only occur as part of an urban service extension plan.
7. Urbanized development or annexation requests outside of the City shall be considered a request for an amendment to the Urban Growth Notification Area Agreement and shall follow the procedures and requirements of Statewide Goals 2 and 14.

8. The city and county shall utilize a joint management program and agreement for administration of land developments within the Urban Growth Notification Area.
9. The City shall ensure an orderly and efficient transition from rural to urban land use within the Urban Growth Notification Area through the adopted management agreement.
10. In urbanizable areas outside the City limits, delayed annexation developments shall comply with city development standards and project review procedures in accordance with the adopted urban growth management agreement.
11. Future expansion of the City shall maintain a separation of at least 1,000 feet from the Salem-Keizer UGB.

Annexations

1. Future annexations to the City shall be in accordance with the planned provision of public facilities and the growth needs of the community.
2. The City shall annex land only within the Urban Growth Notification Area on the basis of findings that support the need for additional developable land in order to maintain an orderly growth pattern within the City's service capability.
3. The City shall not consider annexation requests unless the area is within the City's public facility service capability.
4. Unless otherwise approved by the City, specific development proposals shall be required for annexation requests on vacant land adjacent to the City to insure completion in conformance with a plan approved by the City.
5. All Turner annexations require a vote of the people in accordance with the City Charter.

Phased Growth

1. The City shall utilize a coordinated phased growth strategy based upon the ability to provide needed urban services.
2. The extension and improvement of urban services, particularly water and sewer services, and transportation facilities shall be undertaken in a phased coordinated manner.
3. Public facilities and transportation networks shall contribute to an efficient framework for community development

4. Before building, rezoning, or annexation requests are approved, the City shall ensure that development proposals are within the City's service capability and the carrying capacity of the area's environmental resources.

Implementation

1. UGB expansion and major annexations to the City of Turner should be discouraged until most of the City's suitable vacant land is utilized.
2. To promote an orderly, efficient, and economic pattern of growth, urban services should be extended to urbanizable lands only upon annexation to the City.
3. The City shall allow no extension of urban land development or city water and sewer services beyond the City until annexation.
4. Only land with immediate access to urban services or land serviceable within a reasonable length of time, should be considered for annexation.
5. Any application for annexation shall include a Financial Impact Statement that includes as a minimum; estimated costs for infrastructure investments necessary to serve the proposed annexation, identifies the source of funds for all such investments, and evaluates operating costs against estimated revenue for each infrastructure system impacted.
6. Establish an Urban Growth Management Strategy that supports the goals and policies of the Comprehensive Plan to guide growth and long-term public facility planning.
7. Land within the Urban Growth Notification Area shall be considered available over time for urban uses.
8. The City shall encourage infill of developed areas within the City and coordinated expansion of the UGB into the Urban Growth Notification Area as needed.
9. Conversion to urban uses shall be based on the ability to provide orderly and economic public facilities and services, the availability of sufficient land for the various uses to insure choices in the market place, the applicable Statewide Planning Goals and encouragement of development within urban areas before conversion within the Urban Growth Notification Area.
10. The City will cooperate with Marion County regarding decisions within the Urban Growth Notification Area. The City will look first to the UGNA should an expansion of the UGB or City Limits be justified.

Natural Hazards

1. In areas having potential development limitations, the City shall require design and construction engineering to reduce the potential hazard to life and property.

2. The City shall maintain information on known development limitations.
3. The City shall limit uses within identified natural hazard areas to those that can sustain the potential impacts without loss of life or property, such as agriculture, parks or open space.
4. The City shall maintain and enforce development standards and review procedures within the Code for identified natural hazard areas.
5. All buildings shall comply with the 100 year floodplain requirements as specified by HUD for eligibility in the Federal Flood Insurance Program.
6. To protect the area of Mill Creek, no building or development shall occur in the floodway.
7. The City shall not permit new development to obstruct the flow of a natural drainageway.

Land Capability

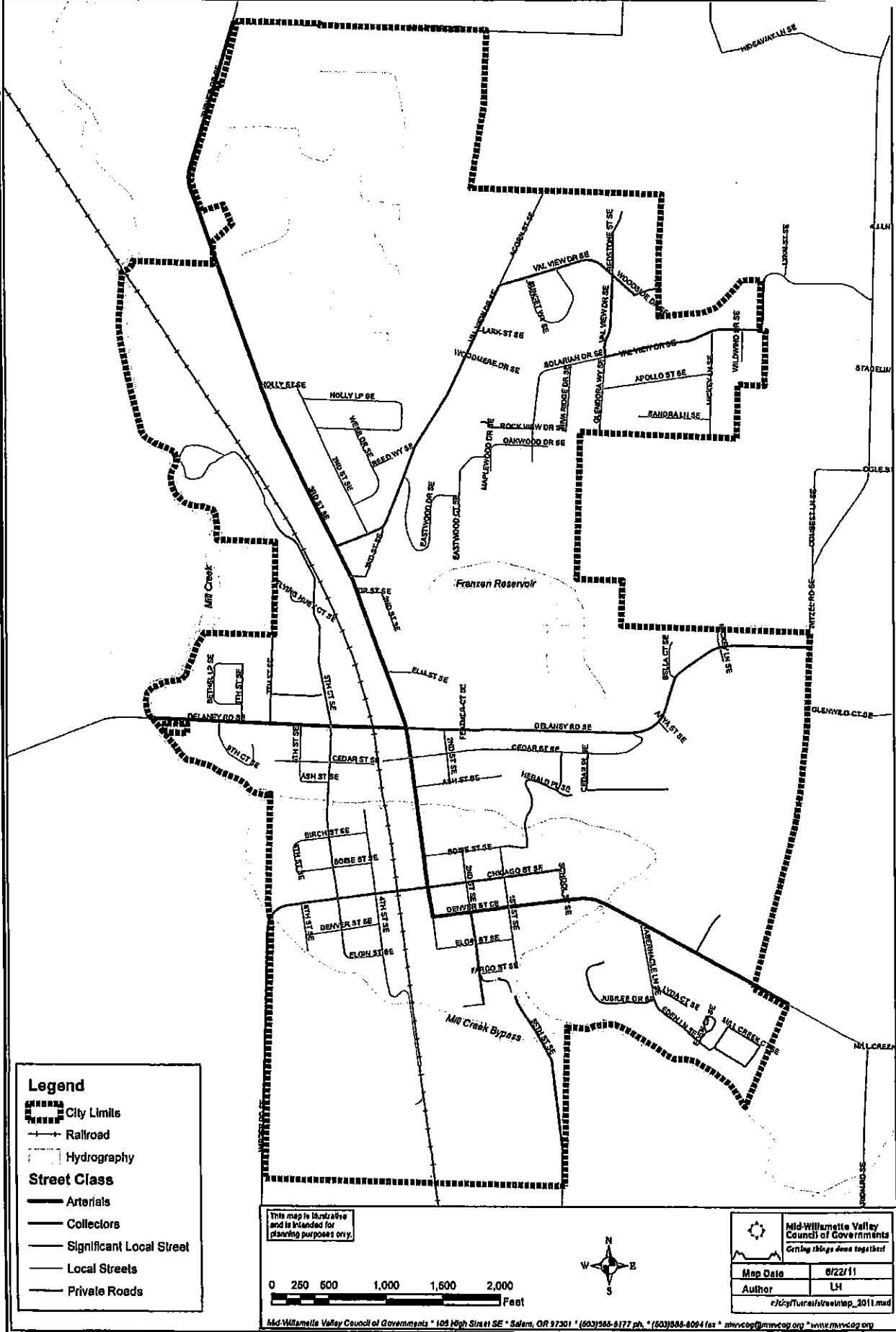
1. The City shall utilize the USDA Soil Survey and Department of Environmental Quality criteria for general soils information impacting land planning.
2. The City may prohibit certain uses or require that mitigation measures be implemented for proposed land use on soils having severe limitations for that use.
3. The City may enact an ordinance to control erosion and sedimentation resulting from development and public and private roadway construction.
4. The City shall require construction permits to contain provisions to protect sites from erosion and sedimentation resulting from development and roadway construction.
5. The City shall apply Hillside Development conditions to guide development on lands having over fifteen percent slope.

Energy

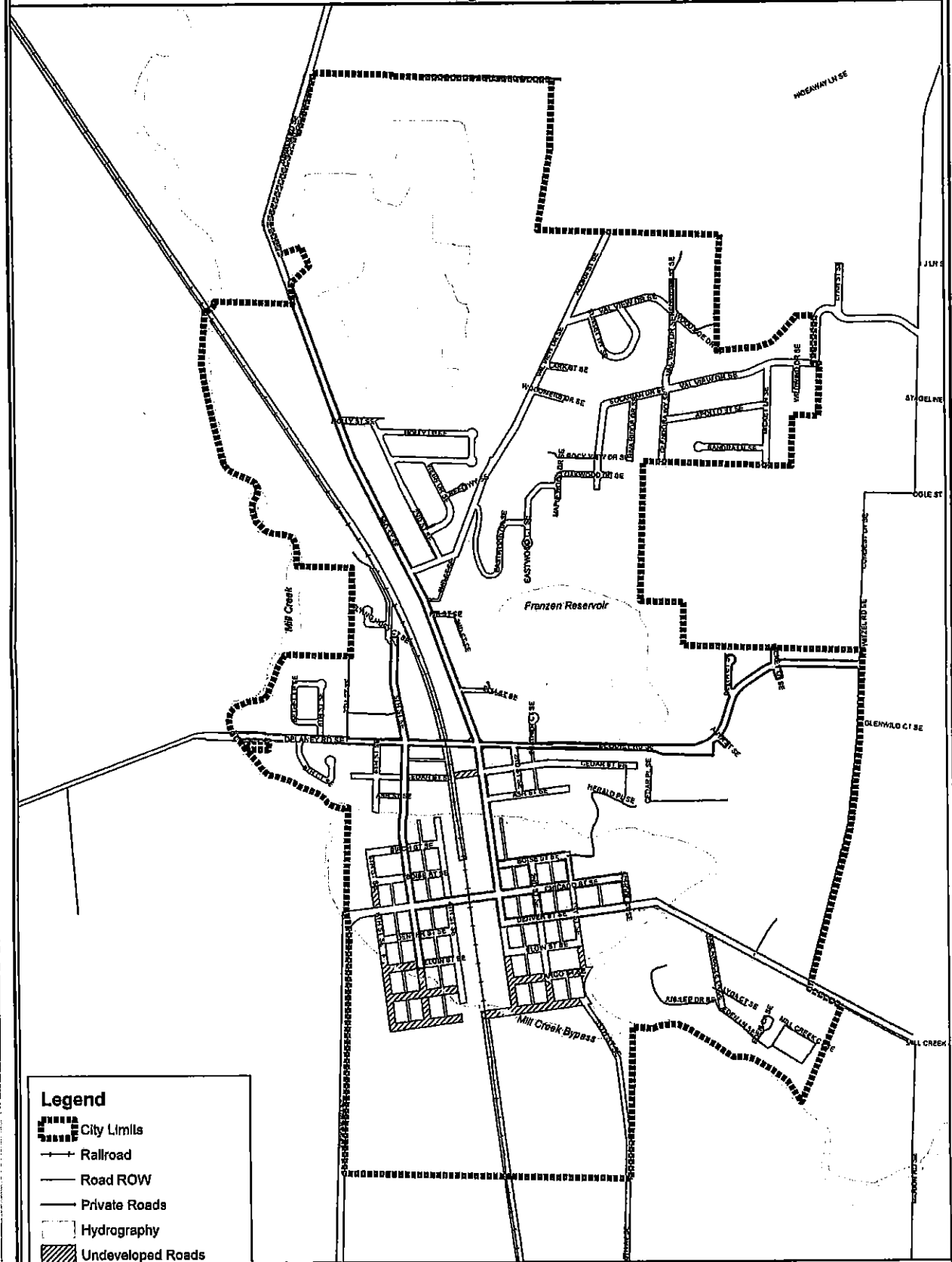
1. The City of Turner shall encourage energy conservation measures and energy efficiency for all development proposals.
2. The City shall seek and support energy conservation and efficiency programs including:
 - a. Utilization of alternative energy sources, such as solar energy. -
 - b. Energy efficient solar orientation and site development standards
 - c. Energy impact statements for all major developments.

3. The City supports alternative modes of transportation to the automobile, including the development of mass transit and the provision of walkways and bikeways to reduce transportation and energy costs.
4. The City supports insulation and weatherization of existing homes and encourages energy conservation measures in new construction.
5. The City shall include energy conservation as part of its project review criteria.

City of Turner Street System, 2011



City of Turner Pedestrian and Bicycle Map



Legend

- City Limits
- Railroad
- Road ROW
- Private Roads
- Hydrography
- Undeveloped Roads

Bicycle & Pedestrian Facilities

- Bike Lane and Sidewalk
- Shoulder Bikeway
- Sidewalk

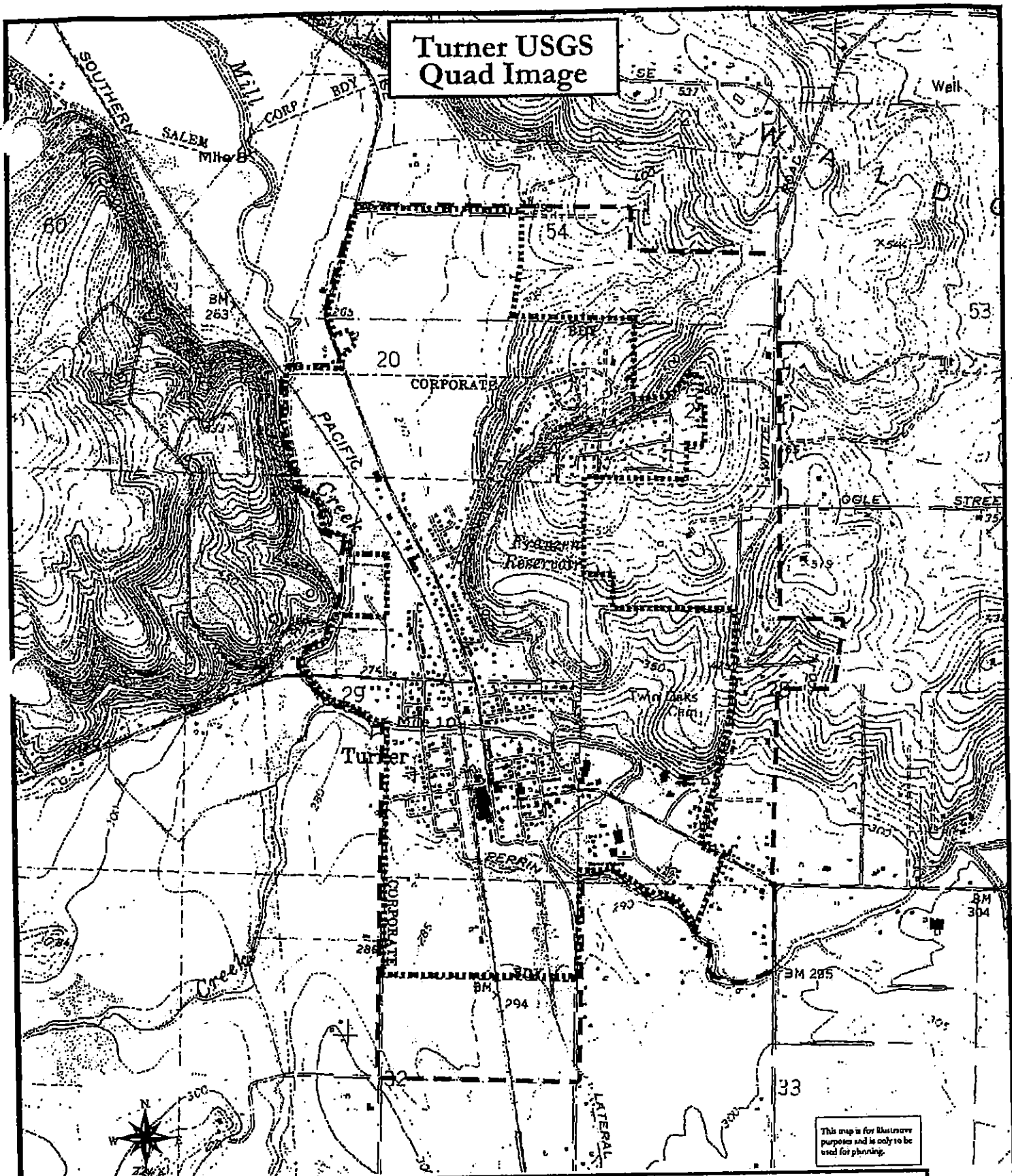
This map is illustrative and is intended for planning purposes only.



Mid-Willamette Valley Council of Governments <i>Getting things done together</i>	
Map Date	6/21/11
Author	LH
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Turner USGS Quad Image



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

Title: **City of Turner
USGS Quad Image (M-3)**




Prepared by:
Mid-Willamette Valley Council of Governments

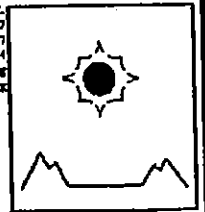
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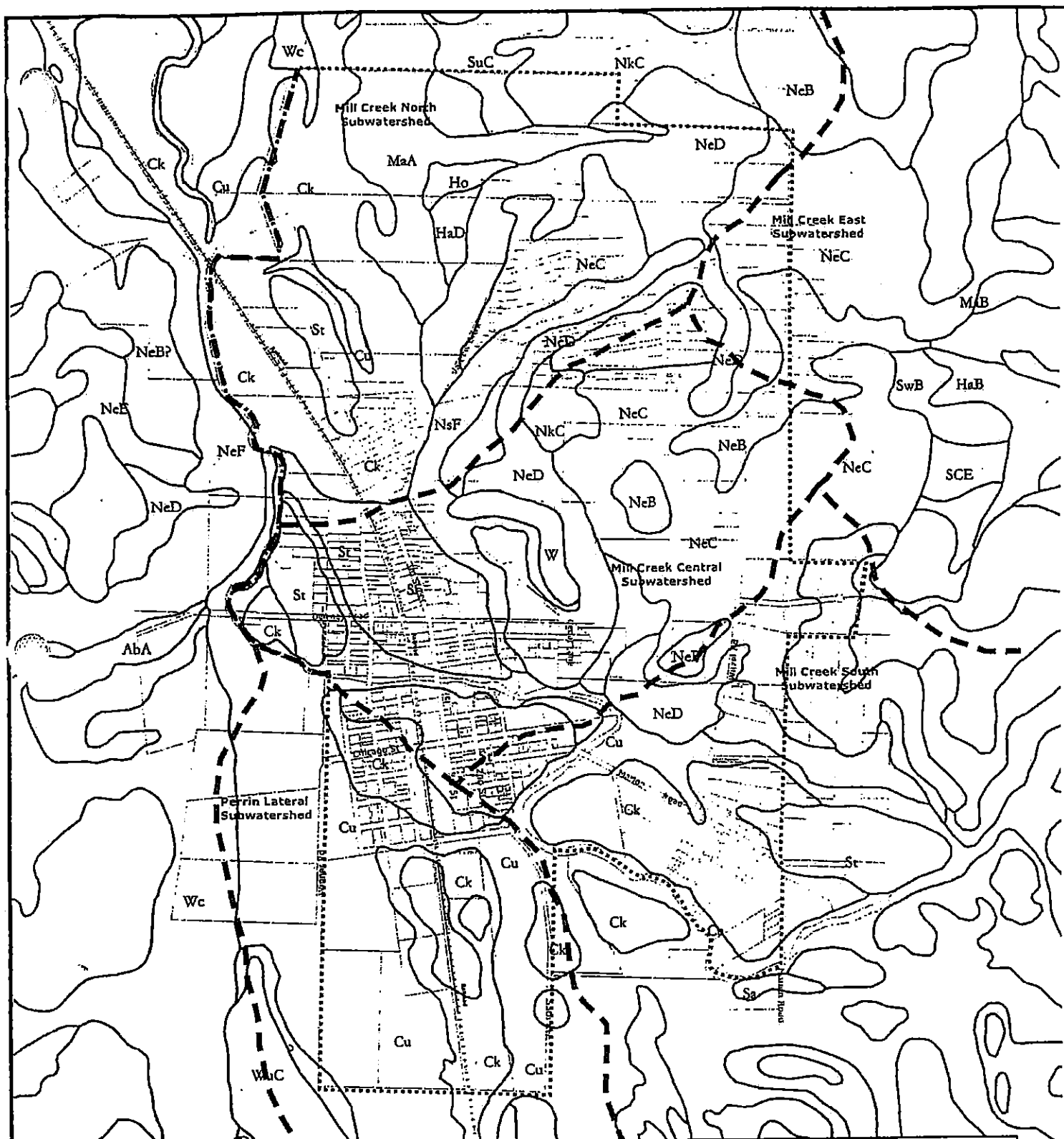
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11x17 layout

The Mid-Willamette Valley
Council of Governments

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 Urban Growth Notification Area
 City Limits
 Urban Growth Boundary





Title: City of Turner
UGNA Soils Map (M-4)

Prepared by:
Mid-Willamette Valley Council of Governments

Created by: AJW Date: November 12, 1999 Revision: 1

Filename:
n:\common\naturalres\wetlands\turn_jw\maps.apr

Figure 8. Soils Map of Turner UGNA 8.3x11 Format - Rev 1

Study Area
Subwatershed Basins
Railroads
Soils

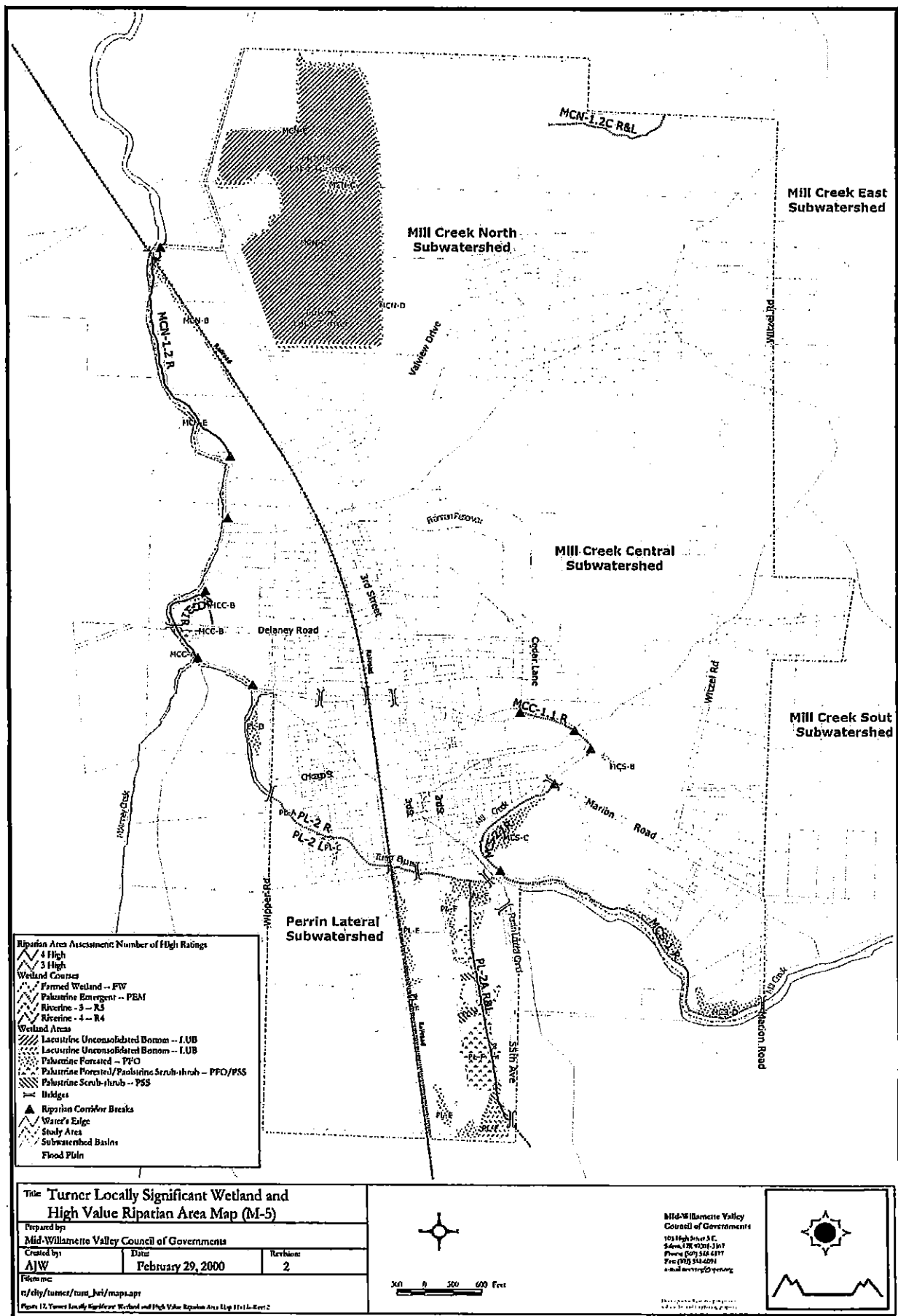


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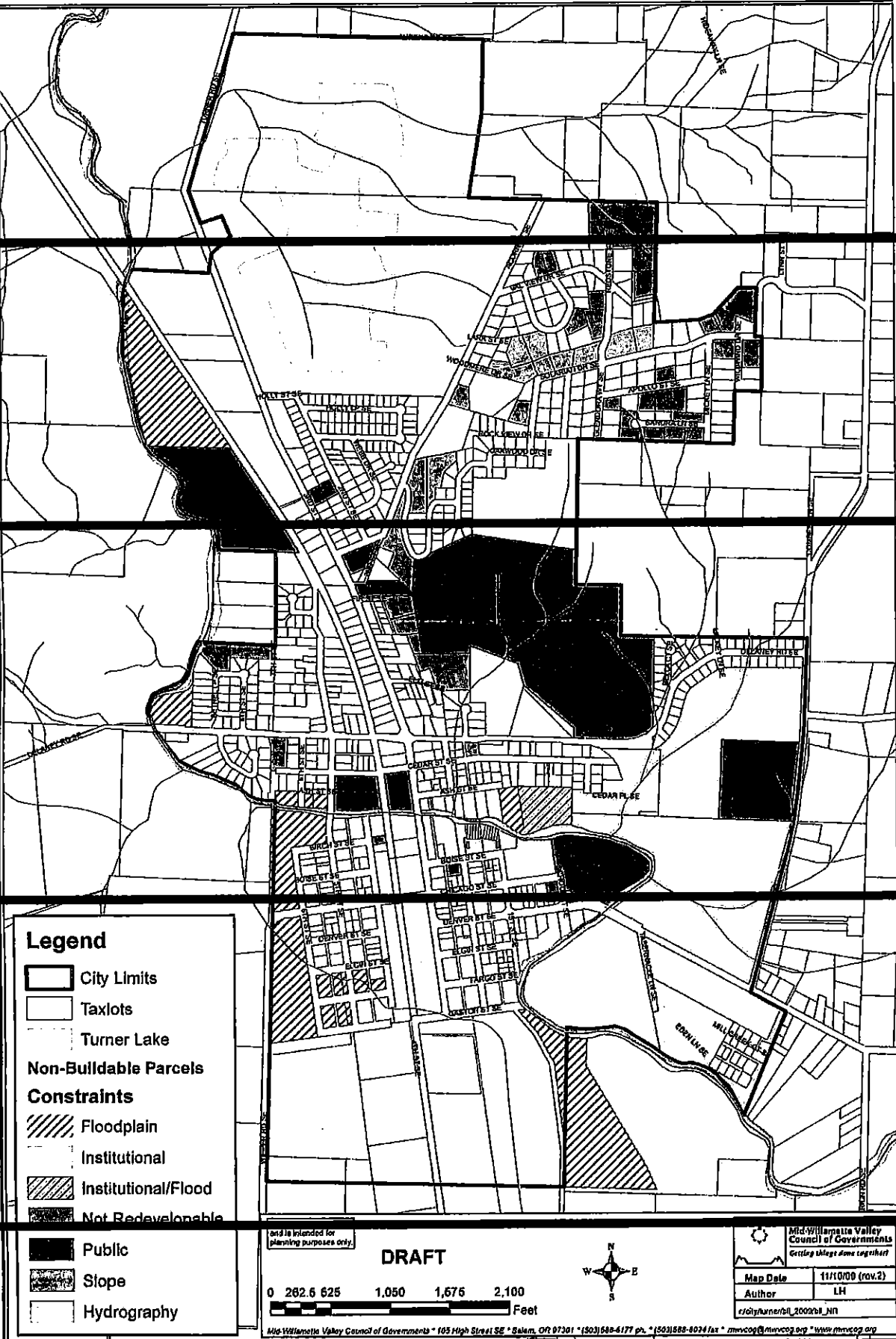
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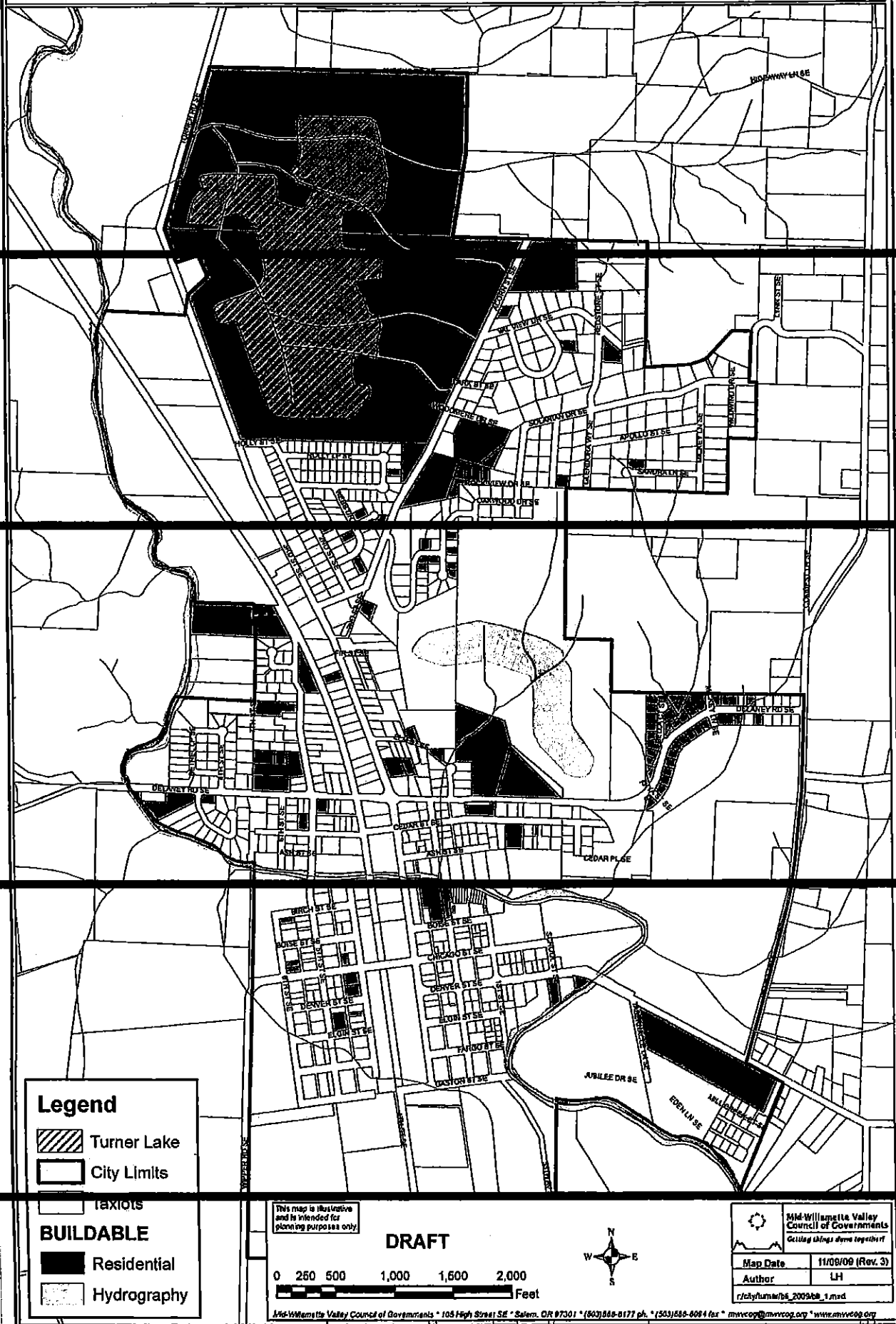
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and is not to be used for planning purposes.



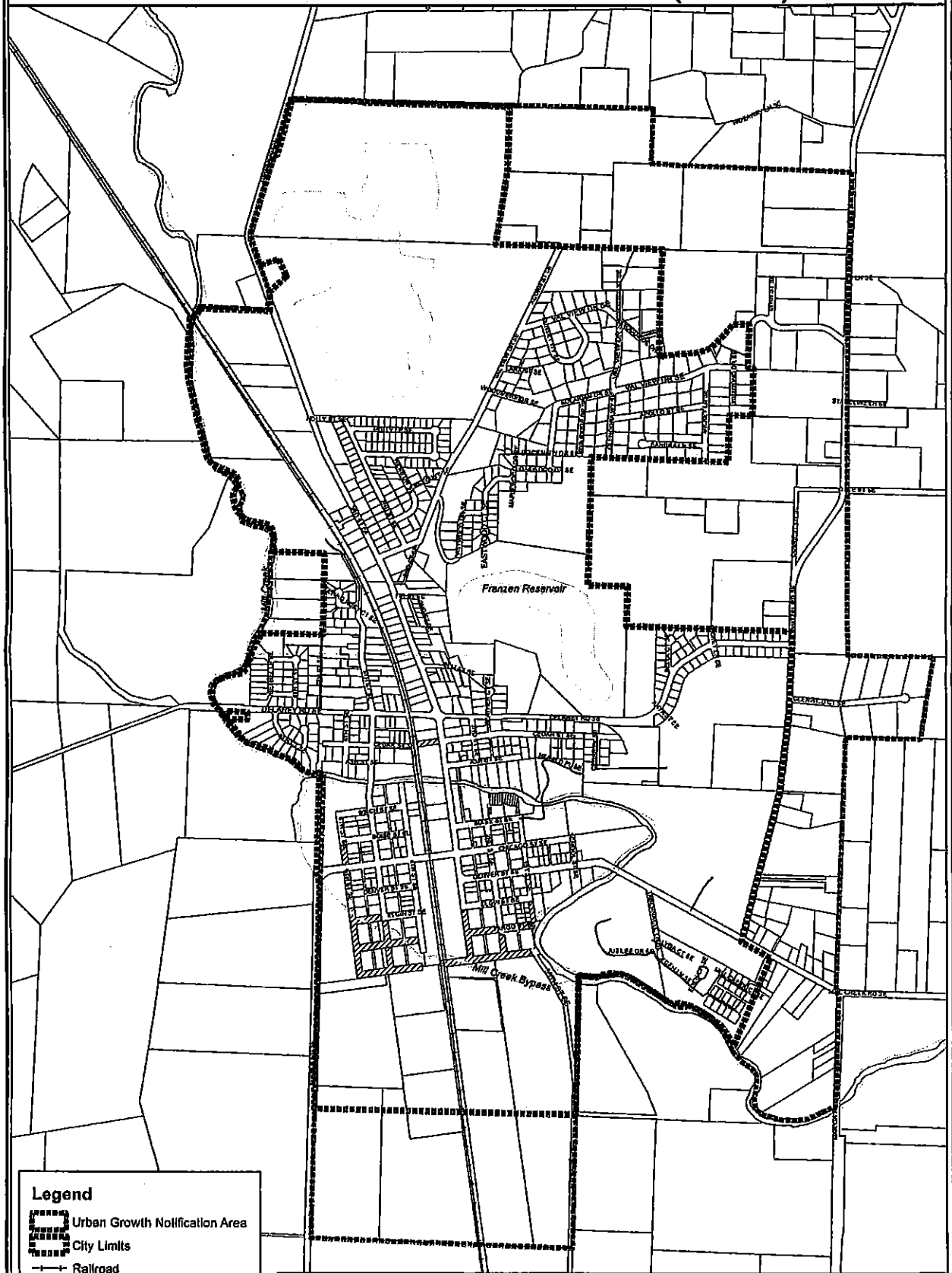
Turner Non-Buildable Lands and Constraints



Turner Buildable Residential Lands



City of Turner City Limits and Urban Growth Notification Area (UGNA)



Legend

- Urban Growth Notification Area
- City Limits
- Railroad
- Private Roads
- Taxlots
- Hydrography
- Undeveloped Roads

This map is illustrative and is intended for planning purposes only.

0 312.5 625 1,250 1,875 2,500 Feet

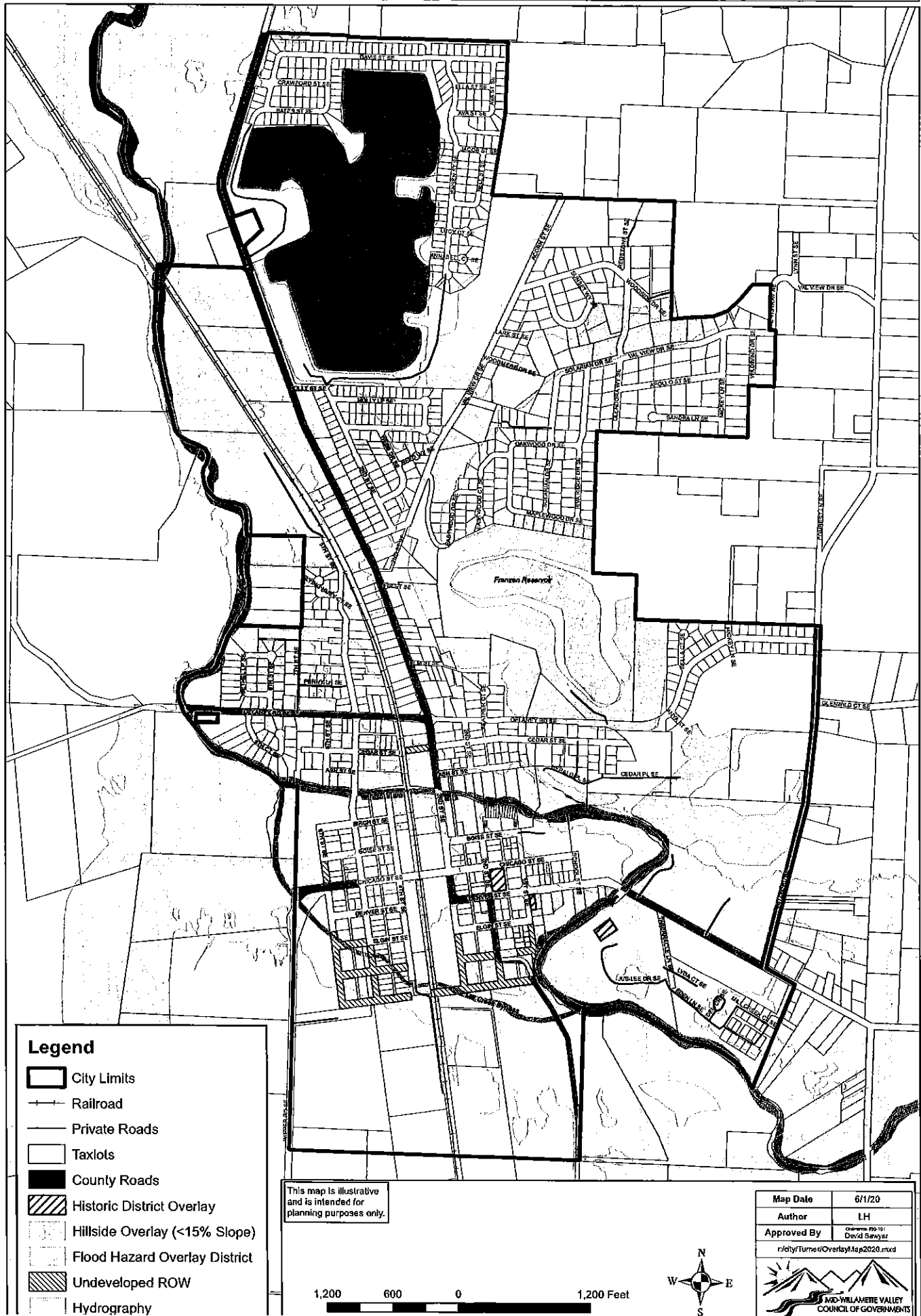


Mid-Willamette Valley Council of Governments
Getting things done together

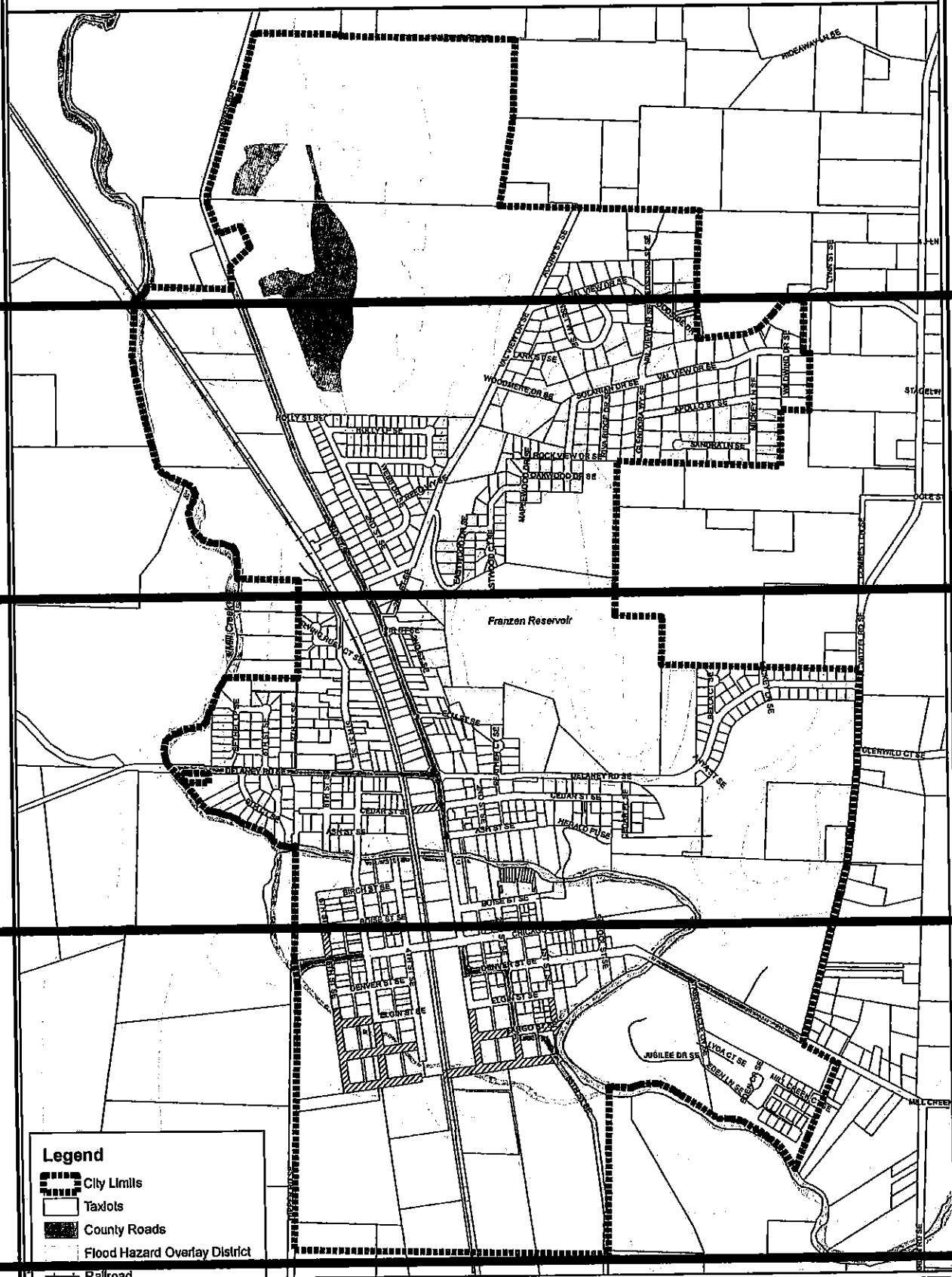
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Author	LH
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City of Turner Development Overlay Districts, 2020



City of Turner Development Overlay Districts



Legend

- City Limits
- Taxlots
- County Roads
- Flood Hazard Overlay District
- Railroad
- Private Roads
- Undeveloped Roads
- Hydrography
- Hillside Overlay (>15% Slope)

This map is illustrative
and is intended for
planning purposes only.




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Feet



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Map Date	08/04/10
Author	LH
<i>cityturnerdevelopmentmap.mxd</i>	

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Sources: MWVCOG, Marion County, City of Turner, ECONW, DOGAMI, FEMA, OrGEO, USFWS

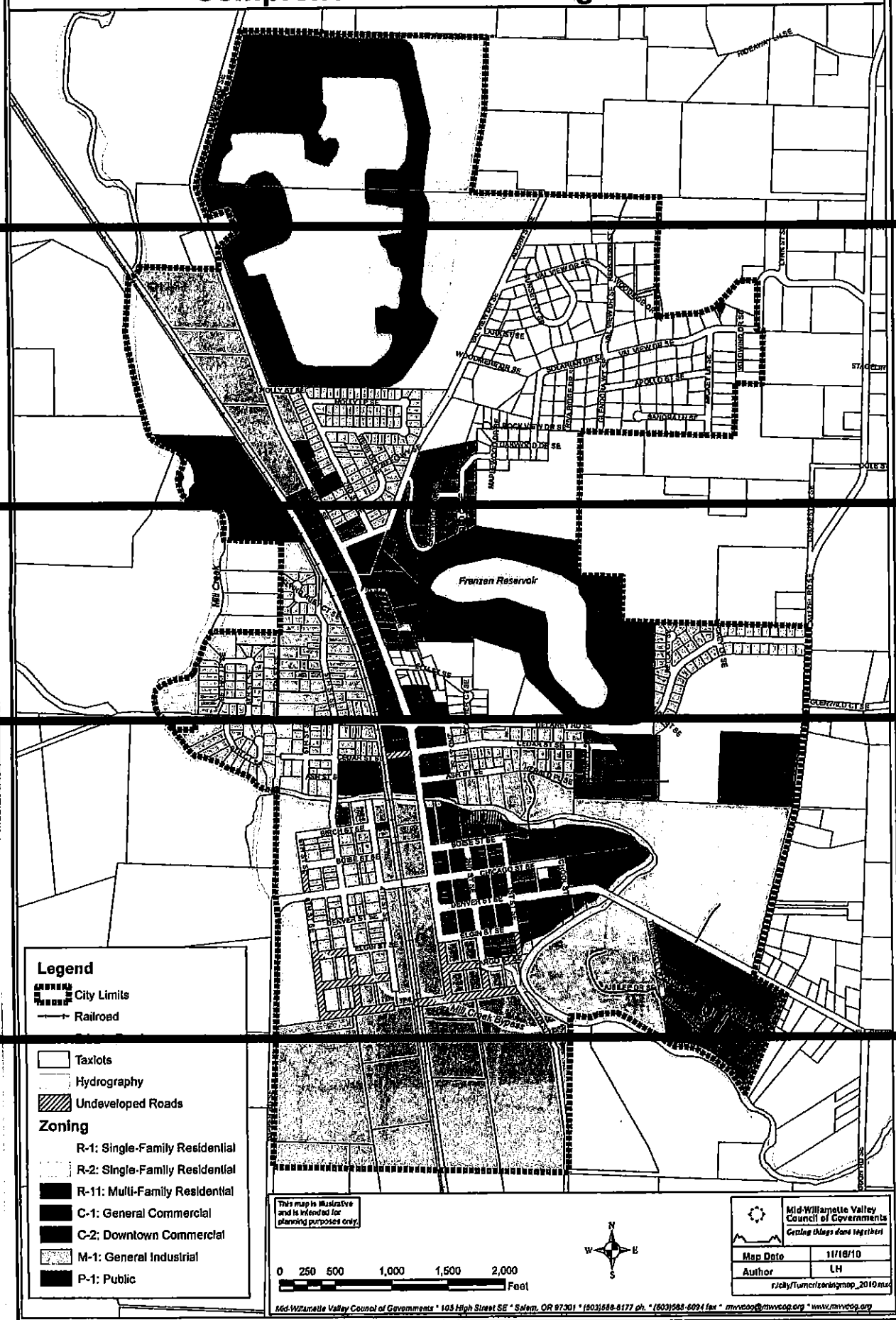
 UGB
 Taxlot
 Conditional Public Use

[REDACTED] R-11: Multi-Family Residential
 [REDACTED] C-1: General Commercial

■ C-2: Downtown Commercial
 ■ M-1: General Industrial
 ■ P: Public

Date Saved: 2/11/2022 4:06 PM

City of Turner Zoning and Comprehensive Plan Designations



Memorandum



To: Scott McClure & Linda Hansen, City of Turner
From: Jesse Winterowd, AICP, PMP
Date: February 2, 2022
Re: **Turner Land Use Development Code Updates**

Contents

Introduction.....	1
Article 1 Administrative Provisions	2
Article 4 Zoning Districts.....	2
Article 5 General Development Standards.....	4
Article 6 Use Standards.....	5
Development Code Table of Contents	5

Introduction

This memorandum outlines implementation of suggested Land Use Development Code changes identified by ECONorthwest as part of the Housing Needs Analysis.¹ The proposed code changes are anticipated to be adopted concurrently with the HNA and associated long range planning products. The effect of the proposed changes will help to increase housing affordability throughout the city by allowing a greater range of housing types in residential zones, as well as reducing setback and lot size requirements.

Implementation of suggested code changes included updates to Article 1 Definitions, Article 4 Zoning Districts, Article 5 General Development Standards, and Article 6 Use Standards. These changes are summarized below.

¹ These changes are identified in a memorandum titled "Housing Types and Turner's zoning code" (ECONorthwest, November 2020)

Article 1 Administrative Provisions

- Amended the definition of Accessory Structure to refer to the “primary use” instead of “main use” for consistency with the definition of Accessory Dwelling Unit.
- Amended the definition of “Building Height” to use consistent terminology and be consistent with the existing definition of “Grade (Ground Level)”.
- Add definitions for:
 - Accessory Structure
 - Development
 - Dwelling, Multi-Family (Cottage Housing)
 - Dwelling, Single-Family Attached (Townhome)

Article 4 Zoning Districts

R-1 Zone

- 4.111(2) Permitted Uses
 - Add a provision for one Accessory Dwelling Unit subject to standards of Article 6.
- 4.111(4) Development Standards
 - Reduce minimum lot area from 11,000 to 8,000 square feet.
 - Reduce minimum lot width from 70 to 50 feet.
 - Increase maximum building coverage from 50 to 60%.
 - Reduce
 - Front yard setback from 20 feet to 15 feet²
 - Exterior side yard setbacks reduced from 20 feet to 12 feet
 - Interior side and rear yard setbacks for small covered accessory structures to 2 feet, with limitations.³

R-2 Zone

- 4.112(2) Permitted Uses

² Garage and carport entrances retain setback of 20 feet from street lot lines

³ Small covered detached accessory structures are less than 24 feet by 24 feet, and no more than 15 feet high with walls no more than 10 feet high. Additional objective locational and design criteria apply as detailed in Section 4.111(4).

- Add provisions for:
 - One Accessory Dwelling Unit subject to the standards of Article 6.
 - Duplex on a corner lot
 - Cottage Housing
 - Attached Single Family Housing (townhouses) with no more than two stories.
- 4.112(3) Conditional Uses
 - Remove Duplex on corner lot (now allowed outright as noted above).
- 4.112(4) Development Standards
 - Reduce:
 - Minimum lot area for Single Family from 7,500 sq. ft. to 6,000 sq. ft and eliminate Riverbend Gravel Pit reference.
 - Minimum lot width to 50 feet.
 - Front yard setback from 20 feet to 15 feet⁴
 - Exterior side yard setbacks reduced from 20 feet to 12 feet
 - Interior rear yard setbacks from 20 feet to 15 feet.
 - Interior side and rear yard setbacks for small covered accessory structures to 2 feet, with limitations (see footnote 2 above).
 - Add minimum lot area for
 - Attached single family: 6,000 square feet
 - Duplex: 10,000 square feet
 - Cottage Housing: 12,000 square feet
 - Add provision for interior yard setbacks to accommodate townhouses.

R-11 Zone

- 4.121(1) Purpose
 - Clarify “medium density” to mean a maximum of 20 dwelling units per acre for permitted uses.
- 4.121(2) Permitted Uses
 - Add provisions for:
 - Single family, attached single family, duplexes, triplexes and fourplexes at a minimum density of 10 units per acre
 - Multifamily with 5 or more units at a maximum density of 20 dwelling units per acre as a permitted use

⁴ Garage and carport entrances retain setback of 20 feet from street lot lines

- One Accessory Dwelling Unit on a lot with an existing single-family dwelling
 - Cottage Housing
- 4.121(3) Conditional Uses
 - Clarify “High Density multiple family residential” to allow greater than 20 dwelling units per acre as a conditional use.
- 4.121(4) Development Standards
 - Add minimum lot size for:
 - Single family: 2,500 square feet
 - Duplex 5,000 square feet.
 - Triplex 7,500 square feet.
 - Fourplex 10,000 square feet.
 - Attached single family 2,500 square feet.
 - Cottage housing 10,000 square feet.⁵
 - Multiple-family 10,000 square feet.⁶
 - Allow for zero lot line setback for townhouses.
 - Increase maximum building coverage to 75%
 - Decrease exterior yard setback from 20 feet to 12 feet except 20 feet to garage or carport entrances.
 - Decrease interior yard setbacks for accessory structures from 5 to 3 feet.
 - Interior side and rear yard setbacks for small covered accessory structures to 2 feet, with limitations.⁷

Article 5 General Development Standards

- 5.010 Development Standards Matrix
 - Update matrix based on new development standards and clarify yard setbacks.
 - Add Use Standards references to Article 6 for cottage housing and ADUs.
- 5.125 Bicycle Parking Spaces Table
 - Remove required bike parking for duplexes.

⁵ This varies from ECONW recommended minimum lot size of 4,000 sq. ft. but makes more sense in the context of a minimum of 4 cottage housing units on a lot.

⁶ This is not an ECONW recommendation but makes sense for scale in a small city.

⁷ Small covered detached accessory structures are less than 24 feet by 24 feet, and no more than 15 feet high with walls no more than 10 feet high. Additional objective locational and design criteria apply as detailed in Section 4.111(4).

Article 6 Use Standards

- Multiple Family Standards (Section 6.104) needed to be completely revised to apply clear, objective and reasonable standards. Existing code requires consistency with 1999 Salem Development Design Handbook. Brought in newer Salem medium-density multi-family design standards. Updated fence standards for Turner context.
- Add Section 6.105 Accessory Dwelling Units standards
- Add Section 6.106 Cottage Housing standards
- Update manufactured home standards to be consistent with statutory (ORS 197.307) requirements:
 - 6.112(1) &(2) Remove 10-year age limit for new placement. Update certification standards to defer to Oregon State building and specialty codes that regulate manufactured homes.
 - Section 6.113 Allow for Class B manufactured homes in the same locations as Class A and remove requirement for conditional use review.

Development Code Table of Contents

- Add new sections for ADU's and Cottage Housing to Article 6.
- Update page numbers. Note: Table of Contents will need to be finalized when code changes are finalized.

ARTICLE 1 ADMINISTRATIVE PROVISIONS

SECTION 1.110 TITLE

This document shall be known as the **Turner Land Use Development Code** and may be referred to as the "Development Code" or "Code."

SECTION 1.120 PURPOSE

The purpose of this Code is to establish standards and procedures for the orderly development of land within the City of Turner in conformance with the Turner Comprehensive Plan, to protect property rights, provide due process of law and promote the public health, safety and welfare of the citizens of Turner.

SECTION 1.130 COMPLIANCE STANDARDS

- (1) A property may be used and a structure or part of a structure may be constructed, altered, occupied or used only as this Code permits.
- (2) No property, yard, off-street parking area, off-street loading area or other open space existing on or after the effective date of this Code shall be reduced below the minimum required for it by this Code.
- (3) No property, yard, off-street parking area, off-street loading area, or other open space shall be used as the requirement for another lot or use, except as provided for in this Code.

SECTION 1.140 REGULATION COMPLIANCE

In addition to the regulations contained herein, all proposed developments within the City shall comply with the following regulations:

- (1) The Turner Comprehensive Plan.
- (2) Official Maps or Development Plans.
- (3) Chapter 227, City Planning and Zoning, of the Oregon Revised Statutes (ORS 227).
- (4) Chapter 197, Comprehensive Land Use Planning Coordination, of the Oregon Revised Statutes (ORS 197).
- (5) Chapter 92, Subdivisions and Partitions, of the Oregon Revised Statutes (ORS 92).
- (6) Chapter 209, County Surveyors, of the Oregon Revised Statutes (ORS 209).
- (7) Recording requirements of the Marion County Surveyor.
- (8) All other applicable regulations provided by law

No person shall divide land or develop land within the City without having complied with the applicable provisions of this Code and the applicable provisions of county, state or

federal law.

SECTION 1.150 INTERPRETATION

Where the conditions imposed by any provision of this Code are less restrictive than comparable conditions imposed by any other provisions of this Code or any other city ordinance, state law or federal law, the applicable provisions which are more restrictive shall govern.

SECTION 1.160 VALIDITY

The provisions of this Code are severable. If any section, sentence, clause or phrase of this Code is adjudged by a court of competent jurisdiction to be invalid, the decision shall not affect the validity of the remaining portions of this Code.

SECTION 1.170 ADMINISTRATION

- (1) The City shall maintain authority over all activities within the City Limits as provided by law and the City Charter. All powers of the City shall be vested in the City Council unless otherwise provided in the City Charter.
- (2) The City Administrator, under the direction of the City Council, shall have the authority and duty to enforce the provisions of this Code and all related city, county, state or federal regulations. An Administrative Decision is a decision by the City Administrator with notification of actions taken provided to the Planning Commission and City Council.
 - (a) The City Administrator shall have the initial authority and responsibility to interpret all terms, provisions, and requirements of this Code.
 - (b) The City Administrator shall have decision authority for Property Line Adjustments specified in Section 2.313(1) and (2) floodplain development permits, partitions up to 3 lots, site plan reviews and variances. The City Administrator shall have the authority to require a public hearing and decision by the City Council for any administrative decision.

(Amended by Ord. 10-106)
(Amended by Ord. 20-01 Attachment "A")
 - (c) All correspondence and inquiries related to this Code shall be directed to the City Administrator at the Turner City Hall, 5255 Chicago St. SE, Turner, P.O. Box 456, Oregon 97392, Telephone - (503) 743-2155, Fax - (503) 743-2140.
 - (d) The City Administrator may designate other City Officers or Staff to undertake specialized duties, including but not limited to, the City Attorney, City Engineer and City Planner.
- (3) The Planning Commission shall have the authority to review and approve all Site Plans, Conditional Uses, Variances, Partitions, Property Line Adjustments specified in Section 2.313(3) and Floodplain Development Permits involving placement of fill or floodway development as specified in Section 4.210.

(Ord. 02-105 Attachment "A")

- (4) The City Council, with recommendation from the Planning Commission, shall have the authority to review and approve all Comprehensive Plan and Zoning Map Amendments and Subdivisions. The City Council shall also review and approve all Annexations and Vacations. Approved Annexations will then be referred to voters in accordance with the City Charter.

(Ord. 10-106)

- (5) In the event that a single land use application requires more than one decision, the highest deciding authority will make all decisions requested in the application.

(Ord. 99-113)

- (6) A decision by the City Administrator, the Planning Commission or the City Council may be appealed as provided in **Section 3.700**.

- (7) ~~(a)~~ The intent determining substantial conformance is solely to facilitate minor modifications from one planning approval phase step to another. The City Administrator shall compare the final plat or final development plan/building permit with the approved preliminary plat or plan and determine if it is in substantial conformance before the City may allow the project to proceed. Substantial conformance shall mean that such final plans:

(4a) Are within 10 percent of the original approval;

(2b) In no case are in violation of minimum or maximum standards set in this code;

(3c) Adequately address all conditions of approval

- ~~(b)~~ In lieu of using this procedure, the Administrator may designate the Planning Commission as the review authority for the final plat/plan to make a determination under a public hearing process (or public meeting process if the application was originally an administrator decision).

(Ord. 11-101)**SECTION 1.180 ENFORCEMENT**

- (1) **Remedy.** A structure located, constructed, maintained, repaired, altered or used in violation of this Code, or land used in violation of this Code, shall constitute a nuisance. The City may, as an alternative to other remedies that are legally available for enforcing this Code, institute injunction, mandamus, abatement or other appropriate proceedings to prevent, enjoin, abate or remove the unlawful location, construction, maintenance, repair, alteration or use.

- (2) **Procedures.**

- (a) Within ten (10) days after determination of a violation of this Code, the City shall notify the property owner that a violation exists. Such notice shall specify, with reasonable certainty, the following:
1. The location and nature of the violation.
 2. The provision or provisions of this Code which have been violated.
 3. That immediate enforcement will be sought unless the violation is corrected or corrective action has been initiated within ten (10) days.

A defect in the notice of violation shall not prevent the enforcement of this Code.

- (b) If necessary, the City Attorney shall take such legal action as required to insure compliance with this Code unless:
1. It has been demonstrated to the satisfaction of the City that the violation has been corrected or removed or;
 2. A court of competent jurisdiction has stayed enforcement pending the outcome of a proceeding before it, concerning the violation.
- (3) **Penalty.** A violation of this Code may be the subject of criminal, civil, or other sanctions authorized by State Law or City Ordinances.
- (a) In addition to, or in lieu of criminal actions, a violation of this Code or a permit issued herein may be the subject of a civil penalty to be recovered by a civil action in the nature of a debt or of any appropriate remedy issuing from a court of competent jurisdiction, including mandatory and prohibitory injunctions and orders of abatement.
- (b) Upon conviction of a civil violation of this Code, a fine up to \$1,000 may be imposed. Each day such violation continues beyond the ten (10) day Notice of Violation first provided by the City Administrator, will be considered a separate offense.

SECTION 1.190 FEES

Application and review fees established by resolution of the City Council shall be paid to the City at the time of submitting an application and shall be in addition to other fees established by county, state or federal regulations.

SECTION 1.200 DEFINITIONS

- (1) **Rules of Construction.** The following rules of construction shall apply unless inconsistent with the plain meaning of the context of this Code:
- (a) **Tense:** Words used in the present tense include the future tense.
 - (b) **Number:** Words used in the singular include the plural, and words used in the plural include the singular.
 - (c) **Shall and May:** The word "shall" is mandatory; the word "may" is

permissive.

(d) **Gender:** The gender may include the feminine, masculine and neuter which can mean any of those forms.

(e) **Headings:** If there is any conflict or inconsistency between the heading of an article, section or paragraph of this Code and the context thereof, the said heading shall not be deemed to affect the scope, meaning or intent of such context.

(2) **Definitions.** The words and phrases used in this Code shall have the following meaning:

ABUT Contiguous to or immediately joined. For example, two lots with a common property line are considered to be abutting.

ACCESS The way or means by which pedestrians, bicycles, and vehicles shall have safe, adequate and usable ingress and egress to property.

ACCESS MANAGEMENT Regulation of access to streets, roads, and highways from abutting property and public and private roads and driveways.

ACCESSWAY A right-of-way or easement, not located within a street right-of-way, that provides a space for pedestrian and / or bicycle passage.

ADEQUATE ACCESS Direct routes of travel between destinations.

ADEQUATE AREA Space sufficient to provide all required public services to standards defined in this code. **(Ord. 99-107 Attachment "A")**

ACCESSORY STRUCTURE OR ACCESSORY USE A structure or use incidental, appropriate and subordinate to the main-primary use of property and located on the same lot as the main-primary use.

ACCESSORY DWELLING UNIT A secondary dwelling unit on a lot where the primary use is a single-family dwelling. (Ord. 22-100)

ADVERSE IMPACT An impact that is detrimental to or contrary to the desired effect or so opposed as to cause harmful interference. A negative effect that is detrimental to the public welfare or injurious to people, property or the community environment.

ALLEY A public way which affords only a secondary means of access to property.

ALTERATION Any change, addition or modification in construction or occupancy.

BASEMENT A story partly or wholly underground. A basement shall be counted as a story for purposes of height measurement where more than one-half of its height is above the average level of the adjoining ground.

BED and BREAKFAST FACILITY A dwelling where travelers are lodged for sleeping and dining purposes under the provisions of local or state law governing such facilities.

BICYCLE FACILITIES Facilities which provide for the needs of bicyclists, including bikeways and bicycle parking.

BIKEWAY The general term for the four basic types of bikeways:

- (a) **Bikes lanes** are paved 5 to 6-foot wide designated lanes adjacent to (vehicle) travel lanes.
- (b) **Shoulder Bikeways** are where bicyclists travel within the roadway's paved shoulder. Typically, shoulder bikeways are four to six feet in width.
- (c) **Shared Roadways** are roadways where bicyclists and motor vehicles share the travel lane.
- (d) **Multi-Use Paths** are separated from vehicular traffic. They are two-way pathways about 10 feet wide used by pedestrians, bicyclists and joggers.

(Ord. 99-107 Attachment "A")

BOARDING AND/OR ROOMING HOUSE A building where lodging, with or without meals, is provided for compensation, but shall not include Homes for the Aged, Nursing Homes or Group Care Homes.

BUILDING Any structure used or intended for supporting or sheltering any use or occupancy.

BUILDING HEIGHT The vertical distance from the ~~average adjacent building ground~~ level grade to the highest point of the roof. (Ord. 22-100)

BUILDING INSPECTOR An employee of Marion County with duties and authority to enforce all building codes and the provisions of this Code in accordance with Section 2.200 Building Permits.

BUILDING LINE A line on a plat or map indicating the limit beyond which buildings or structures may not be erected. Also referred to as the Setback line. The area between the building or setback line and the property line is referred to as the "yard."

CEMETERY Land used or intended to be used for the burial of the dead and dedicated for cemetery purposes including columbaria, crematories, mausoleums, and mortuaries, when operated in conjunction with and within the boundary of such cemetery.

CHURCH A building, together with its accessory buildings and uses, where persons regularly assemble for worship, and which building, together with its accessory buildings and uses, is maintained and controlled by a religious body organized to sustain public worship.

CITY The City of Turner, Oregon.

CLINIC Single or multiple offices for physicians, surgeons, dentists, chiropractors,

osteopaths, and other members of the healing arts, including a dispensary in each such building to handle only merchandise of a nature customarily prescribed by occupants in connection with their practices.

CLINIC, SMALL ANIMAL A business establishment in which veterinary services are rendered to small domestic pets on an out-patient basis with no overnight boarding allowed.

CLUB A facility owned or operated for a social, educational, or recreational purpose, to which membership is required for participation and which is neither operated primarily for profit nor to render a service which is customarily carried on by a business.

COMMUNITY CENTER A facility owned and operated by a governmental agency or a non-profit community organization which is open to any resident of the neighborhood in which the facility is located or to any resident of the City or surrounding area, provided that the primary purpose of the facility is for assembly, and provided further that no permanent or temporary commercial eating or drinking facilities shall be operated on the premises.

COMMUNITY SEPTIC SYSTEM A sewage treatment and disposal system serving two or more dwelling units.

COMPREHENSIVE PLAN A city plan for the guidance of growth and improvement of the City, including modifications or refinements which may be made from time to time.

COUNCIL The City Council of the City of Turner, Oregon, which is the governing body of said City.

CURB ELEVATION The height above mean sea level of the established curb in front of a building measured from the center of such building front. Where no curb elevation has been provided, the City shall establish the curb elevation for compliance with City standards.

DAY NURSERY/DAY CARE CENTER Any institution, establishment or place, including nursery schools or private kindergartens, in which children are commonly cared for.

DECIDING AUTHORITY The City Administrator, City Planning Commission or City Council responsible for making a decision on an application.

(Ord. 02-105 Attachment "A")

DECLARANT The person who files a declaration under ORS 92.075.

DECLARATION The instrument described in ORS 92.075 by which the subdivision or partition plat was created.

DEVELOPMENT All improvements on a site, including alterations to land and new or remodeled structures, parking and loading areas, landscaping, paved or graveled areas,

and areas devoted to exterior display, storage, or activities. **(Ord. 22-100)**

DLCD Department of Land Conservation and Development.

DWELLING A building or portion thereof, which is occupied in whole or in part as a home, residence, or sleeping place, either permanently or temporarily by one (1) or more families.

DWELLING, MULTI-FAMILY (APARTMENT) A building or portion thereof designated for occupancy by three (3) or more families living independently of each other, with the number of families in residence not exceeding the number of dwelling units provided.

DWELLING, MULTI-FAMILY (COTTAGE HOUSING) A grouping of ~~three or more~~⁴ to 12 detached buildings containing three or more dwelling units ~~units on the same lot~~ located on a single lot or parcel that includes a common area. **(Ord. 22-100)**

DWELLING, SINGLE-FAMILY A detached building, other than a recreational vehicle, designed for and occupied by not more than one family.

DWELLING, SINGLE-FAMILY ATTACHED (TOWNHOME) A dwelling unit located on its own lot that shares one or more common or abutting walls with one or more dwelling units on adjacent lot(s). **(Ord. 22-100)**

DWELLING, TWO-FAMILY (DUPLEX) A detached building designed for and occupied by not more than two (2) families living independently of each other.

DWELLING UNIT A single unit providing complete independent living facilities, designed for occupancy by one (1) family, and including permanent provisions for living, sleeping, eating, cooking and sanitation.

EASEMENT A grant of the right to use a strip of land for specific purposes.

FACT Something that has actual existence, an actual occurrence or a piece of information presented as having objective reality. In the Land Use Hearing Process, facts are the information submitted as evidence that is relied upon in making a decision on a land use issue. The justification for the decision shall be based on the criteria, standards and facts set forth in the hearing.

FENCE, SIGHT-OBSCURING A continuous fence, wall, evergreen planting or combination thereof, constructed and/or planted so as to effectively screen the particular use from view.

FLOOR AREA The area included within the surrounding exterior walls of a building or portion thereof, exclusive of vent shafts and courts. The floor area of a building or portion thereof, not provided with surrounding exterior walls, shall be the usable area under the vertical projection of the roof or floor above.

FLOOR ELEVATION The height above mean sea level of the first floor of a building

that is not a basement.

GARAGE, PRIVATE A fully enclosed detached accessory building or a fully enclosed portion of the main building for the parking of automobiles of the occupants of the premises. (Ord. 00-101)

GARAGE, PUBLIC A building other than a private garage used for the care, repair, parking or storage of automobiles.

GRADE (GROUND LEVEL) The average elevation of the finished ground level at the centers of all walls of a building, except that if a wall is parallel to and within five (5) feet of a sidewalk, the back edge of sidewalk elevation nearest the center of the wall shall constitute the ground level.

HOME OCCUPATION A lawful occupation carried on by a resident of a dwelling, where the occupation is secondary to the main use of the property as a residence provided the use does not alter the character of the dwelling, there is no exterior display of stock and no employees other than family members.

HOTEL/MOTEL A building or group of buildings used for transient lodging containing more than 5 guest rooms without guest room cooking facilities used primarily for sleeping purposes. On-site restaurant facilities may also be provided.

LCDC Land Conservation and Development Commission.

LOADING SPACE An off-street space or berth on the same lot with a building for the temporary parking of a commercial vehicle while loading or unloading merchandise or materials, and which abuts upon a street, alley or other appropriate means of access.

LOT A unit of land that is created by a subdivision of land.

MANUFACTURED DWELLING A structure transportable in one or more sections, each built on a permanent chassis, and which is designed to be used for permanent occupancy as a dwelling and is not designated as a "recreational vehicle" or prefabricated structure as defined by the State or Oregon.

(Ord. 02-105 Attachment "A")

NEARBY USES Activities or uses within 0.25 mile which can be reasonably expected to be used by pedestrians, and within 1 mile which can reasonably be expected to be used by bicyclist.

NEIGHBORHOOD ACTIVITY CENTERS Schools, parks, and other like sites.

(Ord. 99-107 Attachment "A")

NONCONFORMING STRUCTURE LOT OR USE A lawful existing structure, lot, or use, at the time this Code becomes effective which does not conform to the standards of the zone or district in which it is located.

OCCUPANCY The purpose for which a building, or part of a building, is used or intended to be used.

OWNER An individual, association, partnership, or corporation having legal or equitable title to land, other than legal title held for purpose of security only.

PARCEL A unit of land that is created by a partitioning of land.

PARKING SPACE An off-street enclosed or unenclosed surfaced area of not less than 180 square feet, not less 8 feet wide and 18 feet in length, exclusive of maneuvering and access area, permanently reserved for the temporary storage of one automobile, and connected with a street by a surfaced driveway which affords ingress and egress for automobiles.

PARTITION Either an act of partitioning land or an area or tract of land partitioned into three lots or fewer.

(Amended by Ord. 20-01 Attachment "A")

PARTITION LAND To divide land into two or three parcels of land within a calendar year, but does not include:

- (a) A divisions of land resulting from a lien foreclosure, foreclosure of a recorded contract for the sale of real property or the creation of cemetery lots.
- (b) An adjustment of a property line by the relocation of a common boundary where an additional unit of land is not created and where the existing unit of land reduced in size by the adjustment complies with any applicable zoning Code.
- (c) A sale or grant by a person to a public agency or public body for state highway, county road, city street or other right-of-way purposes provided that such road or right-of-way complies with the applicable comprehensive plan.

PEDESTRIAN CONNECTION A continuous, unobstructed, reasonably direct route intended and suitable for pedestrian use between two points. Pedestrian connections include but are not limited to sidewalks, walkways, access ways, stairways and pedestrian bridges.

(Ord. 99-107 Attachment "A")

PEDESTRIAN WAY A right-of-way for pedestrian traffic.

PLANNING COMMISSION The Planning Commission of the City of Turner.

PLAT A final subdivision plat, replat or partition plat.

- (a) **Partition Plat:** A final map and other writing containing all the descriptions, locations, specifications, provisions and information concerning a partition.

- (b) **Subdivision Plat:** A final map and other writing containing all the descriptions, locations, specifications, dedications, provisions and information concerning a subdivision.
- (c) **Replat:** The act of platting the lots, parcels and easements in a recorded subdivision or partition plat to achieve a reconfiguration of the existing subdivision or partition plat or to increase or decrease the number of lots in the subdivision.

PROFESSIONAL OFFICE An office occupied by doctors, dentists, accountants, attorneys, optometrists, architects, professional engineers or surveyors or persons engaged in similar occupations.

PROPERTY A lot or parcel, or a single unit of land which, at the time of application for a building permit, is designated by its owner or developer as a tract to be used, developed or built upon as a unit, under single ownership or control.

- (a) **Corner Property:** A lot or parcel at least two adjacent sides of which abut streets other than alleys, provided the angle of intersection of the adjacent streets does not exceed 135°.
- (b) **Through Property:** A lot or parcel having frontage on two parallel or approximately parallel streets other than alleys.
- (c) **Flag Property:** A lot or parcel which has access to a right-of-way by means of a narrow strip of land.

PROPERTY LINE The legal boundary of a lot or parcel. The division line between two units of land.

- (a) **Front Property Line:** The lot or parcel line separating the property from a street other than an alley, and in the case of a corner property, the shortest property line along a street other than an alley.
- (b) **Rear Property Line:** The lot or parcel line which is opposite and most distant from the front property line.
- (c) **Side Property Line:** Any lot or parcel line not a front or rear property line.

PROPERTY WIDTH The average horizontal distance between the side lot lines, ordinarily measured parallel to the front lot line.

PROPERTY LINE ADJUSTMENT The relocation of a common property line between two abutting properties.

PUBLIC AND SEMI-PUBLIC BUILDING OR USE A building or use, owned or operated by a religious, charitable, or other nonprofit organization; a public utility; or any

social agency such as a church, school, auditorium, meeting hall, library, art gallery, museum, fire station, cemetery, park, playground, community center or similar use.

REASONABLY DIRECT A route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users. (Ord. 02-105 Attachment "A")

RIGHT-OF-WAY A continuous strip of land between property lines allowing a right of passage usually containing a street, railroad or other passageway.

ROADWAY The portion of a street right-of-way developed for vehicular traffic.

SALE OR SELL Every disposition or transfer of land in a subdivision or partition or an interest or estate therein.

SERVICE STATION, AUTOMOBILE A place or station designed and used primarily for the supplying of motor fuel, oil, lubrication and accessories to motor vehicles, but excluding major repair and overhauling.

SEWAGE DISPOSAL SYSTEM Any approved method of sewage treatment including but not limited to a municipal system, septic tank and drain field and sand filter systems.

SETBACK A line within a property boundary defining a location limit for buildings, structures or other defined uses that creates an area or yard between the property line and the setback line. (Ord. 02-105 Attachment "A")

SIDEWALK A pedestrian walkway with permanent surfacing.

SIGN Any medium including its structure and component parts, which is used or intended to be used to attract attention to the subject matter for advertising purposes or identification.

STORY That portion of a building included between the upper surface of any floor and the upper surface of the floor next above, except that the topmost story shall be that portion of a building included between the upper surface of the topmost floor and the ceiling above. (See basement).

STORY, HALF Shall mean any basement or cellar, except as provided in this Chapter, which has less than six (6) feet of its height above grade.

STREET OR ROAD A public or private way that is created to provide ingress or egress for persons to one or more lots, parcels, areas or tracts of land and including the term "road," "highway," "lane," "drive" "avenue," "alley" or similar designations.

(a) **Arterial:** A street of considerable continuity which is primarily a traffic artery for interconnection between large areas.

(b) **Collector:** A street supplementary to the arterial street system and a means of

interconnection between arterials; used for through traffic and access to small areas.

- (c) **Minor street:** A street intended primarily for access to abutting properties.
- (d) **Cul-de-sac:** A short dead-end street terminated by a vehicular turnaround.
- (e) **Half street:** A portion of the width of a street, usually along the edge of a subdivision, where the remaining portion of the street could be provided in another subdivision.
- (f) **Limited access street:** A means of access to property that is limited by law for public roads or by posting by an owner for private roads.

STRUCTURAL ALTERATION Any change to the supporting members of a structure including foundations, bearing walls or partitions, columns, beams, girders or structural change in the roof or in the exterior walls.

STRUCTURE That which is built or constructed, an edifice or building of any kind, or any physical work built up of parts joined together in some definite manner.

SUBDIVIDE LAND To divide an area or tract of land into four or more lots within a calendar year.

SUBDIVISION Either an act of subdividing land or an area or tract of land subdivided into four or more lots.

(Amended by Ord. 20-01 Attachment "A")

TENTATIVE PLAN A tentative plan is the application, supplemental data and map showing the general design of the proposed subdivision or partition, submitted to the City for approval under the provisions of **ORS 92** and **Section 2.320** of the Turner Development Code.

USE The purpose for which land or a structure is designed, arranged or intended or for which it is occupied and maintained.

YARD

- (a) **Exterior Yard** A yard area abutting a street right-of-way created by a setback line.
- (b) **Interior Yard** A yard area adjacent to a property line created by a setback line that may be either a side yard or rear yard abutting another property.
- (c) **Rear Yard** An interior yard opposite the Front Yard.
- (d) **Front Yard** An exterior yard facing a street. For corner lots the smallest street facing dimension shall be the front of the property.

(Ord. 02-105 Attachment "A")

ZERO PROPERTY LINE A lot or parcel line having no setback therefrom and may equally divide a common wall in a building.

ARTICLE 4 ZONING DISTRICTS

SECTION 4.010 CLASSIFICATION OF LAND USE DISTRICTS

For the purpose of this Code the following Primary Land Use Districts are hereby established:

<u>PRIMARY DISTRICTS</u>	<u>ABBREVIATED DESIGNATION</u>
Single-family Residential	R-1
Single-family Residential	R-2
Multiple-family Residential	R-11
General Commercial	C-1
Downtown Commercial	C-2
Public-Institutional	P-1
General Industrial	M-1

(Amended by Ord. 10-106)

SECTION 4.020 CLASSIFICATION OF OVERLAY-DISTRICTS

- (1) An Overlay-District may be established in combination with a Primary Land Use District. The Overlay-District shall establish additional requirements, standards and procedures for the use and development of property in the Primary District. In cases of conflict between the standards and requirements of the Primary District and the Overlay-District, the standards and requirements of the Overlay-District shall apply.
- (2) For the purposes of this Code the following Overlay-Districts are hereby established:

<u>OVERLAY-DISTRICTS</u>	<u>ABBREVIATED DESIGNATION</u>
Flood Hazard	FH
Wetlands	WL
Hillside Development	HD
Historic Preservation	HP
Planned Development	PD

(Amended by Ord. 11-102)

SECTION 4.030 LOCATION OF ZONING DISTRICTS

The City's **Zoning Districts** are also the City's **Comprehensive Plan Land Use Districts**. The boundaries for the Zoning Districts listed in this Code are indicated on the **Turner Comprehensive Plan and Zoning Districts Map** which is hereby adopted by reference and made a part of this Code.

(Amended by Ord. 02-105 Attachment "A")

SECTION 4.040 ZONING MAPS

A Zoning Map adopted by **Section 4.030** of this Code or an amendment thereto shall be dated with the effective date that adopts the map or map amendment. A certified print of the adopted map or map amendment shall be maintained in the office of the City Recorder as long as this Code remains in effect.

SECTION 4.050 ZONING DISTRICT BOUNDARIES

Unless otherwise specified, District or Zone boundaries are section lines; sub-division lines; lot lines; center line of Mill Creek, streets or railroad right-of-ways or such lines extended except where a boundary line clearly divides a lot, then the boundary line shall be determined by use of a measuring scale designated on the County Assessor Maps.

SECTION 4.060 ZONING OF ANNEXED AREAS

All areas annexed to the City shall be rezoned consistent with the Turner Comprehensive Plan at the time of annexation.

SECTION 4.070 SIMILAR USE AUTHORIZATION

The Planning Commission may permit in a particular district a use not listed in this Code, provided the use is of the same general type as the uses permitted by this Code. However, this section does not authorize the inclusion in a district where it is not listed, a use specifically listed in another district. The decision of the Planning Commission may be appealed to the City Council using procedures specified in **Section 3.700** of this Code.

SECTION 4.080 NONCONFORMING USE

It is the intent of the nonconforming use sections of this Code to permit pre-existing uses and structures which do not conform to the use or dimensional standards of this Code to continue under conditions specified herein. However, alteration or expansion of these nonconforming uses and structures that could cause potentially adverse effects in the immediate neighborhood or in the City as a whole, are not permitted as outlined in this section.

(1) Continuation of a Nonconforming Use.

- (a) Subject to the provisions of this section, a nonconforming use of a structure or a nonconforming use, may be continued and maintained, but shall not be altered or extended except as provided herein.
- (b) The extension of a nonconforming use to a portion of a structure which was arranged or designed for such use at the time of passage of this Code is not an extension of a nonconforming use.
- (c) In any industrial or commercial district, a pre-existing dwelling may be altered or extended, provided that such alteration or extension shall not exceed the yard, lot coverage and building height requirements specified in the adjacent Residential District.

(2) Nonconforming Structure. A structure conforming as to use but nonconforming as to height, setback, lot coverage or similar dimensional standards, may be

altered or extended if the alteration or extension does not cause the structure to deviate from the standards of this Code.

(3) **Discontinuance of a Nonconforming Use.**

- (a) If a nonconforming use involving a structure is discontinued from active use for a period of one (1) year, further use of the property shall be for a conforming use unless approved by the Planning Commission.
- (b) If a nonconforming use not involving a structure is discontinued from active use for a period of six (6) months, further use of the property shall be for a conforming use.

(4) **Change of a Nonconforming Use.** If a nonconforming use is changed, it shall be changed to a use conforming to the regulations of the district in which it is located.

(5) **Destruction of a Nonconforming Use or Structure.** If a nonconforming structure or a structure containing a nonconforming use is totally or substantially destroyed by any cause, a future structure or use on the site shall be either in accordance with the provisions of the district in which the property is located or the property owner may apply for a Conditional Use Permit to continue with the existing use or to replace the structure in its present location. A residence may be replaced in any zoning district.

(6) **Repairs and Maintenance.** Any building housing a nonconforming use may be maintained or restored to conform with the standards of the building code, including repair or replacement of fixtures, wiring, or plumbing, provided the building is not increased in cubic content or floor area.

(7) **Completion of Structure.** Nothing contained in this Code shall require any change in the plans, construction, alteration or designated use of a structure for which a building permit has been lawfully issued and construction has commenced prior to adoption of this Code, provided the structure, if nonconforming or intended for a nonconforming use, is completed and in use within one (1) year from the time the permit is issued.

SECTION 4.100 PRIMARY LAND USE DISTRICTS**SECTION 4.111 SINGLE-FAMILY RESIDENTIAL DISTRICT R-1**

- (1) **Purpose.** To provide areas suitable and desirable for low density single-family residential use with provisions for associated residential or public service uses.
- (2) **Permitted Uses.** In an R-1 District, the following uses and their accessory uses are permitted subject to the standards, provisions and exceptions set forth in this Code:
- (a) One single-family dwelling or manufactured dwelling per tax lot.
(Amended by Ord. 02-105 Attachment "A")
 - (b) Residential Care Homes for 5 or less people. as provided in ORS 197.660 - 670.
 - (c) Group Child Care Home for 12 or less children as provided in the applicable provisions of ORS 657 A.
 - (d) Accessory ~~buildings-structures~~ subject to the following standards:
 - 1. ~~One Accessory buildings shall not be used for dwelling purposes~~ Dwelling Unit in conformance with the applicable standards of Article 6.
 - 2. Accessory ~~buildings-structures~~ shall be limited to one story and 800 square feet unless submitted for approval under the Site Plan Review provisions of **Section 2.400**.
 - 3. ~~Boats, trailers, detached campers, motorized dwellings and similar recreational equipment may be stored, but not used for human habitation.~~ **(Amended by Ord. 10-106)**
- (3) **Conditional Uses.** In an R-1 District, the following uses and their accessory uses may be permitted in conformance with the conditional use provisions of **Section 2.500** and the applicable Use Standards of **Article 6**.
- (a) Residential Care Facility for 15 or less people as provided in ORS 197.660 & 197.670.
 - (b) Group Child Care Center for 13 or more children as provided in the applicable provisions of ORS 657 A.
 - (c) Public or semi-public uses. **(Amended by Ord. 10-106)**
- (4) **Development Standards.**
- (a) Minimum lot area - ~~11,000~~ 8,000 square feet. ~~The minimal area may have to be increased to accommodate sewage disposal approval or special site conditions.~~
 - (b) Minimum lot width - ~~70~~ 50 feet.

- (c) Maximum Building coverage including accessory ~~buildings~~ structures - ~~50~~60%.
- (d) Maximum building height - 35 feet.
- (e) Yards:
1. Exterior ~~(street)~~ yard setbacks - ~~—~~
Front yard: 15 feet for structures, except 20 feet from the street right-of-way line to a garage or carport entrance.
Side yard: 12 feet for structures.
Garage or carport: 20 feet from the street right-of-way line to a garage or carport entrance, from a property line adjoining a street.
See Section 5.116 for additional street setbacks.
 2. Interior yard setbacks —
Side yard: 5 feet for one story buildings, 7.5 feet for two story buildings;
Rear yard: 20 feet for primary structure; and 5 feet for attached or detached accessory structures.
Small covered detached accessory structures: 2 feet for side or rear property lines if the structure is:
 - At least 40 feet from a front lot line, and if on a corner lot, at least 20 feet from a side street lot line;
 - The structure has dimensions that do not exceed 24 feet by 24 feet, excluding eaves;
 - If more than one structure is within the setback, the combined length of all structures in the setback adjacent to each property line is no more than 24 feet;
 - The structure is no more than 15 feet high, and the walls of the structure are no more than 10 feet high, excluding the portion of the wall within a gable;
 - The structure does not have a rooftop deck; and
 - Dormers are set back at least 5 feet from the side and rear lot lines.

(Amended by Ord. 00-101)

- (f) See **Article 5** for additional General Development Standards and **Article 6** for Use Standards that may apply in the R-1 District.

(Section 4.111 Amended by Ord. 22-100)

SECTION 4.112 SINGLE-FAMILY RESIDENTIAL DISTRICT R-2

- (1) **Purpose.** To provide areas suitable and desirable for medium density single-family residential use with provisions for associated residential or public service uses.
- (2) **Permitted Uses.** In an R-2 District, the following uses and their accessory uses are permitted subject to the standards, provisions and exceptions set forth in this Code:

- (a) One single-family dwelling or manufactured dwelling per tax lot.
(Amended by Ord. 02-105 Attachment "A")
 - (b) Residential Care Homes for 5 or less people. as provided in ORS 197.660 - 670.
 - (c) Group Child Care Home for 12 or less children as provided in the applicable provisions of ORS 657A.
 - (d) Accessory ~~buildings structures~~ subject to the following standards:
 - 1. ~~One Accessory buildings shall not be used for dwelling purposes.~~ Accessory Dwelling Unit in conformance with the applicable standards of Article 6.
 - 2. ~~Accessory buildings structures~~ shall be limited to one story and 800 square feet unless submitted for approval under the Site Plan Review provisions of **Section 2.400**.
 - 3. ~~Boats, trailers, detached campers, motorized dwellings dwellings,~~ and similar recreational equipment may be stored, but not used for human habitation.
(Amended by Ord. 10-106)
 - (e) ~~Duplex on a corner lot 10,000 square feet or greater.~~
 - (f) ~~Cottage Housing in conformance with the applicable standards of Article 6.~~
 - (g) ~~Townhouses Attached single-family (townhouse) on lots 6,000 square feet or greater.~~
- (3) **Conditional Uses.** In an R-2 District, the following uses and their accessory uses may be permitted in conformance with the conditional use provisions of **Section 2.500** and the applicable Use Standards of **Article 6**.
- (a) ~~Duplex on a corner property.~~
 - (ba) Residential Care Facility for 15 or less people as provided in ORS 197.660 - 670.
 - (eb) Group Child Care Center for 13 or more children as provided in the applicable provisions of ORS 657 A.
 - (dc) -Public or semi-public uses.
- (Amended by Ord. 10-106)
- (4) **Development Standards.**
- (a) (a) ~~Minimum lot area: 7,500 6,000 square feet, except for any R-2 zoned area within 900 feet of the top of bank of the body of water known as the Riverbend Gravel Pit the minimum lot size shall be 7,000 feet.~~
 - 1. Single-family: 6,000 square feet.
 - 2. Attached single-family: 6,000 square feet.
 - 3. Duplex: 10,000 square feet.
 - 4. Cottage Housing: 12,000 square feet. ~~The minimal area may have to be increased to accommodate sewage disposal approval or special site conditions.~~
(Amended by Ord. 15-102)

- (b) Minimum lot width -- ~~60-50~~ feet.
- (c) Maximum Building coverage including accessory ~~buildings-structures~~ - 75%.
- (d) Maximum building height - 35 feet.
1. Attached single-family is limited to two stories.
- (e) Yards:
1. Exterior (street) yard setbacks --
Front yard: 15 feet for structures.
Side yard: 12 feet for structures.
Garage or carport: 20 feet from the street right-of-way line to a garage or carport entrance.
- From a property line adjoining a street:
15 feet for structures, except 20 feet from the street right of way line to a garage or carport entrance. 20 feet from a property line adjoining a street. See Section 5.116 for additional street setbacks.
2. Interior yard setbacks --
Side yard: 5 feet for one story buildings, 7.5 feet for two story buildings;
Rear yard: 20 feet for primary structure and 5 feet for attached or detached accessory structures;
Small covered detached accessory structures: 2 feet for side or rear property lines if the structure is:
- At least 40 feet from a front lot line, and if on a corner lot, at least 20 feet from a side street lot line;
 - The structure has dimensions that do not exceed 24 feet by 24 feet, excluding eaves;
 - If more than one structure is within the setback, the combined length of all structures in the setback adjacent to each property line is no more than 24 feet;
 - The structure is no more than 15 feet high, and the walls of the structure are no more than 10 feet high, excluding the portion of the wall within a gable;
 - The structure does not have a rooftop deck; and
 - Dormers are set back at least 5 feet from the side and rear lot lines.
- rear yard: 20 feet for primary structure and 5 feet for attached or detached accessory structures. (Amended by Ord. 00-101)
3. For attached single family dwellings, on interior lots the side building setback on the side containing the common wall is reduced to zero.

- (f) See **Article 5** for additional General Development Standards and **Article 6** for Use Standards that may apply in the R-2 District.

(Section 4.112 Amended by Ord. 22-100)

SECTION 4.121

MULTIPLE-FAMILY RESIDENTIAL DISTRICT R-11

- (1) **Purpose.** To provide areas suitable and desirable for medium density multiple-family residential use with provisions for associated residential or public service uses. Medium density shall mean a maximum of ~~15-20~~ dwelling units per acre unless approved as a Conditional Use.
- (2) **Permitted Uses.** In an R-11 District, the following uses and their accessory uses are permitted subject to the Site Plan Review provisions of **Section 2.400**, single-family and duplexes accepted, and other standards and provisions set forth in this Code: **(Amended by Ord. 00-101)**
- (a) One single-family dwelling or manufactured dwelling per tax lot, at a minimum density of 10 units per acre.
(Amended by Ord. 02-105 Attachment "A")
 - (b) ~~(b)~~ Duplexes, triplexes, fourplexes at a minimum density of 10 units per acre;
 - (c) ~~Apartment~~apartments and multiple-family dwellings up to 20 units per acre.
 - (de) Residential Care Facility for 15 or less people as provided in ORS 197.660--670.
 - (ed) Group Child Care Center for 13 or more children as provided in the applicable provisions of ORS 657 A.
 - (fe) Accessory ~~buildings-structures~~ subject to the following standards:
 - 1. On a lot with an existing single-family dwelling: One Accessory Dwelling Unit in conformance with the applicable standards of Article 6.~~Accessory buildings shall not be used for dwelling purposes.~~
 - 2. Accessory ~~buildings-structures~~ shall be limited to one story and 800 square feet unless submitted for approval under the Site Plan Review provisions of **Section 2.400**.
 - 3. ~~Boats, trailers, detached campers, motorized dwellings and similar~~ recreational equipment may be stored, but not used for human habitation. **(Amended by Ord. 10-106)**
 - (dg) Cottage Housing in conformance with the applicable standards of Article 6.

- (3) **Conditional Uses.** In an R-11 District, the following uses and their accessory uses may be permitted in conformance with the conditional use provisions of **Section 2.500** and the applicable Use Standards of **Article 6**.

- (a) Manufactured dwelling parks.
- (b) Public or semi-public uses.
- (c) High Density multiple-family residential with greater than 20 dwelling units per acre.

~~(Amended by Ord. 02-105 Attachment "A")~~

~~(Amended by Ord. 10-106)~~

- (4) **Development Standards.**

- (a) Minimum lot area:
 - ~~—1. Single family detached: 2,500 square feet.~~
 - ~~2. Duplex: 5,000 square feet.~~
 - ~~3. Triplex: 7,500 square feet.~~
 - ~~4. Fourplex: 10,000 square feet.~~
 - ~~5. Attached single family: 2,500 square feet.~~
 - ~~6. Cottage Housing: 10,000 square feet.~~
 - ~~7. Multifamily with 5 or more units: 10,000 square feet.~~
- ~~5,000 square feet. The minimal area may have to be increased to accommodate sewage disposal or special site conditions.~~
- (b) Minimum lot width - 50 feet.
- (c) Maximum Building coverage - ~~50~~75%.
- (d) Yards:
 - 1. Exterior yard setbacks ~~— 20 feet from a property line adjoining a street, except 20 feet to a garage or carport entrance~~
 - Front yard: 15 feet for structures.
 - Side yard: 12 feet for structures.

~~See Section 5.116 for additional street setbacks.~~

- 2. Interior yard setbacks - 5 feet side and 15 feet rear for primary structure and ~~5-3~~ feet for ~~attached or detached~~ accessory structures.
- Small covered detached accessory structures: 2 feet for side or rear property lines if the structure is:
 - At least 40 feet from a front lot line, and if on a corner lot, at least 20 feet from a side street lot line;
 - The structure has dimensions that do not exceed 24 feet by 24 feet, excluding eaves;
 - If more than one structure is within the setback, the combined length of all structures in the setback adjacent to each property line is no more than 24 feet;
 - The structure is no more than 15 feet high, and the walls of the structure are no more than 10 feet high, excluding the portion of the wall within a gable;
 - The structure does not have a rooftop deck; and

- Dormers are set back at least 5 feet from the side and rear lot lines.

~~(Amended by Ord. 00-101)~~

3. For attached single family dwellings, on interior lots the side building setback on the side containing the common wall is reduced to zero.

- (e) Maximum building height three stories or 45 feet whichever is less.
- (f) See **Article 5** for additional General Development Standards and **Article 6** for Use Standards that may apply in the R-11 District.

~~(Amended by Ord. 10-106)~~

(Section 4.121 Amended by Ord. 22-100)

SECTION 4.131 GENERAL COMMERCIAL DISTRICT C-1

- (1) **Purpose.** The General Commercial District is intended to provide areas appropriate for the full range of commercial activities to serve the needs of area residents and employees. The C-1 District is well suited for areas having access from the City's major thoroughfares that are free from conflict with non-compatible land uses. The C-1 District is intended primarily for commercial uses which may be of a larger scale and require more extensive parking than do uses in the C-2 Downtown Mixed-use District.

(Amended by Ord. 10-106)

- (2) **Permitted Uses.** In a C-1 District, the following uses and their accessory uses are permitted subject to the Site Plan Review provisions of **Section 2.400** and the standards, provisions and exceptions set forth in this Code, provided all operations except off-street parking and temporary activities shall be conducted entirely within an enclosed building:

- (a) Retail stores or shops.
- (b) Personal or business service.
- (c) Repair shops (See 3 (b) below).
- (d) Eating or drinking establishments.
- (e) Offices, business or professional.
- (f) Financial institutions.
- (g) Indoor commercial amusement or recreation establishments.
- (h) Public or semi-public buildings and uses.
- (i) Residential Care Facility for 15 or less people as provided in ORS 197.660 - 670.
- (j) Group Child Care Center for 13 or more children as provided in the applicable provisions of ORS 657 A.
- (k) Second story residences located above a ground floor commercial use in accordance with **Section 6.201**.

(Amended by Ord. 02-105 Attachment "A")

- (l) Conversion of residence to a permitted commercial use in accordance with **Section 6.201**. (Amended by Ord. 02-105 Attachment "A")
- (3) **Conditional Uses.** In a C-1 District, the following uses and their accessory uses may be permitted in conformance with the conditional use provisions of **Section 2.500** and the applicable Use Standards of **Article 6**.
 - (a) Automotive, truck or RV service facilities with access from a designated arterial street.
 - (b) Automotive, truck, RV, equipment or other repair shops which possess nuisance characteristics or emissions potentially detrimental to Public health, safety and general welfare of the community such as noise, vibrations, smoke, odor, fumes, dust, heat, glare or electromagnetic interference shall not be permitted unless additional safeguards are specified by the Planning Commission. The applicant shall accurately specify the extent of emissions and nuisance characteristics relative to the proposed use.
 - (c) Permitted uses listed in (2) above, requiring open display or storage, including but not limited to, automobile or equipment sales.
- (4) **Development Standards.**
 - (a) Minimum lot area and configuration - Lots within a General Commercial District are approved by the Planning Commission as part of the Site Plan Review procedures of **Sections 2.400**. Lots are required to be large enough to accommodate the building, sewage disposal system, required parking, service access and pedestrian circulation including -persons with disabilities.
 - (b) Yards:
 - 1. Exterior yard setbacks - none required. See **Section 5.116** for additional street setbacks.
 - 2. Interior yard setbacks - 5 feet where abutting residential property and zero where abutting commercial or industrial property subject to the requirements for building construction specified in the Oregon Structural Specialty Code.
 - (c) Maximum building height - two and one-half stories to a maximum of 35 feet.
 - (d) Access shall be designed to cause a minimum interference with traffic and may be subject to the review and approval of the County Engineer or State Department of Transportation. The dedication of additional right-of-way and construction of street improvements by the applicant may be required in order to facilitate traffic circulation.
 - (e) See **Article 5** for additional General Development Standards and **Article 6** for Use Standards that may apply in the C-1 District.

SECTION 4.132 DOWNTOWN COMMERCIAL DISTRICT – DC
(Deleted with Ord. 10-106)

SECTION 4.136 DOWNTOWN MIXED-USE DISTRICT C-2

- (1) **Purpose.** The Downtown Mixed-use District applies to the historic central business district of the City of Turner in the area south and west of Mill Creek and east of 3rd Street. The Downtown Mixed-use District is intended to be the City of Turner's center of vital retail activity, services, housing, civic buildings, and public spaces. Developments which mix these uses vertically or horizontally are encouraged in the Downtown Mixed-use District.

The C-2 district is intended primarily for commercial uses which are generally of a smaller scale than uses located in the C-1 General Commercial District and uses which require less in the way of off-street automobile parking. Certain smaller scale uses in the C-2 District are not required to provide on-site parking, and instead are encouraged to utilize on-street parking and shared parking agreements with other nearby uses.

The C-2 District is also intended as the primary location of civic uses in the City of Turner. Due to the public assembly aspect of these uses, off-street parking will generally be required for most civic uses.

In order to promote the development of a pedestrian-oriented environment and to promote the development of a storefront character reminiscent of the historic downtown Turner, special design standards and guidelines are established for development in the C-2 District.

- (2) **Permitted Uses.** In the C-2 Downtown Mixed-use District, the following uses and their accessory uses are permitted subject to the Site Plan Review provisions of **Section 2.400** and the standards, provisions, and exceptions set forth in this Code; provided all operations except off-street parking, food service and consumption activities, display of retail items during the day and temporary activities shall be conducted entirely within an enclosed building:

- (a) Retail stores or shops.
- (b) Personal or business service.
- (c) Repair shops.
- (d) Eating or drinking establishments.
- (e) Offices, business or professional.
- (f) Financial institutions.
- (g) Paid lodging facilities including bed and breakfast, motel and hotel.
- (h) Art galleries or studios
- (i) Food related production when retail sales are provided on the premises
- (j) Indoor commercial amusement or recreation establishments.
- (k) Temporary vendors such as a farmers market, flea market, or food vending cart.

- (l) Conversion of residence to a permitted commercial use in accordance with **Section 6.201**.
 - (m) Residential Care Facility for 15 or less people as provided in ORS 197.660 - 670.
 - (n) Group Child Care Center for 13 or more children as provided in the applicable provisions of ORS 657 A.
 - (o) Second story residences located above a ground floor commercial use in accordance with **Section 6.201**.
 - (p) Public or semi-public buildings and uses, including city hall, administrative offices, libraries, community centers, parks subject to the development standards in **Section 6.301**.
 - (q) Multi-family residential uses subject to the development standards of the R-11 district in **Section 4.121(4)** and the multi-family residential standards of **Section 6.104**.
- (3) **Conditional Uses.** In the C-2 District, the following uses and their accessory uses may be permitted in conformance with the conditional use provisions of **Section 2.500** and the applicable Use Standards of **Article 6**.
- (a) Surface parking lot of any size (when not in conjunction with a permitted or conditional use).
 - (b) Surface parking lots with more than six parking spaces, if the parking lot is in conjunction with a permitted or conditional use.
- (4) **Prohibited Uses.** In the C-2 District, the following uses are specifically prohibited:
- (a) Manufacturing, warehousing, wholesaling, compounding, assembling, processing, storing, researching, or testing.
 - (b) Scrap, waste, recycling, or wrecking yards.
 - (c) Quarrying and related activities subject to the requirements of Statewide Planning Goal 5 and OAR 660-23-180 for Mineral and Aggregate Resources.
 - (d) Waste or hazardous material processing, storage, or disposal.
 - (e) Heavy equipment sales or repair.
 - (f) Trucking operations.
 - (g) Auto storage, towing, or wrecking yards.
 - (h) Automotive service or sales
 - (i) Adult video or goods.
 - (j) Storage Facilities
 - (k) Internal Combustion Engine Repair
- (5) **Development Guidelines and Standards.** All development in the C-2 District shall comply with the applicable provisions of the Turner Zoning Code. Where the standards of the C-2 District zone and other provisions of the Code, the standards of the C-2 District shall prevail. Standards listed in this section as "shall" are mandatory standards. Guidelines which state "should" or "encouraged" are not mandatory, but are considered desirable by the City.

(a) Purpose.

1. The purpose of these development standards is to guide the design of buildings constructed in the C-2 district to ensure that, through appropriate use of facades, windows, building orientation, architectural details, new structures, and alterations of existing structures are physically and visually compatible with other buildings within the downtown business district.
2. These standards are intended to encourage good quality design in new building construction, enhance street safety, and provide a comfortable street environment by providing features of interest to pedestrians. Good design results in buildings that are in visual harmony with nearby buildings, leading to a downtown that is attractive, interesting, active, and safe. These qualities, in turn, contribute to the creation of a downtown core which facilitates easy pedestrian movement and establishment of a rich mixture of uses.
3. In order to encourage the development of small businesses typical of the historic character of the downtown area and to promote a denser development pattern, certain uses will be exempted from the minimum on-site parking requirements of Section 15.121 of this Code.

(b) Applicability.

A. The provisions of this ordinance shall apply to the following activities within the C-2 District:

1. All new building construction;
2. Any exterior building or site modification that requires a building permit; and,
3. All new signage.

B. This ordinance shall not apply to the following activities or uses:

4. Maintenance of the exterior of an existing structure, such as re-roofing, re-siding, or repainting but use of similar materials and colors are used that comply with this ordinance are encouraged;
5. Interior remodeling; and,
6. Exterior remodels to exclusive single-family residential homes, are exempt from the provisions of this chapter. Single-family homes that are used for businesses or home occupations are not exempt.

C. This ordinance shall apply only to those portions of a building or sign that are proposed for construction or modification and shall not extend to other elements of the building or sign that may be out of compliance with the requirements of this ordinance (i.e., a permit to replace a single window shall not require that all other windows on the building that may be out of

compliance with this ordinance to be replaced, unless such action is initiated by the property owner). However, if a building should be destroyed due to fire, accident, or an act of God, the new or replacement structure shall be rebuilt to conform to the requirements of this ordinance.

- (c) General Standards. These standards to all uses in the C-2 District except for detached single-family residences and multi-family development.

A. Minimum lot area and configuration - Lots within the C-2 Downtown Mixed-use District are approved by the Planning Commission as part of the Site Plan Review procedures of **Sections 2.400**. Lots are required to be large enough to accommodate the building, needed parking, service access, and pedestrian circulation to provide for the needs of persons with disabilities.

B. Yards:

1. Front yard setback - none required, 10-foot maximum allowed. See Section 5.116 for additional street setbacks.
2. Side and rear setback – minimum 5 feet where abutting residential property and zero where abutting commercial or industrial property subject to the requirements for building construction specified in the Oregon Structural Specialty Code.

C. Maximum building height - three stories to a maximum of 35 feet.

D. Access shall be designed to cause a minimum interference with traffic and may be subject to the review and approval of the County Engineer or State Department of Transportation. The dedication of additional right-of-way and construction of street improvements by the applicant may be required in order to facilitate traffic circulation.

E. See **Article 5** for additional General Development Standards and **Article 6** for Use Standards that may apply in the C-2 District.

(6) **Design Guidelines or Standards.**

All development, EXCEPT for existing detached single family homes and multi-family development shall be subject to the C-2 District design guidelines and standards listed below.

- (a) Standards. Standards for new construction shall require builders to conform to the architectural form of Turner's historic period (1880s through 1940s) when downtown Turner had more of a typical downtown character. As such, new construction shall conform to the following standards and guidelines listed below. Reference is made to Turner's historic period, and to buildings which display basic storefront design characteristics of that period. The following building displays characteristics intended by the standards. Other

buildings, including those in other nearby communities, may also be used to demonstrate the required elements and/or the basis for visual compatibility.

The best existing example of a storefront building to be looked at for determining compatibility with the design standards is the Turner bank building at 3rd Street and Boise Street.

1. Site Development.

- a) Building fronts and entrances shall be oriented toward the street. Buildings with ——frontages on two or more streets shall be oriented to at least one street.
- b) Building facades should be set at the property edge along the sidewalk. A maximum setback of up to ten feet shall be permitted when occupied by pedestrian amenities (e.g., plaza, outdoor seating). Buildings with frontages on two or more streets should be set at the property edge on at least one street.
- c) Site development should, as applicable and as practical, utilize the alley in the rear of the site for service access - such as for deliveries, trash and recycling pick-up, and employee parking. Buildings shall include doors to alley rights-of-way even if alleys are not currently in use.

2. Building Scale.

- a) The overall size and proportion of new structures shall be compatible with the scale of nearby traditional storefront buildings. This standard may be met by either designing the building's size and proportions to be similar to comparable structures in the downtown, or by the design of the façade so that it breaks a larger mass into smaller units that are similar to comparable historic structures.
- b) If practical, new buildings should have the same floor height as adjoining buildings in case there is ever a desire to link the storefronts.
- c) The relationship between the height and width of the main facade of the building shall be visibly compatible with adjoining or nearby buildings of the historic period or style. As with subsection (2)(i) of this section, this standard may be met through either similar height or width or, through design elements that provide visual continuity with the height and width of adjoining or nearby buildings of the historic period.

3. Building Height.

- a) New buildings of at least two stories in height are encouraged.
- b) As specified in Section 4.136.C.3, the height of all buildings shall be one to three stories and not more than 35 feet in maximum height.

4. Building Width.

- a) All new buildings should maximize lot frontage as much as is practicable.
- b) New buildings whose street frontage is more than 50 feet wide shall be designed to convey a sense of division through the use of pilasters, windows and door —openings, recessed entries, off-sets, or other architectural details.

5. Storefronts.

- a) Primary entrances shall be oriented to the street. Corner buildings shall have corner entrances, or shall provide at least one entrance within 20 feet of the street corner or a corner plaza.
- b) Street-facing upper windows of multi-story buildings shall use multi-pane double-hung sash windows or the equivalent style.
- c) The relationship between solid walls and window and door openings on the main facade shall be visually compatible with adjoining or nearby structures from the historic period or style. Ideally, first floor storefronts should be about 80 percent glass from approximately 2 feet above grade to approximately 10 feet —above grade.
- d) The relationship of width and height of window and door openings shall be visually compatible with adjoining or nearby buildings from the historic period ———or style.
- e) Blank walls, walls without window or door openings, are not permitted along public streets.
- f) Windows and doorways shall not be covered over with paper, boards, or cardboard except during times of construction or remodeling and shall be limited to a period of 120—days unless an extension is otherwise granted by the city manager.
- g) Doors shall match the materials, design, and character of the display window framing.
- h) Architectural features such as awnings, windows, cornices, etc., shall be provided at the second floor to differentiate the storefront from the upper levels of the building, to add visual interest, and to allow the storefront to function as the base for the rest of the building.

6. Facade Materials and Texture.

- a) The materials and texture of the facade shall be compatible with those on buildings constructed during the historic period.
- b) Permitted exterior facade materials include: brick, cast iron, relatively narrow horizontal wood or masonry siding, and stucco. Plywood siding and T-111 are prohibited. Vertical

board and batten cannot cover more than 50% of any exterior façade wall. **(Section 4.136(A)(6)(b) amended by Ord. 18-101)**

- c) Exposed concrete block facades facing the street are not allowed. Split-face or scored-face block may be used in small quantities for foundations or other non-dominant features.
- d) All main facade materials shall be painted (except brick, for which painting is optional).
- e) Metal siding shall not be used as a building material on the facade facing a street.

7. Windows.

- a) Windows which allow views to the interior activity or display areas are encouraged. Windows shall include sills at the bottom and pediments at the top. Glass curtain walls, reflective glass, and painted or darkly tinted glass shall not be used on the first floor.
- b) Ground Floor Windows. All new buildings must provide ground floor windows along adjacent street rights-of-way.

1. Required window areas must be either windows that allow views into working areas or lobbies, pedestrian entrances, or display windows.

2. Required windows must have a sill no more than four feet above grade. Where interior floor levels prohibit such placement, the sill must be raised to allow it to be no more than two feet above the finished floor level, up to a maximum sill height of six feet above grade.

3. Glass curtain windows are not permitted.

4. Darkly tinted windows and mirrored windows that block two-way visibility are prohibited as ground floor windows along street facades.

5. Any wall that faces a public right-of-way must contain at least 20 percent of the ground floor wall area in display areas, windows, or doorways. Blank walls are prohibited.

- c) Upper Floor Window Standards.
 - 1. Glass area dimensions shall not exceed 5'x7'. (The longest dimension may be taken either horizontally or vertically.)
 - 2. Windows must have trim or molding at least two inches wide around their perimeters

3. At least half of all the window area in upper floors must be made up of glass panes with dimensions no greater than 2.5'x3.5'.

8. Roofs.

- a) Main facade roofs (lower than a 6:12 pitch) shall be concealed behind a square or stepped parapet. Flat roofs are permitted behind a parapet.
- b) All HVAC systems located on top of a roof shall be located and/or screened so that they are not visible from the street. Dish-style antennas shall be located and/or screened so that they are not visible from the street. All screening material shall be natural and shall be compatible with the facade of the front of the building.
- c) New roofs on existing buildings or on additions to existing buildings, shall match the pitch and form of the original roof.
- d) Shed roofs are permitted on one-story rear additions.
- e) Back-lit or internally illuminated roofs are prohibited.

9. Awnings and Canopies.

- a) The use of awnings or canopies over sidewalks is encouraged.
- b) Awnings shall extend out from the building front to cover at least two-thirds of the sidewalk unless it is shown that such a distance will interfere with existing trees, poles, etc., to provide pedestrian protection from the elements.
- c) Awnings shall be flat or sloping. Awnings shall be made of metal, wood, canvas, or similar materials. Rounded bubble or plastic awnings are prohibited. Fully glazed awnings are not permitted.
- d) Awnings shall fit within the window bays (either above the main glass or the transom light) so as not to obscure or distract from significant architectural features.
- e) The color of the awning shall be compatible with its attached building.
- f) Awnings shall not be internally illuminated. However, lighting which is intended to provide illumination to the sidewalk and signage is permitted.
- g) Awnings shall be a minimum of eight feet above the sidewalk.
- h) Where feasible, awnings shall be placed at the same height as those on adjacent buildings in order to maintain a consistent horizontal rhythm along the street front.

10. Color.

- a) The painting of brick walls is permitted.
- b) Subtle or subdued tones commonly used during the historic period shall be used. Bright or neon colors are prohibited.

- c) Different colors shall be used to accentuate and highlight trim, windows, and other building features.
- 11. Site Design.
 - d) Landscaping shall not obliterate street and sidewalk views of signage or architectural features on historic buildings.
- 12. Parking.
 - e) Individual permitted uses listed in Section 4.136 (2) (a) through (h) of less than 4,000 sq. ft. of building area are not required to provide off-street parking spaces. It is intended that such uses shall be provided with sufficient on-street parking.
 - f) If off-street parking lots are provided, they shall be designed consistent with the following standards:
 - 1. Parking areas shall not be located between the front of the building and the street.
 - 2. Alley access to the parking lot is encouraged.
 - 3. Street side parking lots shall be set back a minimum of five feet from a public sidewalk.
 - 4. Parking areas with more than 12 spaces shall be divided by landscaped areas or walkways, or by a building or group of buildings.
 - 5. Parking lot landscaping shall consist of a minimum of 10 percent of the total parking area. A minimum of one tree for every 10 parking spaces shall be provided.
 - 6. Knee walls are required to screen street side parking lots. Knee walls shall not exceed three feet in height and shall be constructed with masonry. Alternatively, a combination of a wall or fence and landscaping may be approved if they provide an effective buffer and low-level screen of the parking area.
- 13. Drive-up, drive-in, and drive-through facilities.—Drive-up, drive-in, and drive-through facilities (e.g., associated with restaurants, banks, car washes, and similar uses) are permitted only when accessory to a primary commercial "walk-in" use, and shall conform to all of the following standards:
 - a. Applicant can demonstrate facility will not have an adverse impact on traffic flow or public safety;
 - b. None of the drive-up, drive-in or drive-through facilities (e.g., driveway queuing areas, windows, teller machines, service windows, drop-boxes, and similar facilities) are located within 20 feet of a street and shall not be oriented to a street corner. (Walk-up only teller machines and kiosks may be oriented to a corner);
 - c. The facility is subordinate to a primary permitted use. "Subordinate" means all components of the facility, in total, occupy

less street frontage than the primary commercial or public/institutional building; and

d. No more than one drive-up, drive-in, or drive-through facility shall be permitted on one block, or for a distance of 400 linear feet along the same street frontage, whichever is less.

14. Signs. Signs shall be subject to **Section 5.136**.
15. Landscaping. Landscaping is subject to the C-2 District design guidelines and standards of **Section 5.134**.
16. External Storage of Merchandise. The external storage of merchandise and/or materials, directly or indirectly related to a business, is hereby prohibited within the C-2 District.
17. Outdoor Displays of Merchandise. Outdoor displays of merchandise are permitted during business hours only and shall not exceed ten percent of the total retail sales area. Displays of merchandise on public sidewalks may not reduce usable walking area widths to less than six feet.
18. Outdoor Eating Areas. Outdoor dining areas are encouraged, and are permitted on public sidewalks. Outdoor food vending carts are permitted. Eating areas and/or vending carts may not reduce walking area widths on public sidewalks to less than six feet.
19. Wall Murals. The use of non-advertising wall murals representing the area's cultural heritage or historic events are encouraged, as well as the use of artistic wall murals. A wall mural is an expression of public art painted directly on the exterior of a building or on a backing that is affixed to the building and is sanctioned by the property owner.

The City discourages the painting of murals on the actual surface of a building but instead encourages that murals be painted on boards or ceramic panels attached to a building wall. This can help avoid problems down the road with needing to strip, sandblast, or pressure wash brick walls to remove a mural. The use of applied panels also will allow quick removal of the panel for restoration when a mural has been tagged with graffiti.

- a) A sign permit is not required for a wall mural.
- b) Wall murals are not permitted on the exterior wall containing the main entrance to the building.
- c) Wall murals may be installed and maintained in an area not exceeding a maximum area of 80 percent of the exterior wall area of the first three stories upon the wall or façade where the mural is

located.

d) Murals may not be used for any form of commercial advertising or public information or solicitation of any kind. A mural shall be considered a wall sign if it contains words, logos, trademarks or graphic representations of any person, product, or service that identify or advertise a business.

e) Up to 10 percent of the wall mural area, at the lowest border of a mural, may be utilized as an acknowledgement recognizing the sponsor of the mural or for a signature by the mural artist. The designated area for the acknowledgement or signature must not exceed a maximum area of 6 square feet.

(Section 4.136 Added by Ord. 10-106)

SECTION 4.139 PUBLIC INSTITUTIONAL DISTRICT P-I

- (1) **Purpose.** The Public Institutional (P-I) zoning district is intended to provide areas for civic, public safety, or public utility uses. Such uses include schools, public administrative offices, fire stations, police stations, parks, public parking facilities, and water supply reservoirs. Development within the Public Institutional zone requires a conditional use permit to ensure compatibility with adjacent residential neighborhoods, business, or industrial areas and to minimize potential adverse impacts upon those adjacent uses and other public facilities such as roads.
- (2) **Permitted Uses.** In the P-I district, any use which has previously been approved as a conditional use or was in existence upon the application of the PI zoning district to the property, shall be considered a permitted use subject to the Site Plan Review provisions of **Section 2.400** and the standards, provisions and exceptions set forth in this Code, provided all operations except off-street parking and temporary activities shall be conducted entirely within an enclosed building. This does not exempt such uses from the need to apply for conditional use approval subject to **Section 2.500** to expand or alter such use.
- (3) **Conditional Uses.** In the PI district, establishment of the following uses and their accessory uses may be permitted in conformance with the conditional use provisions of **Section 2.500** and the applicable Use Standards of **Article 6**.
 - (a) Indoor recreation establishments, such as public pools, gymnasiums, and community centers.
 - (b) Public or semi-public buildings and uses such as schools, churches, libraries, public administrative offices, police stations, and fire stations.
 - (c) Parks and typical park structures such as rest room buildings, picnic shelters, gazebos, and park materials/vehicle storage buildings. Concession stands shall be allowed in parks in the (PI) district as an accessory use, provided such use does not occupy more than 500 square feet.
 - (d) Public works yards and buildings.

- (e) Public or private water supply reservoirs, pumping stations, and treatment facilities.
 - (f) Public or private wastewater pumping stations and treatment facilities.
 - (g) Public or private utility electrical substations, phone switching stations, and similar facilities.
- (4) **Development Standards.**
- (a) Minimum lot area and configuration - Lots within the Public Institutional district are approved by the Planning Commission as part of the Site Plan Review procedures of **Sections 2.400**. Lots are required to be large enough to accommodate the building, sewage disposal system, required parking, service access, and pedestrian circulation including persons with disabilities.
 - (b) Yards:
 - 1. Exterior yard setbacks - none required. See **Section 5.116** for additional street setbacks.
 - 2. Interior yard setbacks - 5 feet where abutting residential property and zero where abutting commercial or industrial property subject to the requirements for building construction specified in the Oregon Structural Specialty Code.
 - (c) Maximum building height - three stories to a maximum of 35 feet.
 - (d) Access shall be designed to cause a minimum interference with traffic and may be subject to the review and approval of the County Engineer or State Department of Transportation. The dedication of additional right-of-way and construction of street improvements by the applicant may be required in order to facilitate traffic circulation.
 - (e) See **Article 5** for additional General Development Standards and **Article 6** for Use Standards that may apply in the P-I District.
 - (f) New buildings for institutional uses which are located or are to be established on properties located immediately adjacent to properties within the C-2 zoning districts shall be subject to the development standards of those districts.
(Section 4.139 Added by Ord. 10-106)

SECTION 4.141**GENERAL INDUSTRIAL DISTRICT M-1**

- (1) **Purpose.** The General Industrial District is intended to protect and preserve areas suitable for industrial development to assist in supporting the area's economy. The M-1 District is suitable for light manufacturing and warehousing activities having minimal emissions or nuisance characteristics that could impact adjacent non-industrial areas. The M-1 District is well suited for areas having highway and rail access that are free from conflict with non-compatible land uses.

- (2) **Permitted Uses.** In an M-1 District, the following uses and their accessory uses which comply with all federal, state and local regulations are permitted subject to the Site Plan Review provisions of **Section 2.400** and the standards, provisions and exceptions set forth in this Code.
- (Section 4.141(2) Amended by Ord. 16-100)**
- (a) Interim farm use.
 - (b) All manufacturing, warehousing, wholesaling, compounding, assembling, processing, storing, researching, or testing uses provided all operations except off-street parking and temporary activities shall be conducted entirely within an enclosed building unless approved by the Planning Commission, and provided there are no emissions or nuisance characteristics discernible without instruments at the property line. See Section 2.140 Item (21).
 - (c) Public or semi-public buildings and uses.
- (3) **Conditional Uses.** In an M-1 District, the following uses and their accessory uses may be permitted, subject to the provisions of **Section 2.500**.
- (a) Manufacturing, warehousing, wholesaling, compounding, assembling, processing, storing, researching, or testing uses having emissions or nuisance characteristics discernible without instruments at the property line or uses requiring a permit from a local, state or federal agency.
 - (b) Scrap, waste, recycling or wrecking yards.
 - (c) Waste or hazardous material processing, storage or disposal.
 - (d) Commercial activities in association with an approved industrial use.
 - (e) A manufactured dwelling for the owner or caretaker whenever an on-site residence is necessitated by such use. The manufactured dwelling shall comply with the standards of Article 6.
- (Amended by Ord. 02-105 Attachment "A")**
(Amended by Ord. 11-102)
- (4) **Development Standards.**
- (a) Minimum lot area and configuration - Lots within a General Industrial District are approved by the Planning Commission as part of the Site Plan Review procedures of **Sections 2.400**. Lots are required to be large enough to accommodate the building, sewage disposal system, required parking, service access and pedestrian circulation including persons with disabilities.
 - (b) Yards:
 - 1. Exterior yard setbacks - 30 feet. See **Section 5.116** for additional street setbacks.
 - 2. Interior yard setbacks - 50 feet where abutting residential property and zero where abutting commercial or industrial property subject to the requirements for building construction specified in the Oregon Structural Specialty Code.
 - (c) Maximum Building Height - 45 feet unless a greater height is approved by the Planning Commission with conditions of approval as part of the Site Plan Review procedures of **Section 2.400**.

- (d) Access shall be designed to cause a minimum interference with traffic and may be subject to the review and approval of the County. The dedication of additional right-of-way and construction of street improvements by the applicant may be required in order to facilitate traffic circulation.

(Amended by Ord. 02-105 Attachment "A")

- (e) See **Article 5** for additional General Development Standards and **Article 6** for Use Standards that may apply in the M-1 District.

SECTION 4.200 OVERLAY-DISTRICTS

An Overlay-District may be established in combination with a Primary District. The Overlay-District shall establish additional requirements, standards and procedures for the use and development of property in the Primary District. In cases of conflict between the standards and requirements of the Primary District and the Overlay-District, the standards and requirements of the Overlay-District shall apply.

- (1) **Application.** The City, a property owner, or any interested person may apply for designation of an Overlay-District in combination with any Primary District in accordance with the application requirements of **Sections 2.130 and 2.140** and the amendment procedures of **Section 2.700**. The Quasi-judicial hearing procedures of **Section 3.510** shall be used when the application is submitted by a property owner and applies to a specific property. The Legislative hearing procedures of **Section 3.520** shall be used when the Overlay-District is applied by the City to a group or class of properties under similar circumstances.

SECTION 4.210 FLOOD HAZARD OVERLAY REGULATIONS

1.0 STATUTORY AUTHORITY, FINDINGS OF FACT, PURPOSE, AND METHODS

1.1 STATUTORY AUTHORIZATION

The State of Oregon has in ORS 197.175 (CITIES) delegated the responsibility to local governmental units to adopt floodplain management regulations designed to promote the public health, safety, and general welfare of its citizenry. Therefore, the City of Turner does ordain as follows:

1.2 FINDINGS OF FACT

- A. The flood hazard areas of City of Turner are subject to periodic inundation which may result in loss of life and property, health and safety hazards, disruption of commerce and governmental services, extraordinary public expenditures for

flood protection and relief, and impairment of the tax base, all of which adversely affect the public health, safety, and general welfare.

- B. These flood losses may be caused by the cumulative effect of obstructions in special flood hazard areas which increase flood heights and velocities, and when inadequately anchored, cause damage in other areas. Uses that are inadequately floodproofed, elevated, or otherwise protected from flood damage also contribute to flood loss.

1.3 STATEMENT OF PURPOSE

It is the purpose of this ordinance to promote public health, safety, and general welfare, and to minimize public and private losses due to flooding in flood hazard areas by provisions designed to:

- A. Protect human life and health;
- B. Minimize expenditure of public money for costly flood control projects;
- C. Minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
- D. Minimize prolonged business interruptions;
- E. Minimize damage to public facilities and utilities such as water and gas mains; electric, telephone and sewer lines; and streets and bridges located in special flood hazard areas;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas so as to minimize blight areas caused by flooding;
- G. Notify potential buyers that the property is in a special flood hazard area
- H. Notify those who occupy special flood hazard areas that they assume responsibility for their actions
- I. Participate in and maintain eligibility for flood insurance and disaster relief.

1.4 METHODS OF REDUCING FLOOD LOSSES

In order to accomplish its purposes, this ordinance includes methods and provisions for:

- A. Restricting or prohibiting development which is dangerous to health, safety, and property due to water or erosion hazards, or which result in damaging increases in erosion or in flood heights or velocities;
- B. Requiring that development vulnerable to floods, including facilities which serve such uses, be protected against flood damage at the time of initial construction;
- C. Controlling the alteration of natural floodplains, stream channels, and natural protective barriers, which help accommodate or channel flood waters;
- D. Controlling filling, grading, dredging, and other development which may increase flood damage;
- E. Preventing or regulating the construction of flood barriers which will unnaturally divert flood waters or may increase flood hazards in other areas.

2.0 DEFINITIONS

Unless specifically defined below, words or phrases used in this ordinance shall be interpreted so as to give them the meaning they have in common usage.

Appeal: A request for a review of the interpretation of any provision of this ordinance or a request for a variance.

Area of shallow flooding: A designated Zone AO, AH, AR/AO or AR/AH on a community's Flood Insurance Rate Map (FIRM) with a one percent or greater annual chance of flooding to an average depth of one to three feet where a clearly defined channel does not exist, where the path of flooding is unpredictable, and where velocity flow may be evident. Such flooding is characterized by ponding or sheet flow.

Area of special flood hazard: The land in the floodplain within a community subject to a 1 percent or greater chance of flooding in any given year. It is shown on the Flood Insurance Rate Map (FIRM) as Zone A, AO, AH, A1-30, AE, A99, AR. "Special flood hazard area" is synonymous in meaning and definition with the phrase "area of special flood hazard".

Base flood: The flood having a one percent chance of being equaled or exceeded in any given year.

Base flood elevation (BFE): The elevation to which floodwater is anticipated to rise during the base flood.

Basement: Any area of the building having its floor subgrade (below ground level) on all sides.

Development: Any man-made change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation or drilling operations or storage of equipment or materials.

Flood or Flooding:

- (a) A general and temporary condition of partial or complete inundation of normally dry land areas from:
 - (1) The overflow of inland or tidal waters.
 - (2) The unusual and rapid accumulation or runoff of surface waters from any source.
 - (3) Mudslides (i.e., mudflows) which are proximately caused by flooding as defined in paragraph (a)(2) of this definition and are akin to a river of liquid and flowing mud on the surfaces of normally dry land areas, as when earth is carried by a current of water and deposited along the path of the current.
- (b) The collapse or subsidence of land along the shore of a lake or other body of water as a result of erosion or undermining caused by waves or currents of water exceeding anticipated cyclical levels or suddenly caused by an unusually high water level in a natural body of water, accompanied by a severe storm, or by an unanticipated force of nature, such as flash flood or an abnormal tidal surge, or by some similarly unusual and unforeseeable event which results in flooding as defined in paragraph (a)(1) of this definition.

Flood elevation study: An examination, evaluation and determination of flood hazards and, if appropriate, corresponding water surface elevations, or an examination, evaluation and determination of mudslide (i.e., mudflow) and/or flood-related erosion hazards.

Flood Insurance Rate Map (FIRM): The official map of a community, on which the Federal Insurance Administrator has delineated both the special hazard areas and the risk premium zones applicable to the community. A FIRM that has been made available digitally is called a Digital Flood Insurance Rate Map (DFIRM).

Flood Insurance Study (FIS): See "Flood elevation study".

Flood proofing: Any combination of structural and nonstructural additions, changes, or adjustments to structures which reduce or eliminate risk of flood damage to real estate or improved real property, water and sanitary facilities, structures, and their contents.

Floodway: The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. Also referred to as "Regulatory Floodway."

Functionally dependent use: A use which cannot perform its intended purpose unless it is located or carried out in close proximity to water. The term includes only docking

facilities, port facilities that are necessary for the loading and unloading of cargo or passengers, and ship building and ship repair facilities, and does not include long term storage or related manufacturing facilities.

Highest adjacent grade: The highest natural elevation of the ground surface prior to construction next to the proposed walls of a structure.

Historic structure: Any structure that is:

1. Listed individually in the National Register of Historic Places (a listing maintained by the Department of Interior) or preliminarily determined by the Secretary of the Interior as meeting the requirements for individual listing on the National Register;
2. Certified or preliminarily determined by the Secretary of the Interior as contributing to the historical significance of a registered historic district or a district preliminarily determined by the Secretary to qualify as a registered historic district;
3. Individually listed on a state inventory of historic places in states with historic preservation programs which have been approved by the Secretary of Interior; or
4. Individually listed on a local inventory of historic places in communities with historic preservation programs that have been certified either:
 - a. By an approved state program as determined by the Secretary of the Interior or
 - b. Directly by the Secretary of the Interior in states without approved programs.

Lowest floor: The lowest floor of the lowest enclosed area (including basement). An unfinished or flood resistant enclosure, usable solely for parking of vehicles, building access or storage in an area other than a basement area is not considered a building's lowest floor, provided that such enclosure is not built so as to render the structure in violation of the applicable non-elevation design requirements of this ordinance.

Manufactured dwelling: A structure, transportable in one or more sections, which is built on a permanent chassis and is designed for use with or without a permanent foundation when attached to the required utilities. The term "manufactured dwelling" does not include a "recreational vehicle" and is synonymous with "manufactured home".

Manufactured dwelling park or subdivision: A parcel (or contiguous parcels) of land divided into two or more manufactured dwelling lots for rent or sale.

Mean sea level: For purposes of the National Flood Insurance Program, the National Geodetic Vertical Datum (NGVD) of 1929 or other datum, to which Base Flood Elevations shown on a community's Flood Insurance Rate Map are referenced.

New construction: For floodplain management purposes, "new construction" means structures for which the "start of construction" commenced on or after the effective date of a floodplain management regulation adopted by City of Turner and includes any subsequent improvements to such structures.

Recreational vehicle: A vehicle which is:

1. Built on a single chassis;
2. 400 square feet or less when measured at the largest horizontal projection;
3. Designed to be self-propelled or permanently towable by a light duty truck; and
4. Designed primarily not for use as a permanent dwelling but as temporary living quarters for recreational, camping, travel, or seasonal use.

Special flood hazard area: See "Area of special flood hazard" for this definition.

Start of construction: Includes substantial improvement and means the date the building permit was issued, provided the actual start of construction, repair, reconstruction, rehabilitation, addition, placement, or other improvement was within 180 days from the date of the permit. The actual start means either the first placement of permanent construction of a structure on a site, such as the pouring of slab or footings, the installation of piles, the construction of columns, or any work beyond the stage of excavation; or the placement of a manufactured dwelling on a foundation. Permanent construction does not include land preparation, such as clearing, grading, and filling; nor does it include the installation of streets and/or walkways; nor does it include excavation for a basement, footings, piers, or foundations or the erection of temporary forms; nor does it include the installation on the property of accessory ~~buildings~~ structures, such as garages or sheds not occupied as dwelling units or not part of the main structure. For a substantial improvement, the actual start of construction means the first alteration of any wall, ceiling, floor, or other structural part of a building, whether or not that alteration affects the external dimensions of the building.

Structure: For floodplain management purposes, a walled and roofed building, including a gas or liquid storage tank, that is principally above ground, as well as a manufactured dwelling.

Substantial damage: Damage of any origin sustained by a structure whereby the cost of restoring the structure to its before damaged condition would equal or exceed 50 percent of the market value of the structure before the damage occurred.

Substantial improvement: Any reconstruction, rehabilitation, addition, or other improvement of a structure, the cost of which equals or exceeds 50 percent of the market value of the structure before the "start of construction" of the improvement. This

term includes structures which have incurred "substantial damage," regardless of the actual repair work performed. The term does not, however, include either:

1. Any project for improvement of a structure to correct existing violations of state or local health, sanitary, or safety code specifications which have been identified by the local code enforcement official and which are the minimum necessary to assure safe living conditions; or
2. Any alteration of a "historic structure," provided that the alteration will not preclude the structure's continued designation as a "historic structure."

Variance: A grant of relief by City of Turner from the terms of a flood plain management regulation.

Violation: The failure of a structure or other development to be fully compliant with the community's floodplain management regulations. A structure or other development without the elevation certificate, other certifications, or other evidence of compliance required in this ordinance is presumed to be in violation until such time as that documentation is provided.

3.0 GENERAL PROVISIONS

3.1 LANDS TO WHICH THIS ORDINANCE APPLIES

This ordinance shall apply to all special flood hazard areas within the jurisdiction of City of Turner.

3.2 BASIS FOR ESTABLISHING THE SPECIAL FLOOD HAZARD AREAS

The special flood hazard areas identified by the Federal Insurance Administrator in a scientific and engineering report entitled "The Flood Insurance Study (FIS) Number 41047CV001B, 2B and 3B", dated October 18, 2019, with Flood Insurance Rate Maps (FIRM's) Number 41047C0677J and 41047C0679H, for panels 677 and 679 of 1150 respectively, are hereby adopted by reference and declared to be a part of this ordinance. The FIS and FIRM panels are on file at City of Turner City Hall located at 5255 Chicago Street, Turner OR

3.3 COORDINATION WITH STATE OF OREGON SPECIALTY CODES

Pursuant to the requirement established in ORS 455 that the City of Turner administers and enforces the State of Oregon Specialty Codes, the City of Turner does hereby acknowledge that the Oregon Specialty Codes contain certain provisions that apply to the design and construction of buildings and structures located in special flood hazard areas. Therefore, this ordinance is intended to be administered and enforced in conjunction with the Oregon Specialty Codes.

3.4 COMPLIANCE AND PENALTIES FOR NONCOMPLIANCE

3.4.1 COMPLIANCE

All development within special flood hazard areas is subject to the terms of this ordinance and required to comply with its provisions and all other applicable regulations.

3.4.2 PENALTIES FOR NONCOMPLIANCE

No structure or land shall hereafter be constructed, located, extended, converted, or altered without full compliance with the terms of this ordinance and other applicable regulations. Violations of the provisions of this ordinance by failure to comply with any of its requirements (including violations of conditions and safeguards established in connection with conditions) shall constitute a nuisance under the Turner Land Use Development Code (TLUDC) under Section 1.180, and be subject to civil penalties of up \$1,000 per day. Nothing contained herein shall prevent the CITY OF TURNER from taking such other lawful action as is necessary to prevent or remedy any violation.

3.5 ABROGATION AND SEVERABILITY

3.5.1 ABROGATION

This ordinance is not intended to repeal, abrogate, or impair any existing easements, covenants, or deed restrictions. However, where this ordinance and another ordinance, easement, covenant, or deed restriction conflict or overlap, whichever imposes the more stringent restrictions shall prevail.

3.5.2 SEVERABILITY

This ordinance and the various parts thereof are hereby declared to be severable. If any section clause, sentence, or phrase of the Ordinance is held to be invalid or unconstitutional by any court of competent jurisdiction, then said holding shall in no way effect the validity of the remaining portions of this Ordinance.

3.6 INTERPRETATION

In the interpretation and application of this ordinance, all provisions shall be:

- A. Considered as minimum requirements;
- B. Liberally construed in favor of the governing body; and
- C. Deemed neither to limit nor repeal any other powers granted under state statutes.

3.7 WARNING AND DISCLAIMER OF LIABILITY

3.7.1 WARNING

The degree of flood protection required by this ordinance is considered reasonable for regulatory purposes and is based on scientific and engineering considerations. Larger floods can and will occur on rare occasions. Flood heights may be increased by man-made or natural causes. This ordinance does not imply that land outside the areas of special flood hazards or uses permitted within such areas will be free from flooding or flood damages.

3.7.2 DISCLAIMER OF LIABILITY

This ordinance shall not create liability on the part of the City of Turner, any officer or employee thereof, or the Federal Insurance Administrator for any flood damages that result from reliance on this ordinance or any administrative decision lawfully made hereunder.

4.0 ADMINISTRATION

4.1 DESIGNATION OF THE FLOODPLAIN ADMINISTRATOR

The City Administrator is hereby appointed to administer, implement, and enforce this ordinance by granting or denying development permits in accordance with its provisions. The Floodplain Administrator may delegate authority to implement these provisions.

4.2 DUTIES AND RESPONSIBILITIES OF THE FLOODPLAIN ADMINISTRATOR

Duties of the floodplain administrator, or their designee, shall include, but not be limited to:

4.2.1 PERMIT REVIEW

Review all development permits to determine that:

- A. The permit requirements of this ordinance have been satisfied;
- B. All other required local, state, and federal permits have been obtained and approved.
- C. Review all development permits to determine if the proposed development is located in a floodway. If located in the floodway assure that the floodway provisions of this ordinance in section **5.2.4** are met; and
- D. Review all development permits to determine if the proposed development is located in an area where Base Flood Elevation (BFE) data is available either through the Flood Insurance Study (FIS) or from another authoritative source. If BFE data is not available then ensure compliance with the provisions of sections **5.1.7**; and
- E. Provide to building officials the Base Flood Elevation (BFE) applicable to any building requiring a development permit.
- F. Review all development permit applications to determine if the proposed development qualifies as a substantial improvement as defined in section **2.0**.
- G. Review all development permits to determine if the proposed development activity is a watercourse alteration. If a watercourse alteration is proposed, ensure compliance with the provisions in section **5.1.1**.
- H. Review all development permits to determine if the proposed development activity includes the placement of fill or excavation.

4.2.2 INFORMATION TO BE OBTAINED AND MAINTAINED

The following information shall be obtained and maintained and shall be made available for public inspection as needed:

- A. Obtain, record, and maintain the actual elevation (in relation to mean sea level) of the lowest floor (including basements) and all attendant utilities of all new or substantially improved structures where Base Flood Elevation (BFE) data is provided through the Flood Insurance Study (FIS), Flood Insurance Rate Map (FIRM), or obtained in accordance with section **5.1.7**.
- B. Obtain and record the elevation (in relation to mean sea level) of the natural grade of the building site for a structure prior to the start of construction and the placement of any fill and ensure that the requirements of sections **5.2.4**, **4.2.1(B)** are adhered to.
- C. Upon placement of the lowest floor of a structure (including basement) but prior to further vertical construction, obtain documentation, prepared and sealed by a professional licensed surveyor or engineer, certifying the elevation (in relation to mean sea level) of the lowest floor (including basement).

- D. Where base flood elevation data are utilized, obtain As-built certification of the elevation (in relation to mean sea level) of the lowest floor (including basement) prepared and sealed by a professional licensed surveyor or engineer, prior to the final inspection.
- E. Maintain all Elevation Certificates (EC) submitted to City of Turner;
- F. Obtain, record, and maintain the elevation (in relation to mean sea level) to which the structure and all attendant utilities were floodproofed for all new or substantially improved floodproofed structures where allowed under this ordinance and where Base Flood Elevation (BFE) data is provided through the FIS, FIRM, or obtained in accordance with section 5.1.7.
- G. Maintain all floodproofing certificates required under this ordinance;
- H. Record and maintain all variance actions, including justification for their issuance;
- I. Obtain and maintain all hydrologic and hydraulic analyses performed as required under section 5.2.4.
- J. Record and maintain all Substantial Improvement and Substantial Damage calculations and determinations as required under section 4.2.4.
- K. Maintain for public inspection all records pertaining to the provisions of this ordinance.

4.2.3 REQUIREMENT TO NOTIFY OTHER ENTITIES AND SUBMIT NEW TECHNICAL DATA

4.2.3.1 COMMUNITY BOUNDARY ALTERATIONS

The Floodplain Administrator shall notify the Federal Insurance Administrator in writing whenever the boundaries of the community have been modified by annexation or the community has otherwise assumed authority or no longer has authority to adopt and enforce floodplain management regulations for a particular area, to ensure that all Flood Hazard Boundary Maps (FHBM) and Flood Insurance Rate Maps (FIRM) accurately represent the community's boundaries. Include within such notification a copy of a map of the community suitable for reproduction, clearly delineating the new corporate limits or new area for which the community has assumed or relinquished floodplain management regulatory authority.

4.2.3.2 WATERCOURSE ALTERATIONS

Notify adjacent communities, the Department of Land Conservation and Development, and other appropriate state and federal agencies, prior to any alteration or relocation of a watercourse, and submit evidence of such notification to the Federal Insurance Administration. This notification shall be provided by the applicant to the Federal Insurance Administration as a Letter of Map Revision (LOMR) along with either:

- A. A proposed maintenance plan to assure the flood carrying capacity within the altered or relocated portion of the watercourse is maintained; or
- B. Certification by a registered professional engineer that the project has been designed to retain its flood carrying capacity without periodic maintenance.

The applicant shall be required to submit a Conditional Letter of Map Revision (CLOMR) when required under section 4.2.3.3. Ensure compliance with all applicable requirements in sections 4.2.3.3 and 5.1.1.

4.2.3.3 REQUIREMENT TO SUBMIT NEW TECHNICAL DATA

A community's base flood elevations may increase or decrease resulting from physical changes affecting flooding conditions. As soon as practicable, but not later than six months after the date such information becomes available, a community shall notify the Federal Insurance Administrator of the changes by submitting technical or scientific data in accordance with Section 44 of the Code of Federal Regulations (CFR), Sub-Section 65.3. The community may require the applicant to submit such data and review fees required for compliance with this section through the applicable FEMA Letter of Map Change (LOMC) process.

The Floodplain Administrator shall require a Conditional Letter of Map Revision prior to the issuance of a floodplain development permit for:

- A. Proposed floodway encroachments that increase the base flood elevation; and
- B. Proposed development which increases the base flood elevation by more than one foot in areas where FEMA has provided base flood elevations but no floodway.

An applicant shall Notify FEMA within six (6) months of project completion when an applicant has obtained a Conditional Letter of Map Revision (CLOMR) from FEMA. This notification to FEMA shall be provided as a Letter of Map Revision (LOMR).

The applicant shall be responsible for preparing all technical data to support CLOMR/LOMR applications and paying any processing or application fees associated with the CLOMR/LOMR.

The Floodplain Administrator shall be under no obligation to sign the Community Acknowledgement Form, which is part of the CLOMR/LOMR application, until the applicant demonstrates that the project will or has met the requirements of this code and applicable state and federal laws.

4.2.4 SUBSTANTIAL IMPROVEMENT AND SUBSTANTIAL DAMAGE ASSESSMENTS AND DETERMINATIONS

Conduct Substantial Improvement (SI) (as defined in section 2.0) reviews for all structural development proposal applications and maintain a record of SI calculations within permit files in accordance with section 4.2.2. Conduct Substantial Damage (SD) (as defined in section 2.0) assessments when structures are damaged due to a natural hazard event or other causes. Make SD determinations whenever structures within the special flood hazard area (as established in section 3.2) are damaged to the extent that the cost of restoring the structure to its before damaged condition would equal or exceed 50 percent of the market value of the structure before the damage occurred.

4.2.5 INTERPRETATION OF FIRM BOUNDRIES

Make interpretations where needed, as to exact location of the boundaries of the special flood hazard areas (for example, where there appears to be a conflict between a mapped boundary and actual field conditions). The person contesting the location of the boundary shall be given a reasonable opportunity to appeal the interpretation. Such appeals shall be granted consistent with the standards of section 60.6 of the Rules and Regulations of the National Flood Insurance Program (44 CFR 59-76).

4.3 ESTABLISHMENT OF DEVELOPMENT PERMIT

4.3.1 FLOODPLAIN DEVELOPMENT PERMIT REQUIRED

A development permit shall be obtained before construction or development begins within any area horizontally within the special flood hazard area established in section 3.2. The development permit shall be required for all structures, including manufactured dwellings, and for all other development, as defined in section 2.0, including fill and other development activities.

4.3.2 APPLICATION FOR DEVELOPMENT PERMIT

Application for a development permit may be made on forms furnished by the Floodplain Administrator and may include, but not be limited to, plans in duplicate drawn to scale showing the nature, location, dimensions, and elevations of the area in question; existing or proposed structures, fill, storage of materials, drainage facilities, and the location of the foregoing. Specifically the following information is required:

- A. In riverine flood zones, the proposed elevation (in relation to mean sea level), of the lowest floor (including basement) and all attendant utilities of all new and substantially improved structures; in accordance with the requirements of section 4.2.2.
- B. Proposed elevation in relation to mean sea level to which any non-residential structure will be floodproofed.

- C. Certification by a registered professional engineer or architect licensed in the State of Oregon that the floodproofing methods proposed for any non-residential structure meet the floodproofing criteria for non-residential structures in section **5.2.3.3**.
- D. Description of the extent to which any watercourse will be altered or relocated.
- E. Base Flood Elevation data for subdivision proposals or other development when required per sections **4.2.1** and **5.1.6**.
- F. Substantial improvement calculation for any improvement, addition, reconstruction, renovation, or rehabilitation of an existing structure.
- G. The amount and location of any fill or excavation activities proposed.

4.4 VARIANCE PROCEDURE

The issuance of a variance is for floodplain management purposes only. Flood insurance premium rates are determined by federal statute according to actuarial risk and will not be modified by the granting of a variance.

4.4.1 CONDITIONS FOR VARIANCES

- A. Generally, variances may be issued for new construction and substantial improvements to be erected on a lot of one-half acre or less in size contiguous to and surrounded by lots with existing structures constructed below the base flood level, in conformance with the provisions of sections **4.4.1 (C) and (E), and 4.4.2**. As the lot size increases beyond one-half acre, the technical justification required for issuing a variance increases.
- B. Variances shall only be issued upon a determination that the variance is the minimum necessary, considering the flood hazard, to afford relief.
- C. Variances shall not be issued within any floodway if any increase in flood levels during the base flood discharge would result.
- D. Variances shall only be issued upon:
 - 1. A showing of good and sufficient cause;
 - 2. A determination that failure to grant the variance would result in exceptional hardship to the applicant;
 - 3. A determination that the granting of a variance will not result in increased flood heights, additional threats to public safety, extraordinary public expense, create nuisances, cause fraud on or victimization of the public, or conflict with existing laws or ordinances.
- E. Variances may be issued by a community for new construction and substantial improvements and for other development necessary for the conduct of a functionally dependent use provided that the criteria of section **4.4.1 (B) – (D)** are met, and the structure or other development is protected by methods that minimize flood damages during the base flood and create no additional threats to public safety.

4.4.2 VARIANCE NOTIFICATION

Any applicant to whom a variance is granted shall be given written notice that the issuance of a variance to construct a structure below the Base Flood Elevation will result in increased premium rates for flood insurance and that such construction below the base flood elevation increases risks to life and property. Such notification and a record of all variance actions, including justification for their issuance shall be maintained in accordance with section 4.2.2.

5.0 PROVISIONS FOR FLOOD HAZARD REDUCTION

5.1 GENERAL STANDARDS

In all special flood hazard areas, the following standards shall be adhered to:

5.1.1 ALTERATION OF WATERCOURSES

Require that the flood carrying capacity within the altered or relocated portion of said watercourse is maintained. Require that maintenance is provided within the altered or relocated portion of said watercourse to ensure that the flood carrying capacity is not diminished. Require compliance with sections 4.2.3.2 and 4.2.3.3.

5.1.2 ANCHORING

- A. All new construction and substantial improvements shall be anchored to prevent flotation, collapse, or lateral movement of the structure resulting from hydrodynamic and hydrostatic loads, including the effects of buoyancy.
- B. All manufactured dwellings shall be anchored per section 5.2.3.4.

5.1.3 CONSTRUCTION MATERIALS AND METHODS

- A. All new construction and substantial improvements shall be constructed with materials and utility equipment resistant to flood damage.
- B. All new construction and substantial improvements shall be constructed using methods and practices that minimize flood damage.

5.1.4 UTILITIES AND EQUIPMENT

5.1.4.1 WATER SUPPLY, SANITARY SEWER, AND ON-SITE WASTE DISPOSAL SYSTEMS

- A. All new and replacement water supply systems shall be designed to minimize or eliminate infiltration of flood waters into the system.
- B. New and replacement sanitary sewage systems shall be designed to minimize or eliminate infiltration of flood waters into the systems and discharge from the systems into flood waters.
- C. On-site waste disposal systems shall be located to avoid impairment to them or contamination from them during flooding consistent with the Oregon Department of Environmental Quality.

5.1.4.2 ELECTRICAL, MECHANICAL, PLUMBING, AND OTHER EQUIPMENT

Electrical, heating, ventilating, air-conditioning, plumbing, duct systems, and other equipment and service facilities shall be elevated at or above the base flood level City of Turner or shall be designed and installed to prevent water from entering or accumulating within the components and to resist hydrostatic and hydrodynamic loads and stresses, including the effects of buoyancy, during conditions of flooding. In addition, electrical, heating, ventilating, air-conditioning, plumbing, duct systems, and other equipment and service facilities shall:

- A. If replaced as part of a substantial improvement shall meet all the requirements of this section.

5.1.5 TANKS

- A. Underground tanks shall be anchored to prevent flotation, collapse and lateral movement under conditions of the base flood.
- B. Above-ground tanks shall be installed at or above the base flood level City of Turner or shall be anchored to prevent flotation, collapse, and lateral movement under conditions of the base flood.

5.1.6 SUBDIVISION PROPOSALS & OTHER PROPOSED DEVELOPMENTS

- A. All new subdivision proposals and other proposed new developments (including proposals for manufactured dwelling parks and subdivisions) greater than 50 lots or 5 acres, whichever is the lesser, shall include within such proposals, Base Flood Elevation data.

- B. All new subdivision proposals and other proposed new developments (including proposals for manufactured dwelling parks and subdivisions) shall:
 - 1. Be consistent with the need to minimize flood damage.
 - 2. Have public utilities and facilities such as sewer, gas, electrical, and water systems located and constructed to minimize or eliminate flood damage.
 - 3. Have adequate drainage provided to reduce exposure to flood hazards.

5.1.7 USE OF OTHER BASE FLOOD DATA

When Base Flood Elevation data has not been provided in accordance with section 3.2 the local floodplain administrator shall obtain, review, and reasonably utilize any Base Flood Elevation data available from a federal, state, or other source, in order to administer section 5.0. All new subdivision proposals and other proposed new developments (including proposals for manufactured dwelling parks and subdivisions) must meet the requirements of section 5.1.6.

Base Flood Elevations shall be determined for development proposals that are 5 acres or more in size or are 50 lots or more, whichever is lesser in any A zone that does not have an established base flood elevation. Development proposals located within a riverine unnumbered A Zone shall be reasonably safe from flooding; the test of reasonableness includes use of historical data, high water marks, FEMA provided Base Level Engineering data, and photographs of past flooding, etc... where available. Failure to elevate at least two feet above grade in these zones may result in higher insurance rates.

5.1.8 STRUCTURES LOCATED IN MULTIPLE OR PARTIAL FLOOD ZONES

In coordination with the State of Oregon Specialty Codes:

- A. When a structure is located in multiple flood zones on the community's Flood Insurance Rate Maps (FIRM) the provisions for the more restrictive flood zone shall apply.
- B. When a structure is partially located in a special flood hazard area, the entire structure shall meet the requirements for new construction and substantial improvements.

5.2 SPECIFIC STANDARDS FOR RIVERINE (INCLUDING ALL NON-COASTAL) FLOOD ZONES

These specific standards shall apply to all new construction and substantial improvements in addition to the General Standards contained in section 5.1 of this ordinance.

5.2.1 FLOOD OPENINGS

All new construction and substantial improvements with fully enclosed areas below the lowest floor (excluding basements) are subject to the following requirements.

Enclosed areas below the Base Flood Elevation, including crawl spaces shall:

- A. Be designed to automatically equalize hydrostatic flood forces on walls by allowing for the entry and exit of floodwaters;
- B. Be used solely for parking, storage, or building access;
- C. Be certified by a registered professional engineer or architect or meet or exceed all of the following minimum criteria:
 - 1. A minimum of two openings,
 - 2. The total net area of non-engineered openings shall be not less than one (1) square inch for each square foot of enclosed area, where the enclosed area is measured on the exterior of the enclosure walls,
 - 3. The bottom of all openings shall be no higher than one foot above grade.
 - 4. Openings may be equipped with screens, louvers, valves, or other coverings or devices provided that they shall allow the automatic flow of floodwater into and out of the enclosed areas and shall be accounted for in the determination of the net open area.
 - 5. All additional higher standards for flood openings in the State of Oregon Residential Specialty Codes Section R322.2.2 shall be complied with when applicable.

5.2.2 GARAGES

- A. Attached garages may be constructed with the garage floor slab below the Base Flood Elevation (BFE) in riverine flood zones, if the following requirements are met:
 - 1. If located within a floodway the proposed garage must comply with the requirements of section **5.2.4**.
 - 2. The floors are at or above grade on not less than one side;
 - 3. The garage is used solely for parking, building access, and/or storage;
 - 4. The garage is constructed with flood openings in compliance with section **5.2.1** to equalize hydrostatic flood forces on exterior walls by allowing for the automatic entry and exit of floodwater.

5. The portions of the garage constructed below the BFE are constructed with materials resistant to flood damage;
 6. The garage is constructed in compliance with the standards in section 5.1; and
 7. The garage is constructed with electrical, and other service facilities located and installed so as to prevent water from entering or accumulating within the components during conditions of the base flood.
- B. Detached garages must be constructed in compliance with the standards for appurtenant structures in section 5.2.3.6 or non-residential structures in section 5.2.3.3 depending on the square footage of the garage.

5.2.3 FOR RIVERINE (NON-COASTAL) SPECIAL FLOOD HAZARD AREAS WITH BASE FLOOD ELEVATIONS

In addition to the general standards listed in section 5.1 the following specific standards shall apply in Riverine (non-coastal) special flood hazard areas with Base Flood Elevations (BFE): Zones A1-A30, AH, and AE.

5.2.3.1 BEFORE REGULATORY FLOODWAY

In areas where a regulatory floodway has not been designated, no new construction, substantial improvement, or other development (including fill) shall be permitted within Zones A1-30 and AE on the community's Flood Insurance Rate Map (FIRM), unless it is demonstrated that the cumulative effect of the proposed development, when combined with all other existing and anticipated development, will not increase the water surface elevation of the base flood more than one foot at any point within the community.

5.2.3.2 RESIDENTIAL CONSTRUCTION

- A. New construction and substantial improvement of any residential structure shall have the lowest floor, including basement, elevated 1 foot above the Base Flood Elevation (BFE)
- B. Enclosed areas below the lowest floor shall comply with the flood opening requirements in section 5.2.1.

5.2.3.3 NON-RESIDENTIAL CONSTRUCTION

- A. New construction and substantial improvement of any commercial, industrial, or other non-residential structure shall:

1. Have the lowest floor, including basement elevated at or above the Base Flood Elevation (BFE);
Or, together with attendant utility and sanitary facilities,
 2. Be floodproofed so that below the base flood level the structure is watertight with walls substantially impermeable to the passage of water;
 3. Have structural components capable of resisting hydrostatic and hydrodynamic loads and effects of buoyancy.
 4. Be certified by a registered professional engineer or architect that the design and methods of construction are in accordance with accepted standards of practice for meeting provisions of this section based on their development and/or review of the structural design, specifications and plans.
Such certifications shall be provided to the Floodplain Administrator as set forth section 4.2.2.
- B. Non-residential structures that are elevated, not floodproofed, shall comply with the standards for enclosed areas below the lowest floor in section 5.2.1.
- C. Applicants floodproofing non-residential buildings shall be notified that flood insurance premiums will be based on rates that are one (1) foot below the floodproofed level (e.g. a building floodproofed to the base flood level will be rated as one (1) foot below.

5.2.3.4 MANUFACTURED DWELLINGS

- A. New or substantially improved manufactured dwellings supported on solid foundation walls shall be constructed with flood openings that comply with section 5.2.1;
- B. The bottom of the longitudinal chassis frame beam shall be at or above Base Flood Elevation;
- C. New or substantially improved manufactured dwellings shall be anchored to prevent flotation, collapse, and lateral movement during the base flood. Anchoring methods may include, but are not limited to, use of over-the-top or frame ties to ground anchors (Reference FEMA's "Manufactured Home Installation in Flood Hazard Areas" guidebook for additional techniques), and;
- D. Electrical crossover connections shall be a minimum of twelve (12) inches above Base Flood Elevation (BFE).

5.2.3.5 RECREATIONAL VEHICLES

Recreational vehicles placed on sites are required to:

- A. Be on the site for fewer than 180 consecutive days,

- B. Be fully licensed and ready for highway use, on its wheels or jacking system, is attached to the site only by quick disconnect type utilities and security devices, and has no permanently attached additions; or
- C. Meet the requirements of section **5.2.3.4**, including the anchoring and elevation requirements for manufactured dwellings.

5.2.3.6 APPURTENANT (ACCESSORY) STRUCTURES

Relief from elevation or floodproofing requirements for residential and non-residential structures in Riverine (Non-Coastal) flood zones may be granted for appurtenant structures that meet the following requirements:

- A. Appurtenant structures located partially or entirely within the floodway must comply with requirements for development within a floodway found in section **5.2.4**.
- B. Appurtenant structures must only be used for parking, access, and/or storage and shall not be used for human habitation;
- C. In compliance with State of Oregon Specialty Codes, appurtenant structures on properties that are zoned residential are limited to one-story structures less than 200 square feet, or 400 square feet if the property is greater than two (2) acres in area and the proposed appurtenant structure will be located a minimum of 20 feet from all property lines. Appurtenant structures on properties that are zoned as non-residential are limited in size to 120 square feet.
- D. The portions of the appurtenant structure located below the Base Flood Elevation must be built using flood resistant materials;
- E. The appurtenant structure must be adequately anchored to prevent flotation, collapse, and lateral movement of the structure resulting from hydrodynamic and hydrostatic loads, including the effects of buoyancy, during conditions of the base flood.
- F. The appurtenant structure must be designed and constructed to equalize hydrostatic flood forces on exterior walls and comply with the requirements for flood openings in section **5.2.1**;
- G. Appurtenant structures shall be located and constructed to have low damage potential;
- H. Appurtenant structures shall not be used to store toxic material, oil, or gasoline, or any priority persistent pollutant identified by the Oregon Department of Environmental Quality unless confined in a tank installed in compliance with section **5.1.5**.
- I. Appurtenant structures shall be constructed with electrical, mechanical, and other service facilities located and installed so as to prevent water from entering or accumulating within the components during conditions of the base flood.

5.2.4 FLOODWAYS

Located within the special flood hazard areas established in section 3.2 are areas designated as floodways. Since the floodway is an extremely hazardous area due to the velocity of the floodwaters which carry debris, potential projectiles, and erosion potential, the following provisions apply:

- A. Prohibit encroachments, including fill, new construction, substantial improvements, and other development within the adopted regulatory floodway unless:
1. Certification by a registered professional civil engineer is provided demonstrating through hydrologic and hydraulic analyses performed in accordance with standard engineering practice that the proposed encroachment shall not result in any increase in flood levels within the community during the occurrence of the base flood discharge;
Or,
 2. A community may permit encroachments within the adopted regulatory floodway that would result in an increase in base flood elevations, provided that a Conditional Letter of Map Revision (CLOMR) is applied for and approved by the Federal Insurance Administrator, and the requirements for such revision as established under Volume 44 of the Code of Federal Regulations, section 65.12 are fulfilled. If an encroachment proposal resulting in an increase in Base Flood Elevation meets the following criteria:
 - i. Is for the purpose of fish enhancement,
 - ii. Does not involve the placement of any structures (as defined in Section 2.0) within the floodway,
 - iii. Has a feasibility analysis completed documenting that fish enhancement will be achieved through the proposed project,
 - iv. Has a maintenance plan in place to ensure that the stream carrying capacity is not impacted by the fish enhancement project,
 - v. Has approval by the National Marine Fisheries Service, the State of Oregon Department of Fish and Wildlife, or the equivalent federal or state agency, and
 - vi. Has evidence to support that no existing structures will be negatively impacted by the proposed activity;
- Then an approved CLOMR or may be required prior to approval of a floodplain permit.

- B. If the requirements of section 5.2.4 (A) are satisfied, all new construction, substantial improvements, and other development shall comply with all other applicable flood hazard reduction provisions of section 5.0.

(Amended by Ord. 19-106)

SECTION 4.220 WETLANDS OVERLAY-DISTRICT - WL

Wetlands are defined as those areas that are inundated or saturated often enough to support a prevalence of vegetation adapted for life in standing water or saturated soil. Wetlands include swamps, bogs, marshes and similar areas. *The Turner Local Wetlands and Riparian Area Inventory is hereby incorporated by reference herein.* (Amended by Ord. 02-105 Attachment "A")

- (1) **Regulation.** Development within wetlands is prohibited unless replacement or enhancement mitigation is accepted by the regulatory agencies. The Oregon Division of State Lands (DSL) is the coordinating agency for wetland permits. The US Army Corp of Engineers (Corps) is the federal regulatory agency administering Section 404 of the National Clean Waters Act. There are also other state and federal coordinating agencies including DLCD.

- (2) **Notice.** **ORS 227.350** specifies that cities shall provide notice of proposed wetlands development to the ~~Division~~ Department of State Lands (DSL).

The city shall provide notice to the DSL, the applicant and the owner of record, within 5 working days of the acceptance of any complete application for the following activities that are wholly or partially within areas identified as wetlands on the Turner Local Wetland and Riparian Area Inventory.

(Amended by Ord. 02-105 Attachment "A")

Notice is required for:

- (a) Subdivisions;
 - (b) Building permits for new structures;
 - (c) Other development permits and approvals that allow physical alteration to the land involving excavation and grading, including permits for removal or fill, or both, or development in floodplains and floodways;
 - (d) Conditional use permits and variances that involve physical alterations to the land or construction of new structures; and
 - (e) Planned unit development approvals.
- (3) The provisions of Subsection (2) of this Section do not apply if a permit from the ~~division~~ DSL has been issued for the proposed activity.
- (4) Approval of any activity described in Sub-section (2) above shall include one of the following notice statements:
- (a) Issuance of a permit under **ORS 196.600 to 196.905** by the ~~division~~ DSL is required for the project before any physical alteration takes place within the wetlands;

- (b) Notice from ~~the division~~ DSL that no permit is required; or
- (c) Notice from ~~the division~~ DSL that no permit is required until specific proposals to remove, fill or alter the wetlands are submitted.
- (5) If ~~the division~~ DSL fails to respond to any notice provided under Subsection (2) of this section within 30 days of notice, the City approval may be issued with written notice to the applicant and the owner of record that the proposed action may require state or federal permits.
- (6) The City may issue local approval for parcels identified as or including wetlands on the State-wide Wetlands Inventory upon providing to the applicant and the owner of record of the affected parcel a written notice of the possible presence of wetlands and the potential need for state and federal permits and providing the division with a copy of the notification of comprehensive plan map or zoning map amendments for specific properties.
- (7) Notice of activities authorized within an approved wetland conservation plan shall be provided to ~~the division~~ DSL within five days following local approval.
- (8) Failure by the City to provide notice as required in this section will not invalidate City approval.
- (9) **Application.** The WL Overlay-District may be combined with any Primary District when located within a designated wetland area.
- (10) **Development Standards:**
 - (a) No development shall be permitted within designated wetlands unless a permit has been acquired from DSL and any other regulatory agency having jurisdiction.
 - (b) The City of Turner shall not provide sewer service to any new structures or development which would encroach upon or adversely affect any designated wetlands within the Turner City Limits or Urban Growth Boundary.

(Item (10) Added by Ord. 98-109)

SECTION 4.230 HILLSIDE DEVELOPMENT OVERLAY DISTRICT - HD

The intent of this Section is to provide standards governing development of hillside land within the City to alleviate harmful and damaging effects of on-site erosion, sedimentation, runoff and accumulation of debris on adjacent, downhill properties and to regulate the effects of excavation and grading on hillsides. **Turner Ordinance 01-100, Excavation and Grading Building Code, Turner Revised Code 8.02** applies to this section.

(Amended by Ord. 02-105 Attachment "A")

- (1) **Scope.** This Section shall apply to the hill areas within the present and future city limits of Turner. Hill areas shall mean those areas which have a slope before

grading of fifteen percent (15%) or more as indicated in the Turner Comprehensive Plan.

- (a) Areas of fifteen percent (15%) or greater are generally defined in the Turner Comprehensive Plan, Development Limitations Map.
- (b) Prior to the issuance of a building permit for any structure, or the submittal of a tentative plan for any partition or subdivision, the City Administrator will confirm with the applicant the slope characteristics of the property involved. If the slope is greater than fifteen percent (15%) the criteria of the Hillside Development Overlay District shall apply. If there is any question as to the slope characteristics, the Applicant shall provide evidence of the slope characteristics to the satisfaction of the City Administrator.
- (c) Procedures. In addition to the requirements established herein, the Planning Commission may require applicants to employ a licensed architect, landscape architect, engineer, or other specialist if professional services from one or more of the above disciplines is required to implement the intent of this district. The Planning Commission may further require the applicant to furnish drawings in addition to those required below:

These drawings shall include:

- 1. Detailed grading plans - indicating balance of cut and fill.
- 2. Landscaping plans, indicating vegetation to be retained and vegetation to be removed and any additional vegetation to be installed on the site.
- 3. Detailed utility plans indicating conformance with code and the standards and installation procedures of the City of Turner.
- 4. An overall master plan for the site indicating placement of structures on the site in accordance with this Code, and the phasing of the project.
- 5. A site analysis map indicating slope, drainage ways, soil characteristics, solar orientation, and a statement outlining potential hazards for building on the site and measures that will be followed to correct these hazards.

- (2) **Purpose.** It shall be the purpose of this Code to promote the following City objectives:

- (a) To provide an alternative approach to conventional flatland practices of development in hill areas by encouraging the concentration of dwellings through the clustering effect.
 - (b) To preserve areas of open space and the scenic and environmental values of the natural terrain.
 - (c) To promote the decrease in housing density as the slope of the terrain increases.
 - (d) To regulate unnecessary and potentially destructive grading.
 - (e) To utilize specialized development standards for environmental issues, utility lines and facilities, water supply and distribution, circulation, storm drainage, sanitary sewers, tree removal and conservation of vegetation, open space ownership and maintenance, and safety hazards.
- (3) **Applications.**
- (a) The requirements for development on a hillside area set forth are in addition to those within the primary district.
- All developments of a hillside area shall also conform to all other City ordinances, rules, regulations and policies.
- These provisions establish the minimum standards applicable within the Turner City limits to the subject matters of this ordinance.
- (b) Procedure for Approval of Hillside Development. Applicants for approval of hillside developments must comply with the Site Plan Review procedures contained in **Section 2.400** and the Land Division requirements of **Section 2.300**.
- (4) **Preservation of the Natural Environment and Scenic Beauty of the Turner Hillside Areas.** Partitions and subdivisions shall be planned, designed, constructed, and maintained to preserve to the maximum extent possible the natural environment and scenic beauty of the Turner Hillsides.
- (5) **Conservation.**
- (a) Hillside development shall be planned, designed, constructed, and maintained to require the least feasible amounts of land coverage, as well as the least feasible disturbance of soil and site by grading, excavation, and other land alterations.
 - (b) Hillside development shall be planned, designed, constructed, and maintained to avoid:
 - 1. Any erosion.

2. Pollution, contamination, or siltation of streams and rivers.
3. Damage to vegetation.
4. Injury to fish and wildlife habitats.
5. The alteration of natural drainage channels that results in the reduction of water carrying capacity.

(Amended by Ord. 11-102)

- (c) Grading. Any grading performed within the boundaries of a hillside development shall take into account the environmental characteristics of that property, including but not limited to prominent geological features, existing streambeds, drainage ways, and significant tree cover. Grading shall be designed in keeping with the best engineering practices to avoid erosion, slides or flooding and to have as minimal effect on the environment as possible. The Oregon Structurally Specialty Code and Turner Ordinance 01-100, Excavation and Grading Building Code, Turner Revised Code 8.02 apply to this section and shall be adopted by reference as part of this Code prescribing standards for proper grading procedures. The city may request additional information on grading as determined to be necessary to meet the requirements of this Code.

(Amended by Ord. 02-105 Attachment "A")

Grading, Cut and Fill Standards. When possible, grading shall be kept to a minimum in all hillside areas. Contour grading practices must be used whenever possible. All cut and fill slopes generally must not exceed a two (horizontal) to one (vertical) ratio. Slopes which are steeper (i.e. 1:1/2 or 1:1) may be conditionally approved by the City upon certification, by a qualified engineer that the slope will remain stable under foreseeable conditions. The certification must delineate any specific stabilization measures deemed necessary by the engineer.

1. Foundations established within the hillside development area shall be of the type necessary and too commensurate with the slope and soil characteristics to support the structure in question. All provisions of the Oregon Structurally Specialty Code for foundation construction shall be observed.
 2. No cut to accommodate a structure shall be made within fifty feet of a septic system drain field.
- (d) The dimensions, shape, and orientation of all building sites shall be designed to maximize the natural terrain features, and minimize disturbance of the natural grade.

- (e) The creation of building sites by mass pad grading or continuous terracing of building sites shall be prohibited.
- (6) **Utility Lines and Facilities.**
- (a) All electrical power distribution lines, telephone lines, gas distribution lines, cable television lines, and appurtenant facilities shall be installed underground unless the applicant demonstrates, and the permit-issuing authority determines on the basis of substantial evidence, that installation of the lines and facilities above ground will better protect scenic and environmental values.
 - (b) Above ground equipment appurtenant to underground facilities, such as surface mounted transformers, pedestal mounted terminal boxes, and meter cabinets and concealed ducts, provided that such facilities shall be located and designed so as to harmonize with the area, and shall be appropriately screened and landscaped. In appropriate instances all or part of the transformers and service terminals shall be flush with or below the surface of the ground at the point of installation.
 - (c) The location, design, installation, and maintenance of all utility lines and appurtenant facilities shall be carried out with the minimum disturbance of soil and site as is feasible for economy and maintenance. Such lines shall be located within the right-of-way whenever possible.
- (7) **Water Supply and Distribution.**
- (a) Adequate water supply. Each lot or multiple dwelling unit in a minor partition, major partition, subdivision, or planned unit development shall be supplied with an amount of water for its intended use, and the development shall be supplied with water adequate to fight fires on the site.
 - (b) Adequate Water Distribution System. Every hillside development shall have a water distribution system that will be adequate in volume and pressure to furnish each lot or multiple dwelling unit. In addition, every development shall provide adequate means for delivering water at adequate pressure and quantities by fire hydrants, or otherwise, to any location within the development for fire protection.
- (8) **Circulation.**
- (a) The location, alignment design, grade width, and capacity of roads within the development shall conform to city engineering standards. However, the use of public and private lanes shall be encouraged in the hill areas to reduce the disturbance of the natural landscape. The width of these lanes shall be allowed to be as narrow as public safety and traffic generation will permit.

- (b) Loop and split, one-way street sections, and occasional steep street grades shall be allowed to fit terrain and minimize grading and exposed slopes.
- (c) Streets and lanes in the hill areas shall be laid out as to encourage slow speed traffic and respect the natural topography of the area.
- (d) Street grades may be permitted up to 15 percent, if necessary, provided they do not exceed 200 feet in length, whereby they must be reduced to 12 percent or less for a minimum length of 200 feet. The overall grade shall not exceed 12 percent.
- (e) Culverts, bridges, and other drainage structures shall be placed as to encourage drainage in established drainage ways.
- (f) Additional road construction improvements may be required in areas exhibiting poor soil quality and stability.
- (g) Circulation shall, when feasible, be designed to allow for separation of vehicular, pedestrian, bicycle, and hiking trails. The circulation system shall, when feasible, be developed throughout the hill areas, to provide connections between park areas and scenic easements in order to help maximize the leisure opportunities of the hills. Trails may be accepted by the appropriate jurisdiction in fee or easement.
- (h) Walkways shall be required when determined to be needed for public safety and convenience when required. Walkways shall be of minimum width (no less than three feet) unless a greater need is shown. Walkways shall be constructed of a material suitable for use in a particular area; and shall be located as necessary to provide maximum pedestrian safety and preservation of the character of the area.
- (i) Parking shall be provided on at least one side of all public streets except where existing topography renders development adjacent to the street impractical, or where the street serves solely as an access road, or where an adequate number of off-street parking spaces are provided on lots adjacent to the street.
- (j) Driveways shall be designated on a grade and alignment that will provide the maximum safety and convenience for vehicular and pedestrian use. Collective private driveways shall be encouraged where their utilization will result in better building sites and lesser amount of land coverage than would result if a public road were required.
- (k) Minimum standards for private easement construction within the hillside area shall be as follows:
 - 1. Minimum Travel Service Width _____ 12 feet

2. Minimum Vertical Clearance 14 feet
3. Minimum Horizontal Clearance 16 feet
4. Maximum Intermittent Grade 15% for 200 feet
5. Maximum Sustained Grade 10%

- (l) Whenever private drives are permitted, it shall be the responsibility of the benefited property owner to maintain the private easement or driveway established in accordance with this Code.

(9) **Storm Drainage**

- (a) General Standards. All hillside development shall be planned, designed, constructed and maintained so as to:

1. Protect and preserve natural drainage channels.
2. Provide a system by which water within the development will be removed without causing damage or harm to the natural environment, or the property of other persons within the subdivision or in other areas outside the development.
3. Assure that waters drained from the development are free from pollutants, including sedimentary materials, based on standards required in TRC 8.03.00 Erosion Control and TRC 4.31.00 Illicit Discharge.

(Amended by Ord. 13-105)

- (b) Easements. In the event a development or any part thereof is traversed by a major watercourse, channel, stream, gulch, or other drainage channels, adequate easements for a storm drainage shall be provided.
- (c) Oversize Drainage. The permit issuing authority may require that the applicant design and construct a drainage system which will insure that the inlet flow line elevations and the capacity are such that it is capable, or may be extended as necessary, to serve adequately the entire drainage basin within which the subdivision is located, when such basin is ultimately developed.

(10) **Tree Removal and Conservation of Vegetation.**

- (a) General Standards. All hillside developments shall be planned, designed, constructed and maintained so that:
 1. Existing healthy trees and native vegetation on the site are preserved to the maximum extent feasible and are protected by adequate means of during construction.

2. Existing native vegetation is not disturbed, injured, or removed prior to site development, except for the preparation of the preliminary plan.
 3. No slash, dead trees, or uprooted stumps remain after development.
 4. Appurtenances such as television antennas, signs, and street lights are not attached to trees.
- (11) Open space within a Subdivision or Planned Development located on a hillside under the provisions of this Code should be maintained for scenic, landscaping and recreational purposes within the development. Open space shall be adequate for the recreational and leisure needs of the occupants and users of the development. In order to insure that open space will be permanent, the development right may be required to be dedicated to the City of Turner. Such instruments and documents guaranteeing the maintenance of open space shall be approved as to form by the City Attorney. Failure to maintain the open space or any other property set forth in the development plan and program shall empower the City of Turner to enter the property and bring said property up to the standards set fourth in the development plan and program. The city may then assess the real property and improvements within the hillside development for the cost of creating and maintaining said open space and recreational lands.
- (12) **Safety Standards.**
- (a) **Fire Protection Standards.** All developments shall be planned, designed, constructed, and maintained so as to minimize the risk of fire and to permit the effective suppression of fires. In order to protect persons, property improvements and forested areas fire protection measures shall include:
1. The placement of structures in such a manner as to minimize the potentialities of flame spread and to permit easy access for fire fighting equipment.
 2. The provisions of adequate fire fighting facilities on site where necessary.
 3. An adequate water supply and water distribution system to fight fires on site.
 4. Provision for proper storage, location, and maintenance of all combustible, explosive, or any other materials or items of potential incendiary character.
 5. The dedication of appropriate easement of access for fire protection equipment from roads within the subdivision to the boundaries of the subdivision in areas of possible fire hazard.

6. The availability, through a fire protection district or otherwise, of fire protection services adequate to fight fires that may occur within the subdivision.
 7. As fire hydrants are located within the right-of-way, prevention of plant coverings around them shall be enforced.
- (b) Other Hazards. Lands subject to known hazards such as landslides, excessive creep, extremely sensitive soils, or otherwise unsuitable for structures intended for habitation shall be:
1. Set aside by appropriate legal instrumentation such as covenants, easements, and dedication as permanent non-use areas.
 2. Suitably improved with such corrective measures that will limit the hazard and make the land suitable for the intended use, provided, however, that such corrective measures are approved by the permit-issuing authority and are designed and constructed in conformity with the standards contained in agency ordinances, regulations, rules, and policies, and in such a manner as not to cause substantial risk of environmental damage.
 3. Low profile vegetation growth shall be required for stabilization of slopes and prevention of traffic hazards on intersections.
- (13) **Performance Contract.** Prior to issuance of a building permit, an agreement, or security contract in accordance with Sections 7.510 and 7.520 shall be prepared by the City and signed by the applicant and a legal representative of the City (both witnessed by notary). The Applicant shall enter into the contract to assure construction and performance in accordance with the approved final plans. The Contract shall be binding on the applicant and the applicant's successors and interest.

4.240 MINERAL & AGGREGATE RESOURCE OVERLAY DISTRICT - MAR
(Section 4.240 deleted by Ord. 11-102)

SECTION 4.250 HISTORIC PRESERVATION OVERLAY-DISTRICT - HP

Statewide Planning Goal 5 defines Historic Areas as lands with sites, structures and objects that have local, regional, statewide or national historical significance. Goal 5 also specifies that the National Register of Historic Places pursuant to the National Historic Preservation Act of 1966 and the recommendation of the State Advisory Committee on Historic Preservation should be utilized in designating historic resources. OAR 660-23-200 provides specific rules for compliance with Goal 5, Historic Resources.

A Statewide Comprehensive Historic Preservation Plan is authorized by ORS Chapter 358, administered by the State Department of Parks and Recreation as the State Historic Preservation Program. Local governments should encourage the preservation, management, and enhancement of structures, resources, and objects of historic significance in conformance with, but not limited by, the provisions of ORS 358.

A Historic Context Statement has been prepared for the City of Turner in conformance with the requirements of the Turner Comprehensive Plan.

- (1) **Purpose.** The designation of historic resources allows the City to formally recognize and protect its historic heritage.
 - (a) The Board of Directors of Turner Historical Society (THS) is recognized by the City as the committee for historic review and recommendation. The Turner Historical Society shall review and make recommendations to the City for all:
 1. Requests for designation or removal of an HP Overlay-District or designation of a Historic Resource.
 2. Requests for Alteration, demolition and moving of a historic resource or proposed new construction within a designated HP Overlay-District.

SECTION 4.251 HP OVERLAY-DISTRICT DESIGNATION

The designation of a Historic Preservation Overlay-District - HP supplements the regulations of the Primary Land Use District and can apply to any historic resource contained on the City's adopted Historic Inventory.

- (1) The City, the Turner Historical Society or a property owner may apply for designation of an HP Overlay-District in combination with any Primary District in accordance with the application requirements of **Sections 2.130 and 2.140**, the amendment procedure of **Section 2.700** and the requirements of this Section.
- (2) Applications shall first be submitted to the City in accordance with **Sections 2.130 and 2.140** together with the following additional information:
 - (a) A description and map of the proposed HP Overlay-District or the proposed historic resource to be evaluated.
 - (b) A statement of the reasons why the proposed district or resource is appropriate for designation as a historic resource.
 - (c) A statement of the potential impact, if any, that a historic resource designation would have on the property owners or surrounding property owners of the proposed historic resource.
 - (d) A statement by the property owner agreeing to the historic resource designation.

- (3) Submitted applications shall be reviewed by the City Administrator for completeness and forwarded to the Turner Historical Society for review and recommendation. Following recommendation by the Turner Historical Society, the City Administrator shall schedule the required public hearings in conformance with the amendment procedures of **Section 2.700** and the hearing procedures of **Section 3.510**.
- (4) The City Administrator shall provide the property owner and applicant with information regarding the benefits and obligations of an HP Overlay-District designation at the time of application.
- (5) **Decision Criteria.** Approval shall be based upon compliance with the submittal requirements and the following considerations:
 - (a) Property owner agreement.
 - (b) There is an association with the life or activities of a person, group, organization, or institution that has made a significant contribution to the city, county, state or nation.
 - (c) There is an association with an event that has made a significant contribution to the city, county, state or nation.
 - (d) There is an association with broad patterns of political, economic, or industrial history in the city, county, state, or nation.
 - (e) The resource embodies distinguishing characteristics of design, style, construction, craftsmanship or materials.
 - (f) The resource retains its original design features, materials and/or character;
 - (g) The resource is unique, the only remaining or one of a few resources of a particular kind.
 - (h) It is a visual community landmark.
 - (i) The site contains, or may yield, historic, prehistoric or archaeological information.
 - (j) Existing land uses surrounding the resource contribute to the integrity of the historic period represented.
 - (k) The resource contributes to the continuity or historic character of the street, neighborhood, and/or the community.
 - (l) The property is 50 years old or older.

- (m) The proposed landmark or district complies with the National Register Criteria for Evaluation or the Secretary of the Interior's Standards for Evaluation.
 - (n) The proposed landmark or district is listed in the State Historic Preservation Program or is on the National Register of Historic Places.
- (5) **Conditions of Approval.**
- (a) The City may attach conditions which are appropriate for the promotion and/or preservation of the historic resource.
 - (b) The City shall allow property owners of inventoried historic resources to refuse historic resource designation at any time prior to adoption of the HP Overlay-District designation and shall not include a site on a list of historic resources if the owner of the property objects to its designation.

SECTION 4.252 EXTERIOR ALTERATIONS AND NEW CONSTRUCTION

Alteration or additions to historic resources should preserve the characteristics which determined its inclusion in the City's Historic Inventory and HP Overlay-District.

- (1) The City, the Turner Historical Society or a property owner may apply for alterations or new construction of an historic resource within an HP Overlay-District in accordance with the application requirements of **Sections 2.130 and 2.140**, the Site Plan Review procedures of **Section 2.400** and the requirements of **Section 4.252** contained herein.

City approval is not required for repair, maintenance, or replacement with comparable features or materials, or a change in paint color.
- (2) Applications shall first be submitted to the City in accordance with **Sections 2.130 and 2.140** together with the following additional information:
 - (a) A description and map of the proposed alteration or new construction for the historic resource to be evaluated.
 - (b) A statement of the reasons why the proposed alterations or new construction is needed and appropriate for the historic resource.
 - (c) A statement of the potential impact, if any, on the historic character of the resource or surrounding properties within the HP Overlay-District.
- (3) Submitted applications shall be reviewed by the City Administrator for completeness and forwarded to the Turner Historical Society for review and recommendation. Following recommendation by the Turner Historical Society, the City Administrator shall schedule the required Planning Commission Review in conformance with the Site Plan Review procedures of **Section 2.400** and the review process of **Section 3.400**.

- (4) **Decision Criteria.** Approval of alterations and new construction shall be based upon compliance with the submittal requirements and the following considerations that include the Secretary of the Interior Standards for Historic Rehabilitation:
- (a) A property should be used for its historic purpose or a new use that requires minimal change to the defining characteristics of the building, its site and the neighborhood environment.
 - (b) The historic character of a property should be retained and preserved. The removal of historic material or alteration of features and spaces that characterize a property should be avoided.
 - (c) Each historic property is recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings or times, should not be undertaken.
 - (d) Most properties change over time; those changes that have acquired historic significance in their own right should be retained and preserved.
 - (e) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property should be preserved.
 - (f) Deteriorated historic features should be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature should match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
 - (g) Chemical or physical treatments, such as sandblasting, that cause damage to historic material should not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
 - (h) Significant archeological resources affected by a project should be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
 - (i) New additions, exterior alterations, or related new construction should not destroy historic materials that characterize the property. The new work should be differentiated from the old and should be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment. Wherever possible, new additions or alterations to any structures should be done in such a manner that, if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

- (j) New additions and adjacent or related new construction should be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

(5) **Conditions of Approval.**

- (a) The City may attach conditions which are appropriate for the promotion and/or preservation of the historic resource.
- (b) The City may delay action for at least 120 days on a request for alterations or new construction to a historic resource if it is satisfied that a genuine effort with a reasonable chance of success is being undertaken to seek more adequate preservation of the historic resource.

SECTION 4.253 MOVING, DEMOLITION AND HP OVERLAY-DISTRICT REMOVAL

It is the City's intent that all designated historical resources be preserved and maintained. However, it is recognized that it may become necessary to remove or replace the HP Overlay District due to changing circumstances. Moving or demolition of Historic Resources may also necessitate changing the HP Overlay-District. The procedure for moving, demolition and removal of an HP Overlay-District is essentially the same as that for designating an HP Overlay-District.

- (1) The City, the Turner Historical Society or a property owner may apply for moving or demolition of an historic resource, or removal of an HP Overlay-District in accordance with the application requirements of **Sections 2.130 and 2.140**, the amendment procedure of **Section 2.700** and the requirements of **Sections 4.253** contained herein.
- (2) Applications shall first be submitted to the City in accordance with **Sections 2.130 and 2.140** together with the following additional information:
 - (a) A description and map of the HP Overlay-District to be removed or relocated and the proposed historic resource to be moved or demolished.
 - (b) A statement of the reasons why the resource cannot be maintained and needs to be moved or demolished or why the district needs to be relocated or removed.
 - (c) A statement of the potential impact, if any, that a change in the historic resource or district would have on the owners or surrounding property owners of the proposed historic resource.
- (3) Submitted applications shall be reviewed by the City Administrator for completeness and forwarded to the Turner Historical Society for review and recommendation. Following recommendation by the Turner Historical Society, the City Administrator shall schedule the required public hearings in conformance with the amendment procedures of **Section 2.700** and the hearing procedures of **Section 3.510**.

- (4) **Decision Criteria.** Approval or denial shall be based upon compliance with the submittal requirements and the following considerations:
- (a) The resource is of such significance that moving, demolition or removal of the HP Overlay-District would be detrimental to the public interest.
 - (b) Submitted evidence that every effort has been made to maintain the historic resource at its present location and no other reasonable alternative exists.
 - (c) If the resource is proposed to be moved, the new site is compatible with the resource
 - (d) The resource is no longer considered significant to the community.
 - (e) The historic resource is no longer compatible with the existing area.
 - (f) Alterations to the resource have removed the distinguishing features that were the reason for the historic resource designation.
 - (g) The historic resource has been damaged in excess of 70% of its previous value.
 - (h) The historic resource cannot be economically rehabilitated on the existing site.
 - (i) There would be unnecessary and substantial hardship on the owner if the requested action was denied or the conditions of approval were excessive.
 - (j) There is a demonstrated need for the historic resource site that outweighs the public benefit from preserving the resource at the existing site and the proposed redevelopment is compatible with the surrounding area.
- (5) **Conditions of Approval.**
- (a) The City may attach conditions which are appropriate for the moving or demolition of the historic resource, or for removal of the HP Overlay-District.
 - (b) The City may delay action for at least 120 days on a request for moving, demolition or removal of an HP Overlay-District if it is satisfied that a genuine effort with a reasonable chance of success is being undertaken to preserve the Historic Resource.

SECTION 4.260 PLANNED DEVELOPMENT OVERLAY-DISTRICT, PD

The purpose of the PD Overlay-District is to provide opportunities to create more desirable working or living environments by the application of new development standards applied under an approved plan and program that is professionally prepared. The PD Overlay-District is intended to be used to encourage the application of new

techniques and new technology to community development that can achieve economies in land development and maintenance while providing building groupings, open spaces and circulation systems that enhance the working or living environment of the inhabitants. A Planned Development may be residential, commercial or industrial or a mixed combination of land uses. Application procedures are as follows:

(1) **Planned Development Applications:**

- (a) The City or a property owner may request a PD Overlay-Zone in combination with any Primary Zone in accordance with the application requirements of **Sections 2.110 through 2.140**, the amendment procedure of **Section 2.700** and the requirements of **Sections 4.210 to 4.218** contained herein.
- (b) A property owner located in an existing PD Overlay-Zone may request approval of a **PD Plan** in conformance with the requirements of **Sections 4.210 to 4.218** contained herein.
- (c) Application for a PD Overlay-Zone or a PD Plan is divided into three phases:
 1. The Applicant shall first submit a **PD Conceptual Plan** containing drawings and a written program that is presented in enough detail to clearly describe the proposed development. An informal pre-application review by members of the Planning Commission and City Council will be scheduled in conformance with **Sections 2.110 and 2.120** to determine if the requested PD conforms to the City's PD requirements and is conceptually acceptable to the City. This preliminary process is intended to save time and expense for the Applicant and the City.
 2. After receiving approval in principle of the PD Conceptual Plan the applicant shall have a **PD Development Plan** prepared by a professional design team that contains drawings and a written program for a formal public hearing and decision by the City.
 3. Verification of compliance with the conditions of approval by the City Administrator and acceptance of the **Official PD Development Plan** in conformance with the approved **PD Development Plan**.

SECTION 4.261 PD DEVELOPMENT STANDARDS

- (1) **Minimum Site Size.** A PD Overlay-District shall not be established on less than ten (10) acres unless the City finds a smaller area is suitable by virtue of its characteristics or location.
- (2) **Comprehensive Plan Compliance and Adjacent Property Protection.**
 - (a) The development plan and program shall present an organized arrangement of buildings, service facilities, open spaces and improvements

in compliance with the intent of the Comprehensive Plan that also protects the property rights of adjacent property owners.

- (b) Periphery yards of a PD Overlay-District shall be at least as deep as those required by the yard regulations of the underlying District unless the City finds that equal protection will be accorded through the specific design features of the approved plan.
- (3) **Lot coverage and Building Height.** Lot coverage and building height shall be no greater than for the underlying District unless the City finds that an exception is warranted in terms of the adjacent property protection and amenities proposed in the total development.
- (4) **Open Space.** Open space in a PD Overlay-District means the land area to be used for scenic or open recreational purposes within the development.
 - (a) Open space does not include street right-of-way, driveways, parking areas, required setbacks, or public service easements unless these areas have some special recreational design or purpose.
 - (b) Open space shall be adequate for the recreational and leisure use of the population occupying the development and shall be designed to enhance the development.
 - (c) To the maximum extent possible, the plan and program shall assure that natural features of the land are preserved and landscaping is provided.
 - (d) Instruments guaranteeing the maintenance of open space shall be provided with the proposed plan. Documents dedicating development rights and provisions for maintenance of open space shall be approved as to form by the City Attorney.
- (5) **Density.** Greater overall density than that specified in the Primary District may be allowed under a PD Overlay-District based on the entire development design. Generally the density provision of the underlying District shall be used as a guideline for a deviation from the standard density. Areas used for public street right-of-way or private roadway intended to provide access to more than two (2) structures may be excluded when determining the overall density of the development.
- (6) **Subdivision Lot Sizes.** Minimum area, width, depth and frontage requirements for subdivision lots in a PD Overlay-District shall be the same as the basic District unless smaller lots are approved in accordance with proposed plan and program.
- (7) **Additional Standards and Controls.** The City may require additional standards or controls to protect adjacent property rights or the health, safety and welfare of the general public in compliance with the Comprehensive Plan based upon the

specific development request. Additional standards and controls may include, but are not limited to, the following:

- (a) Increasing the required setbacks to protect adjacent properties or solar access.
 - (b) Controlling the location and number of vehicular access points.
 - (c) Establishing new streets, increasing the right-of-way or roadway width of existing streets, requiring curbs and sidewalks, and in general, improving the traffic circulation system.
 - (d) Requiring improvements for utilities or storm drainage facilities.
 - (e) Increasing the number of parking spaces and improving design standards for parking areas.
 - (f) Limiting the number, size, location, and lighting of signs.
 - (g) Designating sites for open space and recreation and, in general, improving landscaping requirements.
 - (h) Requiring view obscuring screening or fencing.
 - (i) Establishing time limits for completion of all or any portion of the project, including, but not limited to utilities, drainage facilities, streets, curbs, gutters, sidewalks, parking areas, landscaping, fencing, screening or recreation areas.
 - (j) Requiring contractual agreements with the City to assure development of streets, sidewalks, drainage facilities, utilities, and other improvements to standards acceptable to the City.
- (8) **Phased Development.** The applicant may elect to develop the site in successive stages as proposed in the PD Development Plan.
- (a) Each such stage shall be a substantially complete unit of development.
 - (b) The City may require that development be done in stages if public facilities are not adequate to service the entire development initially.
- (9) **Permitted Uses In Residential PD Overlay-Districts.** The following uses and their accessory uses may be permitted in a PD Overlay-District which has been combined with a Residential District.
- (a) Residential use of land.
 - (b) Related commercial uses when approved by the City.
 - (c) Related community service uses when approved by the City.

- (d) Proposed standards or controls shall be specified in the PD Development Plan and signed by the owners. Where applicable the requirements may be made part of future deed CC&R's.

SECTION 4.262 PD CONCEPTUAL PLAN

An applicant shall submit at least fifteen (15) copies of a conceptual drawings and a written program to the City for review and acceptance of the proposed development in principle. An informal review by members of the Planning Commission and City Council will be scheduled to determine if the requested PD conforms to the City's PD requirements and is conceptually acceptable to the City. The proposal shall address the following elements.

(1) Elements of the Plan.

- (a) Vicinity map showing location of streets and lots in the area within 300 feet of the proposed development.
- (b) Existing lands uses.
- (c) Proposed land uses including housing unit densities (number of units per acre, type of residence, and number of bedrooms by type of residence); commercial facilities such as shopping and community facilities such as schools or parks.
- (d) Building types and approximate bulk.
- (e) Vehicular and pedestrian access, circulation, and parking pattern. Status of street ownership.
- (f) Proposed Subdivision layout.
- (g) Parks, playgrounds, and open spaces.
- (h) Existing natural features such as trees, streams and topography.
- (i) Landscaping, screening, and fencing proposals.
- (j) Proposed method of solid waste disposal.
- (k) Proposed method for provisions of water supply and sewage disposal.
- (l) Proposed method for the handling of surface water drainage.
- (m) Proposed grading patterns.
- (n) Street and open space lighting proposals.

(2) Elements of the Program.

- (a) Proposed members of the Professional Design Team.
- (b) Proposed ownership pattern.
- (c) Operation and maintenance proposal, such as condominium, co-op, or Homeowners Association.
- (d) Time table of the development, to include expected starting dates, projection of completion time, and project phasing, if anticipated.
- (e) Method of public improvements financing, if any.

(3) Review of PD Conceptual Plan

- (a) An informal review with the Applicant and City Officials will be scheduled to determine if the requested PD conforms to the City's PD requirements and is conceptually acceptable to the City.
- (b) Members of the Planning Commission and City Council shall informally review the PD Conceptual Plan and may recommend either preliminary approval in principle, with or without modifications, or denial. Such action shall be based upon compliance with the intent of City's Comprehensive Plan, the intent of City development standards and the extent of deviation from City standards proposed in the PD.
- (c) Approval in principle of the PD Conceptual Plan shall be limited to the preliminary acceptability of the land uses proposed and their interrelationships and shall not be construed to endorse the precise location of uses nor engineering feasibility. The City may require the submission of additional information for the PD Development Plan review.
- (d) The City shall review and may recommend expansion, additions, or modifications in the proposed design team for the preparation of the PD Development Plan.
- (e) The City shall determine the extent of any environmental assessment to be included with the PD Development Plan.

SECTION 4.263 PD DEVELOPMENT PLAN

- (1) After receiving approval in principle of the PD Conceptual Plan, the Applicant shall have a PD Development Plan prepared by a professional design team in such design-related fields as Architecture, Landscape Architecture, Urban Planning, and Civil Engineering.
- (2) An applicant for a PD Overlay-District shall also petition for an amendment to the zoning map as specified in **Section 2.700**. Fifteen (15) copies of the PD Development Plan shall be submitted to the Planning Commission and City Council at least 30 days prior to the date of public hearing.

- (3) Upon receipt of the PD Development Plan, the Planning Commission and City Council shall hold separate public hearings or a single joint public hearing in accordance with the provisions of **Section 3.510**. At the public hearing the applicant shall present the PD Development Plan.
- (4) **Plan Elements.** In addition to the Application Site Plan required in **Section 2.140**, the PD Development Plan shall contain the following elements:
- (a) A complete development plan in conformance with the approved conceptual plan.
 - (b) Existing and proposed contour map of the site to a scale commensurate with the size of the development.
 - (c) Location, widths, and names of all existing or platted streets or other public ways, railroad and utility rights-of-way, parks, or other public open spaces and land uses within 300 feet of the development.
 - (d) Existing sewers, water mains, and other underground facilities within and adjacent to the development and their certified capacities.
 - (e) Proposed location and capacity of sewers or other disposal facilities, water mains and other underground utilities.
 - (f) Proposed system for the handling of storm drainage.
 - (g) A Subdivision Tentative Plan in conformance with **Section 2.300**, if the property is proposed to be subdivided.
 - (h) A land use plan indicating the uses planned for the development.
 - (i) Areas proposed to be dedicated or reserved for interior circulation, public parks, playgrounds, school sites, public buildings, or other uses dedicated or reserved to the public, if any.
 - (j) Open space that is to be maintained and controlled by the owners of the property and the proposed uses thereof.
 - (k) A traffic flow map showing the circulation pattern within and adjacent to the proposed development.
 - (l) Location and dimensions of bikeways, pedestrian walkways, malls, trails, or easements.
 - (m) Location, arrangement, number and dimensions of automobile garages and parking spaces, width of aisles, bays, and angle of parking.

- (n) Location, arrangement, and dimensions of truck loading and unloading spaces, if any.
 - (o) Preliminary architectural plans and elevations of typical buildings and structures, indicating the general height, bulk, appearance and number of dwelling units.
 - (p) A preliminary tree planting and landscaping plan. All existing trees over six (6) inches in diameter and groves of trees shall be shown. Trees to be removed by development shall be so marked.
 - (q) The approximate location, height, materials of all walls, fences, and screen plantings. Elevation drawings of typical walls and fences shall be included.
 - (r) The stages, if any, of development construction. Such stages shall be clearly marked on the PD Development Plan.
- (5) **Program Elements.**
- (a) Narrative statement of the basic purposes of the planned development.
 - (b) An environmental assessment if requested by the City during review of the PD Conceptual Plan.
 - (c) Tables showing the total number of acres and the percentage of the total area which is designated for each type of use including each dwelling type, off-street parking, streets, parks, playgrounds, schools, and open spaces as shown on the proposed development plan.
 - (d) Tables showing the overall density of the proposed residential development and showing density by dwelling types and any proposals for the limitation of density.
 - (e) Drafts of appropriate restrictive covenants and drafts of documents providing for the maintenance of any common open space, or required dedications or reservations of public open spaces and of any dedications of development rights.
 - (f) A timetable indicating when utility and drainage facilities intended to serve the development are to be installed. If the development is to be constructed in stages, the timetable shall reflect this.

SECTION 4.264 DECISION AND FINDINGS

- (1) **Planning Commission Decision.** The Planning Commission, after a public hearing in accordance with the provisions of **Section 3.510**, may recommend approval, denial or approval with conditions of the PD Development Plan and the PD Overlay-District.

- (2) **City Council Decision.** The City Council, after a public hearing in accordance with the provisions of **Section 3.510** and after receiving the recommendation from the Planning Commission on the PD Development Plan shall either approve the application, deny the application or approve the application with conditions.
- (3) A single joint public hearing by the Planning Commission and City Council may be utilized in conformance with **Section 3.510 (3)**.
- (4) **PD Development Elements.** Approval of the PD Development Plan includes approval of all attached elements including the PD Overlay-District, a Subdivision Tentative Plan and all Conditions of Approval.
- (5) **Decision Criteria.** The recommendation of the Planning Commission and decision by the City Council shall be based upon the following findings:
 - (a) That the proposed development is in conformance with the intent of the City's Comprehensive Plan.
 - (b) That exceptions from the standards of the underlying District are warranted by the design and amenities incorporated in the proposed PD Development Plan.
 - (c) That the proposed development is consistent with the purpose and intent of the Primary District and that adjacent properties are protected from potential adverse affects resulting from the proposed development by appropriate controls or development standards.
 - (d) That the proposed development, or a unit thereof, can be substantially completed within ~~Two~~ (2) years of final approval.
 - (e) That the streets are adequate to support the anticipated traffic and that the development will not overload the streets outside the PD Overlay-District.
 - (f) That the proposed utilities and drainage facilities are adequate for the population densities and type of development proposed and will not create drainage or pollution problems outside the PD Overlay-District.
 - (g) That the timing of installation of utility and drainage facilities will be closely coordinated with development construction and will not create a hardship to residents either within or outside the PD Overlay-District.
 - (h) That the density in the proposed development will not result in any substantial negative impact on any public facility or utility.

SECTION 4.265 OFFICIAL PD DEVELOPMENT PLAN

- (1) Following approval of the PD Overlay-District by the City Council, the applicant shall make changes in the PD Development Plan to comply with the Conditions

of Approval and submit it to the City Administrator for verification of compliance with the PD Development Plan and Conditions of Approval applied by the City.

- (2) If the PD Development Plan is found to be in compliance with the approval conditions, it shall be so certified by the City Administrator and placed in the Record File of the Application as the Official PD Development Plan along with all documents relating to dedications, improvements, agreements, restrictions, and associations.
- (3) The Platting procedures set forth in **Section 2.300** shall be followed and included in the Record File if the property is to be divided or streets are to be dedicated unless private street exceptions have been approved by the City Council.
- (4) All public site dedications, development rights to open spaces or other dedications for the entire site or approved staged portion shall be certified and placed in the Record File prior to the issuance of any building permit.
- (5) Final copies of all approved articles governing operation and maintenance shall be placed in the Record File prior to the issuance of any building permit.
- (6) The PD Overlay-District shall be adopted by City Ordinance. The area shall henceforth be shown on the official zoning map as a PD Overlay-District in addition to the Primary District. All building permits shall be issued only in conformance with the Official PD Development Plan recorded in the Record File.

SECTION 4.266 BONDING

- (1) A developer may be required to post one of the following instruments, to assure his full and faithful performance in completion of the Official Development Plan:
 - (a) A surety bond executed by a surety company authorized to transact business in the State of Oregon. The bond shall be in a form approved by the City.
 - (b) In lieu of said bonds:
 1. The developer may deposit with the City Recorder cash money in an amount fixed by the City.
 2. The developer may provide certification by a bank or other reputable lending institution that money is being held to cover the cost of the improvement and that it will be released only upon authorization of the City.
 3. The developer may submit bonds acceptable to the City Council.
- (2) If the developer fails to carry out the Official PD Development Plan as approved and the City has unreimbursed costs or expenses resulting from such failure, the City shall call on the bond or cash deposit for reimbursements. If the amount of the bond or cash deposit exceeds the cost and expense incurred by the City, the

City shall release the remainder. If the amount of the bond or cash deposit is less than the cost and expense incurred by the City, the developer shall be liable to the City for the difference.

SECTION 4.267 PROPOSED CHANGES IN APPROVED PLANS

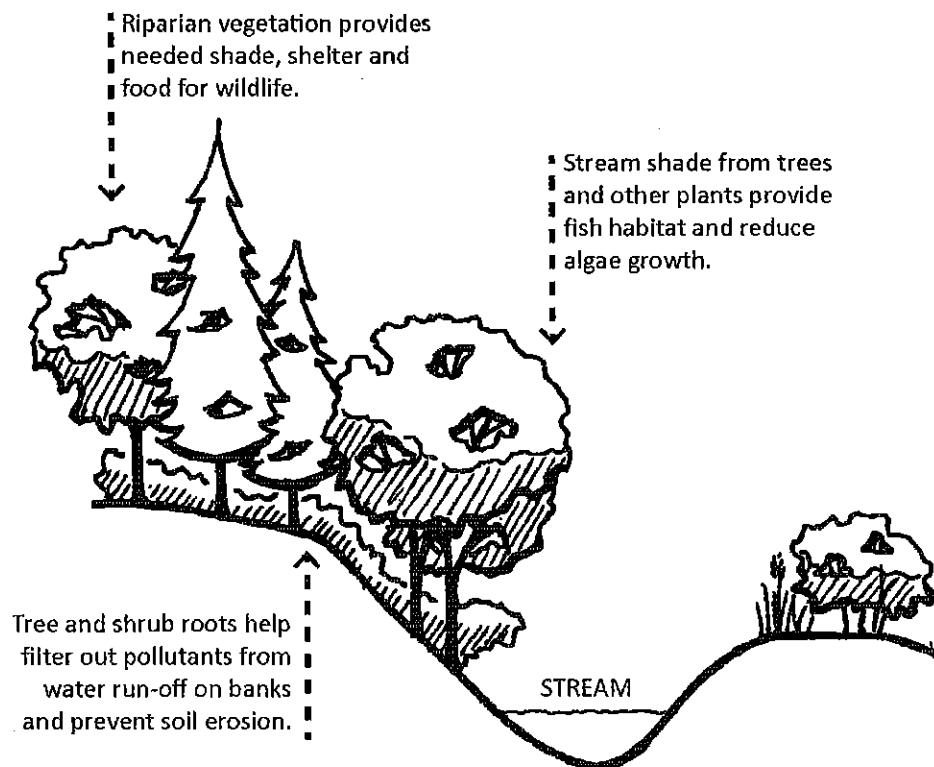
- (1) Major Changes. Major changes in the Official Development Plan after it has been adopted shall be considered a new petition and shall comply with the procedures for adoption.
- (2) Minor Changes. Minor changes in an approved Official Development Plan may be approved by the City Administrator, provided that such changes:
 - (a) Do not change the character of the development or the population density.
 - (b) Do not change the boundaries of the PD Overlay-District.
 - (c) Do not change any use, such as residential to commercial.
 - (d) Do not change the location or amount of land devoted to a specific land use.
 - (e) Do not relax dimensional standards or other specific requirements established by the City as a condition of approval.

SECTION 4.268 EXPIRATION

- (1) If substantial construction or development has not taken place within two (2) years from the date of final approval and acceptance of the Official Development Plan, the City Administrator shall review the status with the owner and make a report of the findings to the Planning Commission and City Council.
- (2) Upon abandonment of a particular Planned Development, or if its development has not been substantially completed within the time specified in the Official Development Plan, the City may schedule public hearings to remove the PD Overlay- District unless a request to extend the time limit is approved.
- (3) The procedure for removal of a PD Overlay District is essentially the same as for adoption. The proposed removal of the PD Overlay-District shall be reviewed at a public hearing of the Planning Commission to determine whether or not its continuation in whole or in part is in the public interest. If the PD Overlay-District is found not to be in the public interest, the Planning Commission shall recommend to the City Council that the PD Overlay-District of the property be removed. The City Council shall then hold a public hearing on the revocation of the PD Overlay-District and shall either maintain the District, revoke the development plan approval, or grant a time extension if it appears justifiable. If the PD Overlay District is repealed, further use of the property and future structures thereon shall be in accordance with the existing Primary District.

SECTION 4.270 RIPARIAN CORRIDOR OVERLAY-DISTRICT, RC

The purpose of the Riparian Corridor (RC) Overlay-District is to protect the riparian and stream-associated wetland resources of the waterways of the City of Turner, while preserving the ability of property owners to utilize their lands. Specifically, this ordinance is intended to protect habitat for fish and other aquatic life, protect habitat for wildlife, protect water quality for human uses and for aquatic life, control erosion and limit sedimentation, and reduce the effects of flooding. For additional regulations regarding the floodplain refer to the Flood Hazard Overlay District in Section 4.210 of this Code. The provisions of this ordinance are not intended to prevent pedestrian access to waterways or common low-impact activities.

**SECTION 4.271 DEFINITIONS**

Development – Any man-made change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation or drilling operations located within the area of the riparian corridor.

Fish-Bearing Stream – A stream inhabited at any time of the year by anadromous or game fish species, or fish that are listed as threatened or endangered species under the federal or state Endangered Species Act.

Grading – Stripping, cutting, filling, or stockpiling of earth or land, including the land in its cut or filled condition, to create new grades.

Ground-Disturbing Activity – Any activity that exposes soil.

Impervious Surface – Any material which reduces and prevents absorption of storm water into previously undeveloped land.

Lawn – Grass or similar materials maintained as a ground cover of less than 6 inches in height, and generally managed to restrict the growth of shrubs and trees that inhibit the growth of grasses and forbs. For purposes of this ordinance, lawn is not considered native vegetation regardless of the species used.

Locally Significant Wetland -- According to Oregon Administrative Rules 141-086-0300, Locally Significant Wetlands" or "LSW" are those wetland sites that provide functions or exhibit characteristics that are pertinent to community planning decisions made at a local scale, for example within a UGB. These wetland sites shall be identified by local governments according to the criteria and procedures in sections 141-086-0340 and 141-086-0350.

Low Impact Development -- Minimizing or eliminating pollutants in storm water through natural processes and maintaining pre-development hydrologic characteristics, such as flow patterns, surface retention, and recharge rates.

Mitigation – A means of compensating for impacts to a riparian corridor including: restoration, creation, or enhancement. Some examples of riparian impact mitigation actions are replanting trees, removal of nuisance plants, and restoring streamside vegetation where it is disturbed or where it has been degraded due to past practices.

Off-Site Mitigation – Mitigation undertaken on a lot or parcel adjacent to or distant from the lot or parcel affected by a development action.

On-Site Mitigation – Mitigation undertaken within the lot or parcel affected by a development action.

Non-conforming Use -- A structure or use that does not conform to the standards of this ordinance but has been in continuous existence since prior to adoption of this ordinance. Non-conforming uses are not considered violations and are generally allowed to continue, although expansion, re-construction, or substantial improvements are regulated. Refer to section 4.080.

Public Facility -- A facility, conveyance, or site whose services are provided by a governmental agency, a private or nonprofit organization under contract to or with substantial funding from government agencies, or a private organization subject to public service obligations, which is necessary to adequately provide a public service.

Riparian Area – The area adjacent to a water resource that displays transitions between terrestrial and aquatic zones. These areas are beneficial to a large number of organisms and provide for flood storage amelioration, erosion control, and bank or slope stabilization. This is the zone where vegetation material is deposited, where significant shading of streams can occur, where humidity is typically higher and temperatures

typically cooler. Thermal regulation, erosion control, flood control, water quality, and wildlife habitat are primary functions of riparian areas.

Riparian Corridor – A Goal 5 resource that includes water areas, fish habitat, riparian areas, and adjacent wetland and upland areas that serve to protect water quality and the habitat functions of the water body.

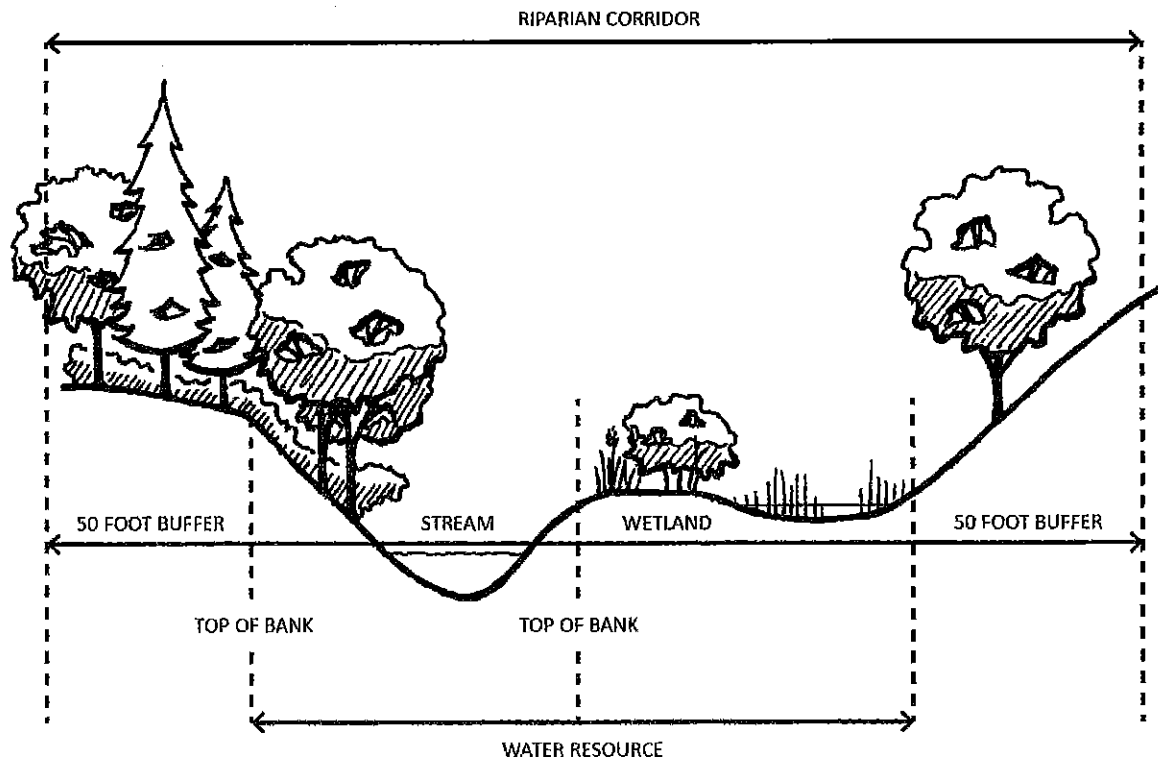
Statewide Planning Goal 5 – Oregon’s statewide planning goal that addresses open space, scenic and historic areas, and natural resources. The purpose of the goal is to conserve open space and protect natural and scenic resources.

Stream-Associated Wetland – A wetland that is not classified as significant and that is next to a stream.

Top-of-Bank – The highest point at which the bank meets the grade of the surrounding topography, characterized by an abrupt or noticeable change from a steeper grade to a less steep grade, and, where natural conditions prevail, by a noticeable change from topography or vegetation primarily shaped by the presence and/or movement of the water to topography not primarily shaped by the presence of water. Where there is more than one such break in the grade, the uppermost shall be considered the top of the bank.

Water-dependent - Use or activity that can be carried out only on, in, or adjacent to water areas because the Use requires access to the water source or to the water body for water-borne transportation, recreation, or energy production.

Water-related – Use not directly dependent upon access to a water body, but that provides goods or services directly associated with water-dependent land or waterway uses and that, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Residences, parking lots, spoil and dump sites, roads and highways, restaurants, businesses, factories, and manufactured dwelling facilities are not generally considered Water-dependent or Water-related.



SECTION 4.272 ESTABLISHMENT OF THE RIPARIAN CORRIDOR BOUNDARY

The Turner Local Wetlands and Riparian Area Inventory specifies which streams are fish-bearing, and the classification of streams within the City. Based on the classification contained in this inventory, the following riparian corridors shall be established:

Along all fish-bearing streams, and all year-round flowing streams with less than 1,000 cubic feet per second of flow, the riparian corridor boundary shall be a minimum of 50' from top-of-bank, except as identified below in (2) and (3) of this section. Local water bodies in this category are specified in the Turner Local Wetlands and Riparian Area Inventory (Ord. 02-105), which is hereby incorporated by reference. Attachment "A" in the appendices of this document illustrates the location of affected water bodies. These water bodies are:

Mill Creek and Bypass
Perrin Lateral

Where the riparian corridor includes all or portions of a stream-associated wetland, the standard distance to the riparian corridor boundary shall be measured from, and include, the upland edge of the wetland.

If the riparian corridor contains a slope greater than or equal to 25%, the riparian corridor boundary is extended to include the entire area of such slope, out to a maximum of 100 feet from top-of-bank, measured horizontally.

SECTION 4.273 MAP REFINEMENT AND CORRECTION PROCEDURE

Map Corrections are to rectify errors to the mapping of the waterways where it is found that the map depiction does not reflect the Turner Local Wetlands and Riparian Areas Inventory.

Map refinements are adjustments made through professional analyses to refine the actual boundaries of the waterways. Refinements may be done administratively, with no land use process required, through the applicant or property owner demonstrating that all refinement standards are met. Refinement standards are listed below in Section 4.274.

SECTION 4.274 LIMITATIONS ON USE

The permanent alteration of the riparian corridor by grading, the placement of structures or impervious surfaces, or other ground-disturbing activities, is prohibited except as stated below. Exceptions may be made for the following uses, provided they are designed and constructed to minimize intrusion into and adverse impacts to the riparian corridor, and no other options or locations are feasible:

Replacement of existing structures within the structure's original footprint.

Construction and maintenance of streets, roads, public utilities, and bicycle and pedestrian ways that are consistent with Turner's Transportation System Plan, or other adopted city plans. If a street or road is allowed by the City of Turner to be constructed within the Riparian Corridor, the road shall be designed and constructed as narrowly as possible while still meeting safety standards and shall be oriented perpendicular to the riparian corridor or otherwise designed to cause negligible impact to the riparian corridor.

Development of water-related and water-dependent uses allowed by the underlying zone, and where no other practicable, non-riparian sites exist, and that have minimal impact on riparian and wetland surface area. Additional State and Federal regulations may apply such as Oregon's Removal-Removal Fill Law (ORS 196.795-990) and additional permitting requirements from the Army Corps of Engineers.

Routine maintenance or replacement of existing public facilities projects and public emergencies, including emergency repairs to public facilities. Maintenance or replacement of existing public facilities should consider following Low Impact Development standards.

Stream bank stabilization and flood control structures that legally existed on the effective date of this ordinance may be maintained. Any expansion of existing structures or development of new structures shall be evaluated by the City Administrator and appropriate state and federal natural resource agency staff, such as the Oregon Department of State Lands and the Army Corps of Engineers. Such alteration of the riparian corridor shall be approved only if less-invasive or non-structural methods will not adequately meet the stabilization or flood control needs.

Stream restoration and enhancement activities approved by Oregon Department of State Lands, Army Corps of Engineers, and other appropriate agencies approved by the

City Administrator, as improving stream or riparian function, and wetland restoration and enhancement activities allowed by the Oregon Department of State Lands or the Oregon Department of Fish and Wildlife.

Non-conforming uses existing fully or partially within the riparian corridor may be expanded, provided the expansion does not occur within the riparian corridor.

The removal of vegetation is prohibited except:

Removal of non-native vegetation and replacement with native plant species. The replacement vegetation, at time of maturation, shall cover, at a minimum, the area from which vegetation was removed, and shall meet the "Guidance for Riparian Restoration of Valley Bottom Streams – TMDL Implementation Plan System Potential Vegetation" recommendations when selecting replacement plants.

Removal of vegetation necessary for the development of approved water-related or water-dependent uses. Vegetation removal shall be kept to the minimum necessary to allow for the water-dependent or water-related use.

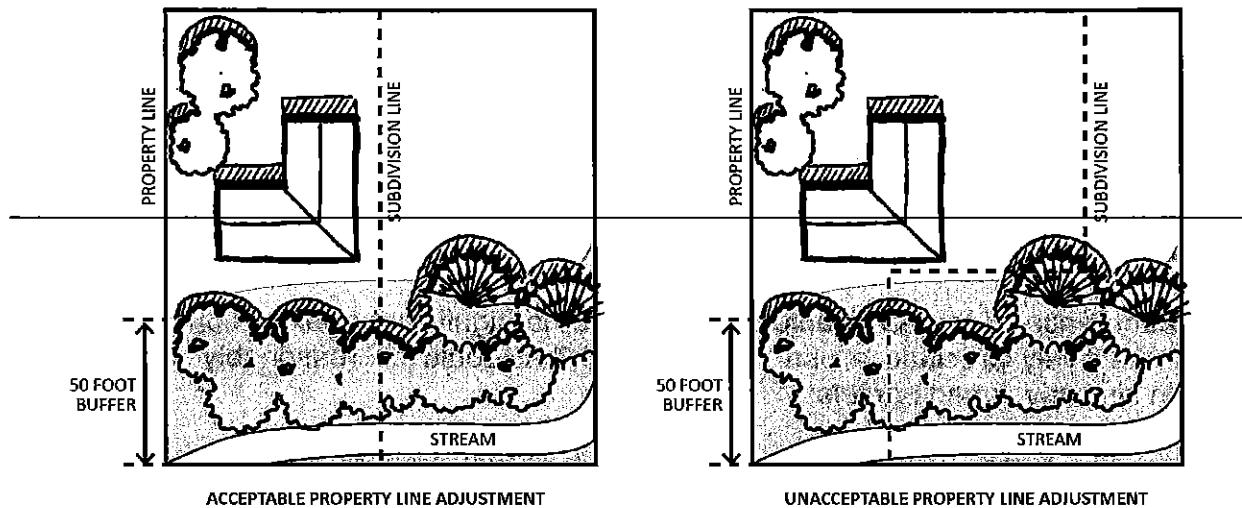
Trees in danger of falling and thereby posing a hazard to life or property may be removed, following consultation with a certified arborist and approval from the City. If no hazard will be created, the City may require these trees, once felled, to be left in place in the riparian corridor. To replace the shade lost the City may require the replanting and maintenance of a tree seedling following the guidance in sub-section (2)a of this section to replace a felled tree.

Stream restoration and enhancement activities that are approved by the Oregon Department of State Lands.

Maintenance and protection of the function of City utilities and transportation facilities located within Riparian Corridors.

The following activities are not required to meet the standards of this section:

Commercial forest practices regulated by the Oregon Forest Practices Act.
Normal and accepted farming practices that are regulated by the Oregon Department of Agriculture (ODA). The construction of buildings, structures, or paved roads within the riparian corridor that are associated with farming practices are still required to meet the standards of this section.



SECTION 4.275 PROPERTY LINE ADJUSTMENTS AND SUBDIVISIONS

Subdivisions, partitions, and property line adjustments must be designed so that the resulting lots or parcels can be developed in conformance with the provisions of this ordinance.

SECTION 4.276 SITE MAINTENANCE

The limitations imposed by this Section do not preclude the routine maintenance of structures and landscaped areas.

Maintenance of existing lawns, non-native riparian planted vegetation, or landscaping is allowed but shall not expand lawn areas or remove or damage any nonhazardous tree. The application of herbicides or other pesticides, and the application of fertilizers are subject to applicable state and federal regulations; and developed properties shall be subject to the restrictions set forth in the Turner Municipal Code.

Where replanting is done, vegetation shall be replanted with native species and follow the guidance listed above in section 4.274(2)a.

Maintenance pruning of existing trees shall be kept to a minimum and shall be in accordance with the American National Standards Institute (ANSI) A300 standards for Tree Care Operations. Under no circumstances shall the maintenance pruning be so severe that it compromises the tree's health, longevity, and resource functions.

Vegetation within utility easements shall be kept in a natural state and replanted when necessary with native plant species.

Disposal of yard waste or other organic materials, with the exception of downed trees, leaf litter from riparian vegetation, and mulch for allowed riparian plantings, is:
Prohibited within riparian corridors;

Regulated by restrictions in the Turner Land Use and Development Code.

SECTION 4.277 VARIANCE & FLEXIBLE MANAGEMENT

Hardship Variance – In cases where the limitations on activities within the significant riparian corridor unduly restricts the development of a lot or parcel legally created before the effective date of this ordinance, a property owner may request a variance. Granting of a variance requires findings that:

The proposed development represents a reasonable and legal use of the lot or parcel, considering the zoning;

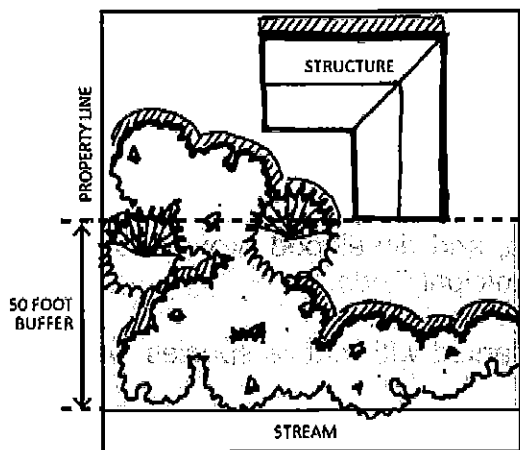
Strict adherence to the applicable standards of the significant riparian corridor overlay would effectively preclude a use of the parcel that could be reasonably expected to occur in similarly zoned parcels;

The property owner would be precluded a substantial property right enjoyed by the majority of landowners in the vicinity;

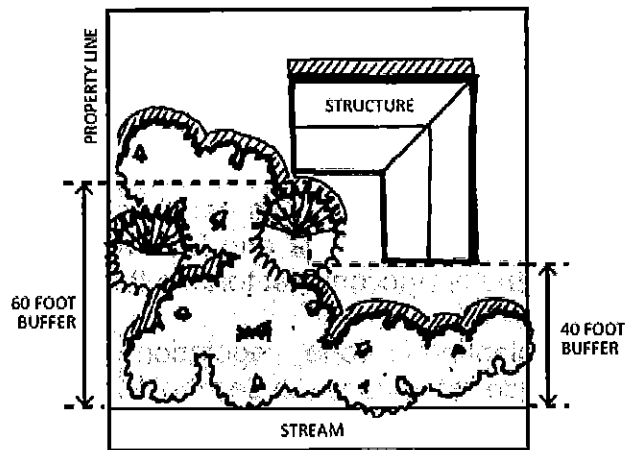
The variance is the minimum necessary to retain a use of the property.

Granting the variance will not be materially detrimental to the public welfare or be injurious to property or improvements in the neighborhood of the premises; and

The variance will be in general harmony with the intent and purpose of this ordinance, and will not adversely affect any officially adopted comprehensive plan provision.



STANDARD BUFFER WIDTH



VARIABLE BUFFER WIDTH

Variable Buffer Widths -- Permanent alteration of the riparian area by placement of structures or impervious surfaces may be permitted by the City Administrator upon demonstration that equal or better protection for the remaining riparian area can be demonstrated. Protection for the remaining on-site riparian corridor area will be ensured through restoration of riparian areas, enhanced buffer treatment or other mitigation techniques including, stormwater controls that infiltrate stormwater and are characteristic of Low Impact Development or green infrastructure such as bioswales, rain gardens, and vegetated filter strips. In no case shall such alterations occupy more

than 50 percent of the width of the riparian area measured from the upland edge of the corridor.

SECTION 4.278 APPLICATION REVIEW PROCEDURES

Applications shall first be submitted to the City in accordance with Sections 2.130 and 2.140 together with the following additional information:

An applicant shall prepare a map showing top-of-bank, ~~one hundred-year~~one hundred-year flood elevation, wetland edge, riparian setback, significant vegetation, site improvements and any other significant features;

A statement including a description of the proposed use, the reasons why the riparian corridor must be impacted, and the extent of the potential impact;

A grading site plan that shall include information on terrain, drainage, location of proposed and exiting structures, and finished elevations; and

A vegetation report that includes a survey of existing native vegetation and proposed alterations. A plan for enhancement or restoration should be included if vegetation removal is proposed.

SECTION 4.279 ENFORCEMENT

This chapter shall be enforced in accordance with Article 1 – Administrative Provisions, Section 1.180 – Enforcement.

SECTION 4.279.01 COMPLIANCE WITH STATE AND FEDERAL LAWS

Activities wholly or partially within the Riparian Corridor Overlay are subject to all applicable federal and state regulations. The following regulations commonly apply within the resource areas (Note: other regulations not listed may also apply; it is the property owner's responsibility to adhere to all applicable State and Federal regulations):

Oregon Department of State Lands permit requirements under the Removal-Fill Law.
U.S. Army Corps of Engineers permit for fill activities as required under Section 404 of the Clean Water Act.

Department of Environmental Quality permit requirements for stormwater under the Clean Water Act and state water quality regulations.

Oregon Department of Fish and Wildlife regulations may apply to develop activities that could impact one of the sensitive, threatened, critical, or endangered species indigenous to the region.

The federal Endangered Species Act prohibits any action that causes a "taking" of any listed species of endangered fish or wildlife.

National Flood Insurance Program regulations as they are enforced through the Flood Insurance Reform Act (FIRA). Refer to Section 4.210 of this Code for additional floodplain regulations.

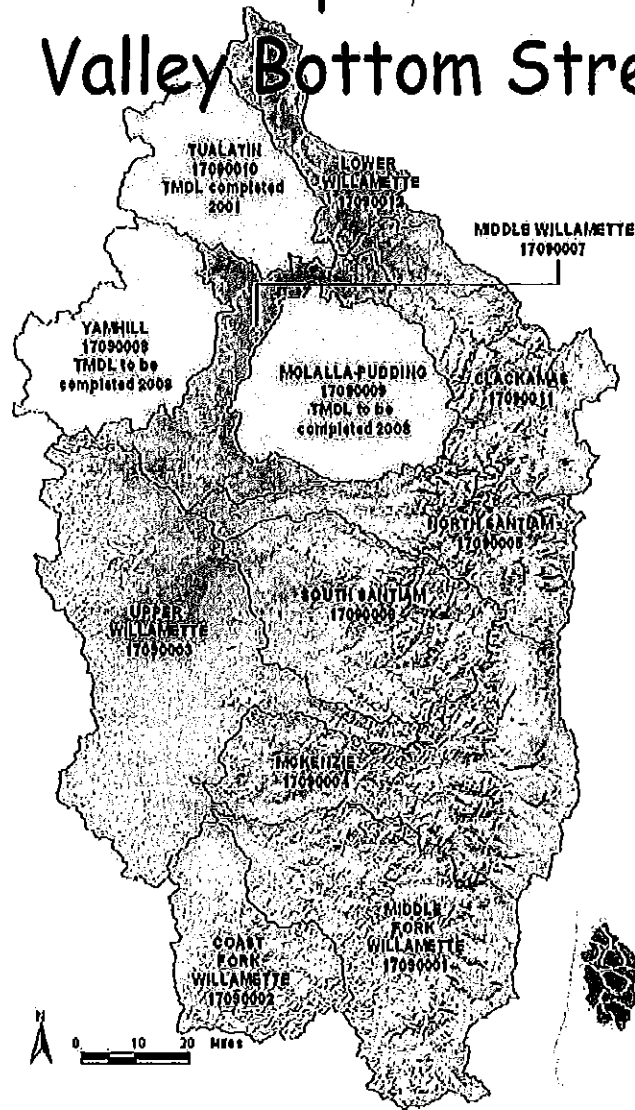
SECTION 4.279.02 APPEALS

Any decisions made by the City Administrator regarding the provisions outlined in this ordinance can be appealed in accordance with Section 3.700.

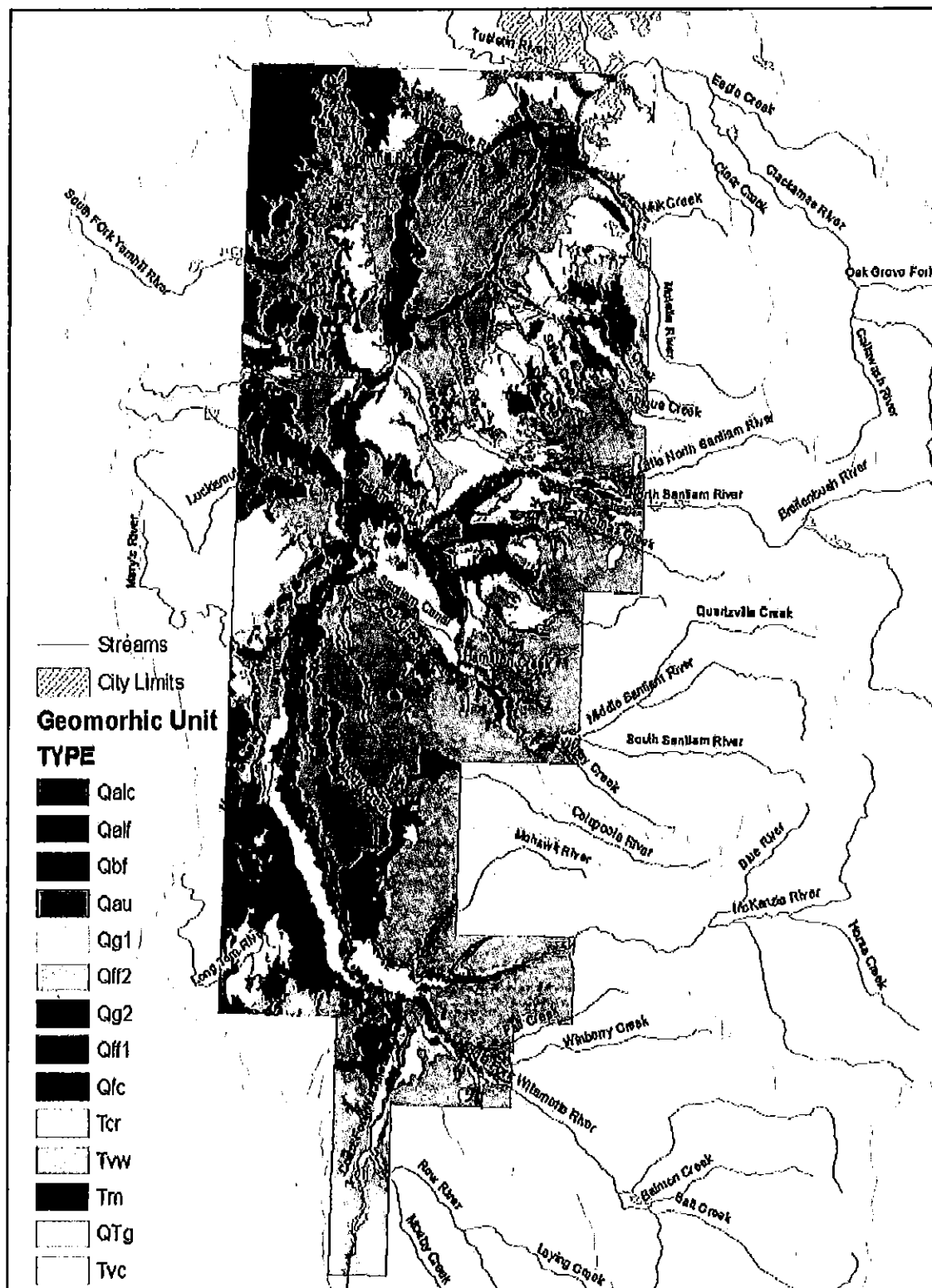
(Amended by Ord. No. 13-003)

DEQ Guidance Document TMDL Implementation Plan System Potential Vegetation

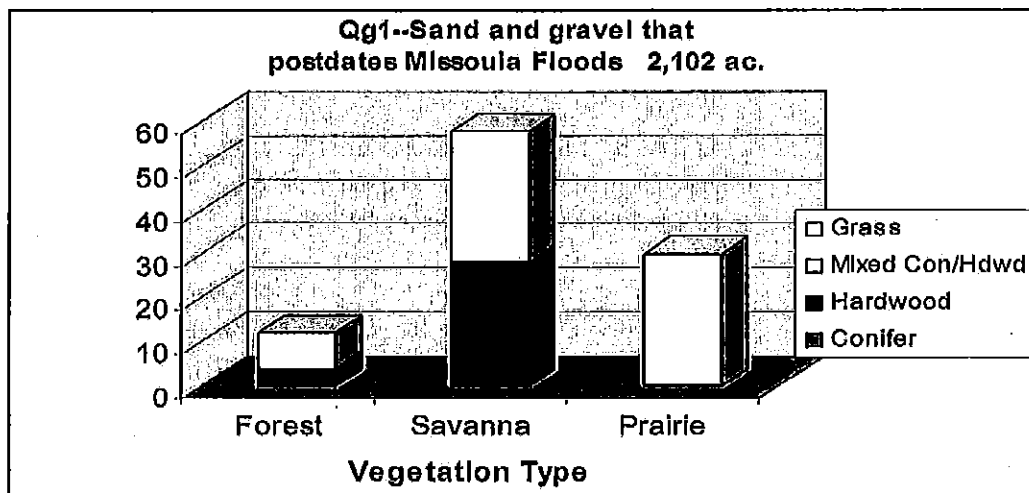
Guidance for Riparian Restoration of Valley Bottom Streams



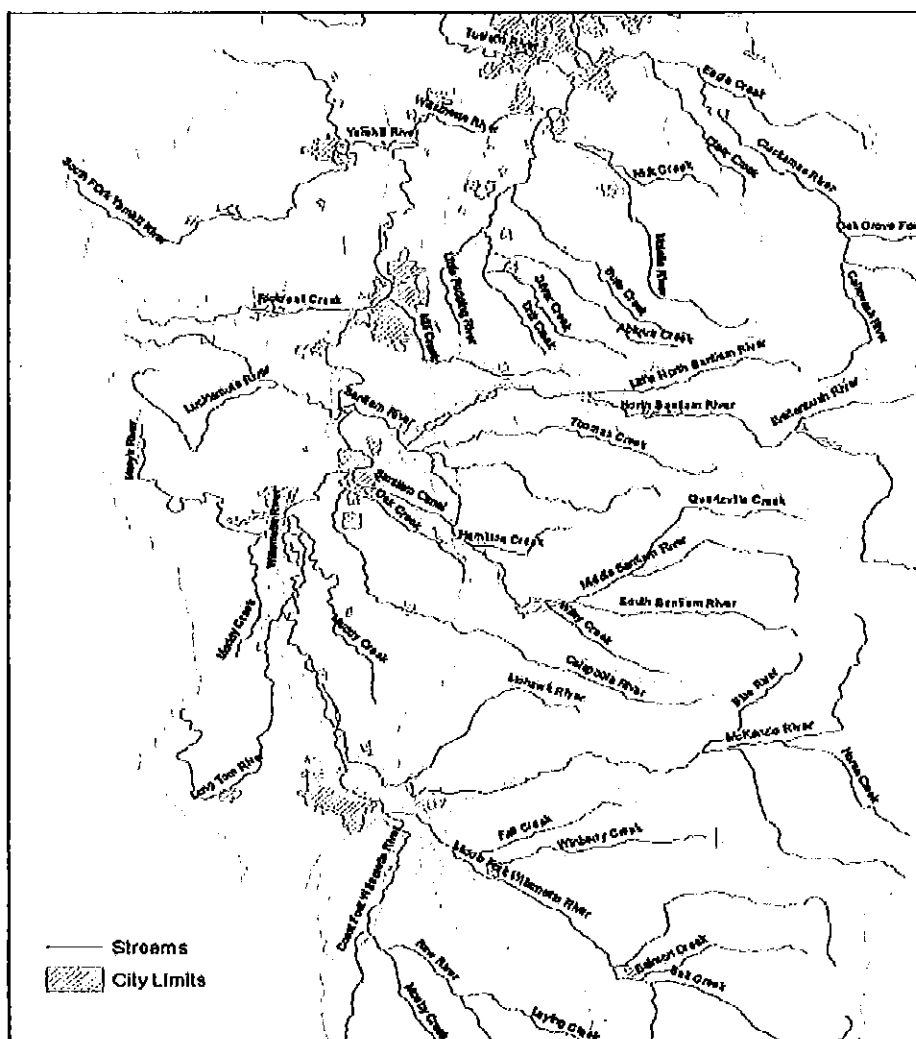
Geomorphic Units used for analysis of potential vegetation



Proportion of vegetation types occurring in Qg1 geomorphic unit



Map of Qg1 Geomorphic units in Willamette Valley



Native Plant Species for Riparian Restoration Projects

These vegetation types were identified in the 1850s general land surveys. Surveyors often included notes about physical characteristics of the land—such as moisture and fire disturbance—and named major and minor trees species and shrubs. The plant community types were grouped and mapped by plant ecologists from the Nature Conservancy and the National Heritage Program. The graphs above indicate the proportion of conifer vs. hardwoods and conifer/hardwood mix that were mapped from the 1850s surveys for each geomorphic type.

There is considerable overlap of plant species across different geomorphic surfaces, but the table may help you with groupings of plants appropriate for your site conditions. Use the table to guide riparian vegetation plantings while considering which natives are growing well adjacent to your restoration site, and knowledge of individual plant requirements (*i.e.* water, sun, shade, protection from animals, *etc.*)

Vegetation Type	Notes on Vegetation
Closed forest; Riparian & Wetland	As FFCL, burned, often with scattered trees surviving fire
Closed forest; Riparian & Wetland	Ash swamp and ash swale, sometimes with alder
Closed forest; Riparian & Wetland	Ash-alder-willow swamp, sometimes with bigleaf maple. Often with vine maple, ninebark, hardhack, cattails and coarse gr (?) Ground very soft, mirey or muddy, usually with extensive beaver dams.
Closed forest; Riparian & Wetland	Ash-mixed deciduous riparian forest with combinations of red alder, bigleaf maple, black cottonwood, white oak, dogwood, Conifers may be present in small quantities
Closed forest; Riparian & Wetland	Ash-willow swamp, sometimes w/ ninebark & brlars; "very thick"
Closed forest; Riparian & Wetland	Black cottonwood forest, sometimes with willow, rose, brlars, nettles, crabapple, sometimes ash or maple. No Conifers.
Closed forest; Riparian & Wetland	FFA, but burned, often with scattered trees surviving fire
Closed forest; Riparian & Wetland	Red alder swamp, usually with salmonberry, sometimes willow. Wetter than FFCL
Closed forest; Riparian & Wetland	Red alder-mixed conifer riparian forest; combinations of red cedar, grand & Douglas fir, hemlock, bigleaf maple, black cottonwood. No oak. Larger conifer component than FFA
Closed forest; Riparian & Wetland	White oak-ash riparian forest, sometimes with ponderosa pine, cottonwood and willow
Closed forest; Riparian & Wetland	White oak-ash riparian forest, sometimes with ponderosa pine, cottonwood and willow
Prairie/Grass	Mounded prairie, seasonally wet
Prairie/Grass	Seasonally wet prairie. May have scattering trees, most with distances > 100 ftns
Savanna	Douglas fir savanna
Savanna	Douglas fir-ponderosa pine savanna
Savanna	Ponderosa pine savanna.
Savanna	White oak savanna
Savanna	White oak savanna
Savanna	White oak-ash savanna
Savanna	White oak-black oak savanna
Savanna	White oak-black oak-Douglas fir savanna
Savanna	White oak-black oak-Douglas fir-ponderosa pine savanna
Savanna	White oak-Douglas fir savanna, mostly herbaceous undergrowth
Savanna	White oak-Douglas fir-ponderosa pine savanna
Savanna	White oak-ponderosa pine savanna

Shrubland	Brush fields or thickets establish after forest fires; few or no trees remaining; includes vine maple, red alder, salmonberry
Shrubland	Brush, unknown; includes "thickets" if no species or other descriptors are given.
Shrubland	Hazel brush or thicket
Shrubland	Manzanita shrubland.
Shrubland	Rose or briar thickets
Shrubland	Shrub swamp ("brush swamp", "marshy thicket", "swampy thicket"), composition unknown
Shrubland	Vine maple swamp, sometimes with elk briar.
Shrubland	Willow swamp, sometimes with ninebark, including riparian. May contain small amounts of ash stands on gravel or sand bars
Woodland	"Scattering" or "thinly timbered" Douglas fir-white oak-black oak woodland, with brushy undergrowth of hazel, bracken, shrubs.
Woodland	"Scattering" or "thinly timbered" Douglas fir-white oak-black oak May include small openings of pine woodland, with brushy undergrowth of hazel, bracken, etc.
Woodland	"Scattering" or "thinly timbered" Douglas fir-white oak-ponderosa May include small openings pine woodland, with brushy undergrowth of hazel, bracken, etc.
Woodland	"Scattering" or "thinly timbered" white oak woodland, brushy More open than FFO understory of hazel, oak, bracken. No fir or black oak
Woodland	Conifer-dominated woodland; various combinations of Douglas-dogwood. No ash present. fir, red cedar, hemlock, bigleaf maple, white oak, red alder,
Woodland	Douglas fir woodland or "timber" often with bigleaf maple, alder or hazel, vine maple, young Douglas fir, bracken etc. or dogwood. No oak, hemlock or cedar. Brushy undergrowth
Woodland	OFHC, but burned, often with scattered trees surviving fire
Woodland	OFZ, but burned, often with scattered trees surviving fire
Woodland	Scattering or thinly timbered Douglas fir-white oak woodland with oak brush, young fir, bracken. No pine. May contain bigleaf maple; brushy understory of hazel, young oaks

ARTICLE 5 GENERAL DEVELOPMENT STANDARDS**SECTION 5.010 DEVELOPMENT STANDARDS MATRIX**

STANDARDS	PRIMARY LAND USE DISTRICTS				
	R-1	R-2	R-11	C-1	M-1
	Sec 4.111	Sec 4.112	Sec 4.121	Sec 4.131	Sec 4.141
Site Standards					
Minimum Lot Size	44,000 sf	7,500 sf	5,025 sf	By Use - PC	By Use - PC
Minimum Width	570 ft	560 ft	50 ft	By Use - PC	By Use - PC
Maximum Depth	-	-	-	By Use - PC	By Use - PC
Exterior (street) Yard	20 ft	20 ft	20 ft	0 ft	30 ft
Front	15 ft / 20 ft	15 ft / 20 ft	15 ft / 20 ft		
Side	45 ft	152 ft	152 ft		
Rear	15 ft	15 ft	15 ft		
Interior Side Yard	5 ft - 7.5 ft	5 ft - 7.5 ft	5 ft	0 ft	0 ft
ADU	5 ft - 7.5 ft	5 ft - 7.5 ft	5 ft		
Accessory Structure	5 ft	5 ft	5 ft		
Small Accessory Structure	2 ft*	2 ft*			
Abutting Residential Townhouse		0 ft	0 ft	5 ft	50 ft
Interior Rear Yard				0 ft	0 ft
Primary Building	20-15 ft	20-15 ft	15 ft		
ADU	15 ft	15 ft	15 ft		
Accessory Building Structure	5 ft	5 ft	5 ft		
Small Accessory Structure	2 ft*	2 ft*	2 ft*		
Maximum Structure Height	35 ft	35 ft	3 Stories or 45 ft	2.5 Stories or 35 ft	45 ft
Maximum Bldg. Coverage	50-60%	75%	57-50%	By Use - PC	By-Use - PC
Min. Density/Lot Size by Type (DU/acre)					
Single-Family Detached	5,480,000 sf	6,000 sf	2,500 sf		
Duplex		8,710,000 sf	5,000 sf		
Triplex			7,500 sf		
Fourplex			10,000 sf		
Cottage Housing		4412,000 sf	10,000 sf		
Townhouse		6,000 sf	2,500 sf		
Multifamily with 5+ units			10,000 sf		
Overlay Districts					
Flood Hazard- FH	Sec 4.210	Sec 4.210	Sec 4.210	Sec 4.210	Sec 4.210
Wetlands - WL	Sec 4.220	Sec 4.220	Sec 4.220	Sec 4.220	Sec 4.220
Hillside Development- HD	Sec 4.230	Sec 4.230	Sec 4.230		
Historic Preservation- HP	Sec 4.250	Sec 4.250	Sec 4.250	Sec 4.250	Sec 4.250
Planned Development- PD	Sec 4.260	Sec 4.260	Sec 4.260	Sec 4.260	Sec 4.260
Development Standards					
Parking	Sec 5.120	Sec 5.120	Sec 5.120	Sec 5.120	Sec 5.120
Access & Vision Clearance	Sec 5.122	Sec 5.122	Sec 5.122	Sec 5.122	Sec 5.122
Landscaping	Sec 5.134	Sec 5.134	Sec 5.134	Sec 5.134	Sec 5.134
Signs	Sec 5.136	Sec 5.136	Sec 5.136	Sec 5.136	Sec 5.136
Use Standards					
Home Occupations	Sec 6.101	Sec 6.101	Sec 6.101		
Residential Care Homes	Sec 6.102	Sec 6.102	Sec 6.102	Sec 6.102	

Residential Care Facility	Sec 6.103	Sec 6.103	Sec 6.103	Sec 6.103	
Multiple-Family			Sec 6.104		
Manufactured Housing	Sec 6.110	Sec 6.110	Sec 6.110	Sec 6.110	Sec 6.110
Residential/Commercial Use				Sec 6.201	
Public Use	Sec 6.301	Sec 6.301	Sec 6.301	Sec 6.301	Sec 6.301
Agricultural Use	Sec 6.401	Sec 6.401	Sec 6.401	Sec 6.401	Sec 6.401
Accessory Dwelling Units	Sec 6.105	Sec 6.105	Sec 6.105		
Cottage Housing	Sec 6.106	Sec 6.106	Sec 6.106		

Procedures					
Applications	Sec 2.130	Sec 2.130	Sec 2.130	Sec 2.130	Sec 2.130
Land Divisions	Sec 2.300	Sec 2.300	Sec 2.300	Sec 2.300	Sec 2.300
Site Plan Review	Sec 2.400	Sec 2.400	Sec 2.400	Sec 2.400	Sec 2.400
Conditional Use	Sec 2.500	Sec 2.500	Sec 2.500	Sec 2.500	Sec 2.500
Variances	Sec 2.600	Sec 2.600	Sec 2.600	Sec 2.600	Sec 2.600
Amendments	Sec 2.700	Sec 2.700	Sec 2.700	Sec 2.700	Sec 2.700

Definitions	Sec 1.200	Sec 1.200	Sec 1.200	Sec 1.200	Sec 1.200
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*Additional development standards apply, see zoning district.

(Amended by Ord. 02-102; Ord. 11-102; Ord. 22-100)

~~(Amended by Ord. 02-102) (Amended by Ord. 11-102)~~

SECTION 5.020 DEVELOPMENT STANDARDS

In addition to the development standards specified for each zoning district, there are many standards that apply in more than one district. The following Sections specify development standards applicable within any zoning district in the City of Turner.

The City may adjust the development standards contained in Article 5 to provide an efficient land division or a more efficient utilization of a property when submitted for approval under the City's review and approval procedures.

SECTION 5.030 PLAN CONFORMANCE

All developments within the City shall conform to any approved development plan adopted by the City. Developments located within an area that has an approved plan shall comply with the design and construction standards of that approved plan in addition to those contained in this Code. In cases of conflict, the approved plan shall control.

SECTION 5.110 HEIGHT STANDARDS

Building height standards are specified in **Item (4) of each Zoning District**.

SECTION 5.111 BUILDING HEIGHT EXCEPTIONS

Vertical projections such as chimneys, spires, domes, elevator shaft housings, towers aeriels, flagpoles, and similar objects not used for human occupancy shall not exceed the building height limitations of this Code by more than ten (10) feet.

SECTION 5.112 BUILDING PROJECTION EXCEPTIONS

Architectural features such as cornices, eaves, canopies, sunshades, gutters, chimneys and flues shall not project more than 30 inches into a required yard.

SECTION 5.113 LOT SIZE

Lot size standards are specified in **Item (4) of each Zoning District**.

SECTION 5.114 LOT SIZE EXCEPTIONS

If a lot as recorded in the office of the County Assessor at the time of passage of this Code, has an area or dimension which does not comply with the lot size requirements of the district in which the property is located, the property may be occupied by a use permitted in the district subject to the other requirements of the district. If there is an area deficiency, residential use shall be limited to a single-family dwelling or to the number of dwelling units consistent with the lot-area-per-dwelling-unit requirement of the district.

SECTION 5.115 YARD SETBACKS

Yard setback standards are specified in **Item (4) of each Zoning District**.

SECTION 5.116 YARD SETBACK EXCEPTIONS

- (1) No building shall be erected on a lot which abuts a street having only a portion of its required right-of-way (ROW) dedicated, unless, the yard setbacks are increased to accommodate the required ROW plus the required yard setback.
- ~~(2) The Planning Commission may require additional setbacks, street right-of-way dedications and street improvements for development projects which are required to be submitted for review and approval.~~
- (32) The Planning Commission may reduce the required yard setbacks for special and unusual site conditions in conformance with **Section 2.600, Variances** where compliance with the setback provisions of this Code would create an undue or unnecessary hardship.

(Section 5.116 Amended by Ord. 22-100)

SECTION 5.117 DRAINAGEWAY SETBACKS

- (1) All fish-bearing streams including Mill Creek and all year-round flowing streams shall be governed by riparian protection standards under Section 4.270 of the Turner Land Use Code.
- (2)——All other intermittent drainage ways and watercourses shall have a setback of 15 feet from the center of the drainageway.

(Amended by Ord. 13-105)

SECTION 5.118 COMMERCIAL & INDUSTRIAL SETBACKS

In commercial or industrial districts where an interior yard is not required and a structure is not located at the property line, it shall be set back at least five (5.) feet from the property line to accommodate access to the building.

SECTION 5.119 AUTOMOBILE SERVICE STATION SETBACKS

In a district where automobile service stations are permitted, freestanding gasoline pumps and pump stands may occupy a required exterior yard, provided they are a minimum of 15 feet from the property line.

SECTION 5.120 PARKING

For each new structure or use, each structure or use increased in area and each change in the use of an existing structure there shall be provided and maintained off-street parking areas in conformance with the provisions of this section.

(1) Design and Improvement Requirements for Parking Lots:

- (a) All parking areas and driveway approaches shall be surfaced with a minimum of two inches asphalt concrete or four inches Portland Cement Concrete over approved base unless other methods are approved by the City. Under specified conditions the City may defer paving and permit gravel parking areas as a temporary use.
- (b) Service drives and parking spaces on surfaced parking lots shall be clearly and permanently marked. Handicapped Parking must comply with the Oregon Structural Specialty Code.
- (c) Parking areas for other than single-family and two-family dwellings shall be served by a service driveway and turnaround so that no backing movements or other maneuvering shall occur within a street other than an alley. Design for parking lots shall conform to the **Parking Diagram** contained in **Section 09-200, Diagram DSD-1**. Two-way driveways shall have a minimum width of 20 feet and a maximum width of 30 feet. One-way driveways shall have a minimum width of 12 feet and a maximum width of 16 feet.
- (d) A Parking space shall conform to the **Parking Diagram** contained in **Section 09-200, Diagram DSD-1**.
- (e) The outer boundary and all landscaped islands of a parking area shall be contained by a 6" high curb for protection of landscaping, pedestrian walkways and to contain rainwater runoff. No motor vehicle shall project over the property line.
- (f) All parking areas, except those in conjunction with a single family or two-family dwelling, shall have adequate drainage to dispose of the run-off generated by the impervious surface area of the parking area. On-site collection of drainage water shall not allow sheet flow of water onto sidewalks, public right-of-ways or abutting property and shall detain out-flow velocities to that of undeveloped land. All drainage systems must be approved by the City Administrator.
- (g) Service driveways to off-street parking areas shall be designed and constructed to facilitate the flow of traffic, provide maximum safety of traffic access and egress, and maximum safety of pedestrian and vehicular traffic

on the site. The number of service driveways shall be limited to the minimum that will allow the property to accommodate and service the traffic anticipated.

- (h) All off-street parking areas within or abutting residential districts or uses shall be provided with a sight-obscuring fence, wall or hedge as approved by the City to minimize disturbances to adjacent residents.
- (2) Location Standards for Parking Lots:
 - (a) Required off-street parking shall be provided on the development site unless a Variance is approved by the City.
 - (b) Off-street parking areas may be located in a required yard setback provided a 5 foot wide landscaped buffer and screening, as required in **Section 5.134 (4)**, is maintained at the property line. Driveways may be used for off-street parking for single-family and two-family dwellings only.
 - (3) Required parking spaces shall be available for the parking of operable motor vehicles for residents, customers, patrons and employees only and shall not be used for storage of vehicles, trucks, or materials used in the business, or for repair or servicing.
 - (4) Provisions for and maintenance of off-street parking spaces are continuing obligations of the property owner. No building permit or other approvals shall be issued until plans are presented that show the complete parking layout. The subsequent use of property for which approval is granted shall be conditional upon the unqualified continuance and availability of the amount of parking space required by this Code.
 - (5) Should the owner or occupant of a lot or building change the use of the property to a use which increases the off-street parking requirements, it shall be unlawful and a violation of this Code to begin to maintain such altered use until the required increase in off-street parking is provided.
 - (6) In the event several uses occupy a single structure or property, the total requirements for off-street parking shall be the sum of the requirements of the several uses computed separately.
 - (7) Owners of two or more uses, structures or properties may agree to use the same parking spaces jointly provided the off-street parking is the sum of the requirements of the several uses. If the hours of operation do not overlap, the parking requirement shall be for the highest use. An agreement shall be submitted and approved by the Planning Commission for the cooperative use of the parking facilities.
 - (8) A plan, drawn to scale, indicating how the off-street parking requirements are to be fulfilled, shall accompany all requests for City approval or a Building Permit.

- (9) Parking lots shall be provided with landscaping as provided in **Section 5.134 (4)** and other suitable devices in order to divide the parking lot into sub-units to provide for pedestrian safety, traffic control, and to improve the appearance of the parking lot.
- (10) Off-street parking spaces shall be required as defined in **Section 5.121**. Fractional space requirements shall be counted as a whole space. When square feet are utilized to determine the required parking spaces, the area measured shall be the gross floor area of the building primary to the use but shall exclude any area within a building used for off-street parking, loading, or service functions not primary to the use. When the requirements are based on the number of employees, the number counted shall be those working on the premises during the largest shift at peak season.
- (11) ~~Added.~~—All new residential dwellings shall have a fully enclosed private garage attached to the dwelling or constructed on the same tax lot in close proximity to the dwelling as defined in Section 5.121 of this code. This requirement applies to dwellings of standard construction, pre-fabricated buildings, manufactured homes (pursuant to ORS 197.307 (5) (f) and pre-constructed buildings moved to the site.
(Added by Ord. 00-101)

SECTION 5.121 OFF-STREET PARKING REQUIREMENTS

USE	SPACE REQUIREMENT								
(1) Residential									
(a) One and two family dwelling	<table> <tr> <td>Studio</td><td>Garage space for one car per unit</td></tr> <tr> <td>1 Bedroom</td><td>Garage space for one car per unit</td></tr> <tr> <td>2 Bedroom</td><td>Garage space for two car per unit</td></tr> <tr> <td>3+ Bedroom</td><td>Garage space for two car per unit</td></tr> </table> <p>(Amended by Ord. 00-101)</p>	Studio	Garage space for one car per unit	1 Bedroom	Garage space for one car per unit	2 Bedroom	Garage space for two car per unit	3+ Bedroom	Garage space for two car per unit
Studio	Garage space for one car per unit								
1 Bedroom	Garage space for one car per unit								
2 Bedroom	Garage space for two car per unit								
3+ Bedroom	Garage space for two car per unit								
(b) Multiple family dwelling	<table> <tr> <td>Studio</td><td>1.00 space/unit</td></tr> <tr> <td>1 Bedroom</td><td>1.00 space/unit</td></tr> <tr> <td>2 Bedroom</td><td>2.00 space/unit</td></tr> <tr> <td>3+ Bedrooms</td><td>2.00 space/unit</td></tr> </table>	Studio	1.00 space/unit	1 Bedroom	1.00 space/unit	2 Bedroom	2.00 space/unit	3+ Bedrooms	2.00 space/unit
Studio	1.00 space/unit								
1 Bedroom	1.00 space/unit								
2 Bedroom	2.00 space/unit								
3+ Bedrooms	2.00 space/unit								
(c) Rooming or boarding house	Spaces equal to 80% of the number of guest accommodations plus one additional space for each owner, manager or employee.								
(2) Institutional									
(a) Convalescent hospital,	One space per four beds for								

nursing home, sanitarium
rest home, home for the
aged

patients or residents

(3) Place of Public Assembly

- | | |
|--|--|
| (a) Church | One space per four seats or eight feet of bench length in the main auditorium, or one space for each 35 sq. ft. of floor area of main auditorium -not containing fixed seats |
| (b) Library, reading room | One space per 400 sq. ft. of floor area plus one space per two employees |
| (c) Pre-school nursery, kindergarten | Two spaces per teacher |
| (d) Elementary or junior high school | One space per classroom plus one space per administrative employee or one space per four seats or eight ft. of bench length in the auditorium or assembly room, whichever is greater |
| (e) Other public assembly or meeting rooms | One space per six seats or eight feet of bench length, or one space for each 35 s/f of floor area for assembly room not containing fixed seats |

USE

SPACE REQUIREMENT

(4) Commercial

- | | |
|--|---|
| (a) Retail store except as provided in subsection b of this subsection | One space per 300 s/ft. of floor area designated for retail sales |
| (b) Service or repair shop, retail store exclusively handling bulky merchandise such as automobiles and furniture. | One space per 400 s/ft. of floor area |
| (c) Banks and Offices | One space per 400 s/ft. of floor area |

- | | | |
|-----|----------------------------------|--|
| (d) | Medical and dental clinic | One space per 300 s/ft. of floor area plus one space per two employees |
| (e) | Eating or drinking establishment | One space per 100 s/ft. of floor area |
- (5) **Industrial**
- | | | |
|-----|---|--|
| (a) | Storage warehouse, manufacturing establishment, rail or trucking freight terminal | One space per employee |
| (b) | Wholesale establishment | One space per employee plus one space per 700 square feet of patron serving area |
- (6) **Unspecified Uses**
- requirement determined by
- Any use not specifically listed in this section shall have a parking
- the City, based on the parking space requirements for comparable uses listed in this section.

SECTION 5.122 TRANSPORTATION STANDARDS

The City of Turner has adopted the Turner Transportation System Plan (TTSP) in conformance with the State of Oregon Transportation Planning Rule. Development Standards for Streets, Sidewalks, Bikeways, Rail and Pipeline transportation are included in the following Sections of this Article in compliance the Turner Transportation System Plan.

- (1) **Purpose**
- (a) To provide for safe, efficient, convenient multi-modal movement in the City of Turner.
 - (b) To provide adequate area in public rights-of-way streets, sidewalks, bikeways, sanitary sewers, storm sewers, water lines, natural gas lines, power lines and other utilities commonly and appropriately placed in such rights-of-way.
- (2) **Scope**
- (a) The creation, dedication or construction of all new public or private streets, pedestrian facilities and bikeways in all subdivision, partitions or other developments in the City of Turner.
 - (b) The construction or modification of any utilities or sidewalks, or bikeways in public rights-of-way or street easements.

(3) General Provisions

- (a) The following provisions shall apply to the dedication, construction, improvement or other development of public rights-of-way in the City of Turner. All public improvements shall be designed in conformance with the specific requirements of the City's most current Public Works Standards.
- (b) Development proposals shall provide for the continuation of existing and proposed streets, bikeways and pedestrian facilities located outside the development, to maintain the continuity of traffic circulation for all modes of travel in the City.

(4) Pedestrian and Bicycle Improvement Requirements

Type of Dwelling	Bikeways & Parking and Pedestrian Accessways
Single Family Dwelling & Duplex	No
Multi-family Dwelling	Yes(4+ units)
New Commercial Building	Yes
Commercial Expansion	No
New Industrial Building	Yes
Industrial Expansion	No
Partitions, Subdivisions, Planned Developments, and Manufactured Home Parks	Yes

(Added to Section 5.122 by Ord. 99-107 Attachment "B")

- (5) Access: Every property shall abut a street other than an alley, for a minimum width of 25 feet, except where the City has approved an easement for access or where the easement existed prior to the adoption of this Code.
- (6) The following access alternatives to Flag Properties may be approved by the City for partitions or, in some circumstances, small subdivisions:
 - (a) Approval of a single access road easement to serve all of the proposed parcels with a provision for conversion to a dedicated public road right-of-way when requested by the City. The easement shall have the same width as a required right-of-way.
 - (b) Approval of a road right-of-way without providing the road improvements until the lots are developed. This places the burden for road improvements on the City although the City can assess all of the benefiting properties when improvements are provided in the future. As a condition of approval, the City may require an agreement for improvements as a deed condition.

- (c) Approval of a private road that does not have to meet all of the standards for public streets. This approach should only be used for isolated short streets serving a limited number of sites and where future City street alignments will not be needed.
- (7) **Clear Vision Areas:** In all districts a clear vision area shall be maintained at the corners of all property located at the intersection of two streets, a street-alley or a street-railroad. A clear vision area shall also be maintained at all driveways intersecting a street. **See Section 09-200, Diagram DSD-2.**
- (a) All properties shall maintain a clear triangular area at street intersections, railroad-street intersections, alley-street intersections and driveway-street intersections for safety vision purposes.
- The two sides of the triangular area shall be 15 feet in length along the edge of roadway at all street intersections and 10 feet in length at all alley-street intersections and driveway-street intersections. Where streets intersect at less than 30 degrees, the triangular sides shall be increased to 25 feet in length. The third side of the triangle shall be a line connecting the two exterior sides.
- (b) A clear vision area shall contain no plantings, fences, walls, structures, or temporary or permanent obstruction exceeding 3 feet in height, measured from the top of the curb, or, where no curb exists, from the established street center line grade. Trees exceeding this height may be located in this area, provided all branches or foliage are removed to a height of 8 feet above grade.

SECTION 5.123 STREETS

Urban public street improvements including curbs, gutters and storm drainage are required for all land divisions and property development in the City of Turner. Urban street improvements may be deferred by the City. Rural public streets with shoulders and side ditches may be approved in lieu of the required urban streets.

- (1) The location, width and grade of streets shall be considered in their relation to existing and planned streets, topographical conditions, public convenience and safety, and to the proposed use of land to be served by the streets. The street system shall assure an adequate traffic circulation system with intersection angles, grades, tangents and curves appropriate for the traffic to be carried considering the terrain. The arrangement of streets shall either:
 - (a) Provide for the continuation or appropriate extension of existing principal streets in the surrounding area; or
 - (b) Conform to a plan for the neighborhood approved or adopted by the City to meet a particular situation where topographical or other conditions make continuance or conformance to existing streets impractical.

- (2) Minimum right-of-way and roadway widths. The width of travel lanes for streets and roadways in feet shall be adequate to fulfill city specifications as provided for in **Article 8** of this Code and should not be less than the minimums shown in the following tables unless otherwise approved on a development plan.

Where conditions, particularly topography or the size and shape of the tract, make it impractical to otherwise provide buildable sites, narrower right-of-ways may be accepted, if necessary, and replaced with slope, sidewalk or utility easements dedicated on both sides of the right-of-way.

Where topographical conditions necessitate cuts or fills for proper grading of streets, additional right-of-ways may be required.

Arterial Street Design Table

Street Name	Limits	ROW Width	Curb-to-Curb Width	Center Turn Lane Width	Travel Lanes No./Width	Bike Lane Width Each Side	On-Street Parking Width and Location	Planting Strip Width	Sidewalk Width (includes curb)
Denver St.	3 rd St. to School Ave.	70'	52'	NA	2/12'	6'	8' Each Side	NA	8'
3 rd St.	North City Limits to Mill Creek	60'	48'	14'	2/12'	5'	NA	NA	6'
3 rd St.	Mill Creek to Denver St.	60'	48'	NA	2/11.5'	5'	7.5' Each Side	NA	6'
Delaney Rd.	West of 3 rd St.	60'	36'	NA	2/12'	6'	NA	6'	6'
Marion Rd.	Mill Creek Bridge to Witzel Rd.	60'	36'	NA	2/12'	6'	NA	6'	6'

New Collector and Local Street Design Table

		Curb-	Center	Travel	Bike Lane	On-Street	Landscape	Sidewalk
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Street Type	ROW Width	to-Curb Width	Turn Lane Width	Lanes & Width	Width Each Side	Parking Width and Location	Strip Width	Width (includes curb)
Collector w/ Parking	60'	48'	NA	2/11'	6'	7' Each Side	NA	6'
Collector w/ Landscape	60'	34'	NA	2/11'	6'	None	7'	6'
Local w/ Parking on Both Sides	50'	34"	NA	2/10'	NA	7' Each Side	NA	6'
Local (Skinny St.) Parking on One Side	40'	28'	NA	2/10'	NA	7.5' One Side	NA	6'

- Notes:**
1. A left turn lane may be required at major intersections.
 2. Streets without designated bike lanes will provide a "shared roadway" type of bikeway.
 3. Private utility easements may be required adjacent to the right-of-way.
 4. The Planning Commission will have the prerogative in approving the "Skinny Street" design in developments to reduce maintenance costs and provide more of a pedestrian-friendly environment. *(Factors to consider in using the narrower streets are the number of dwelling units served and the length the proposed street.)*
 5. Street tree requirements can be found in the Land Use Development Code.
 6. Any right-of-way remaining after constructing the above improvements will be used for a clear area or utilities.
 7. The City may require Significant Local Streets to be designed and built to Collector Street standards.
 8. Some existing Local Streets have a right-of-way greater than 50 feet. When these streets are improved, the extra right-of-way may be developed as landscape strips.

(Item (2) Section 5.123 Replaced by Ord. 99-107 Attachment "B")

- (3) **Reserve Strips:** A reserve strip is a 1 foot strip of land at the end of a right-of-way extending the full width of the right-of-way used to control access to the street. Reserve strips will not be approved unless necessary for the protection of the public welfare or of substantial property rights. The control of the land comprising such strips shall be placed within the jurisdiction of the City by deed under conditions approved by the City. In addition, a barricade shall be constructed at the end of the street by the land divider which shall not be removed until authorized by the City. The cost shall be included in the street construction costs by the land divider.
- (4) **Alignment:** As far as is practicable, streets shall be in alignment with existing streets by continuations of the center lines thereof. Staggered street alignment resulting in "T" intersections shall, wherever practical, leave a minimum distance of 260 feet between the center lines of streets having approximately the same direction.

- (5) **Future Extensions of Streets:** Where necessary to give access to or permit a satisfactory future division of adjoining land, streets shall be extended to the boundary of the subdivisions or partition and the resulting dead-end streets may be approved with a turn-around instead of a cul-de-sac. Reserve strips and street plugs may be required to preserve the objectives of street extensions.
- (6) **Intersection Angles:** Streets shall be laid out to intersect at angles as near to right angles as practical except where topography require a lesser angle, but in no case shall the acute angle be less than 60 degrees unless there is a special intersection design. Intersections which contain an acute angle of less than 60 degrees or which include an arterial street shall have a minimum corner radius of 32 feet and sufficient right-of-way for the roadway radius to maintain a uniform width between the roadway and the right-of-way line.
- (7) **Existing Streets:** Whenever existing streets adjacent to or within a tract are of inadequate width, additional right-of-way shall be provided at the time of approval of the land division or land use approval.
- (8) **Half Street:** Half streets, while generally not acceptable, may be approved where essential to the reasonable development of the subdivision or partition when in conformity with the other requirements of these regulations and when the Planning Commission finds it will be practical to require the dedication of the other half when the adjoining property is divided. Whenever a half street is adjacent to a tract to be divided, the other half of the street shall be provided within such tract. Reserve strips and street plugs may be required to preserve the objectives of half streets.
- (9) **Cul-de-sacs:** A cul-de-sac should have a maximum length of 500 feet but may be longer where unusual circumstances exist. A cul-de-sac shall terminate with a circular turn-around.
- (10) **Street Names:** Except for extensions of existing streets, no street name shall be used which will duplicate or be confused with the name of an existing street. Street names and numbers shall conform to the established pattern in the City and shall be subject to the approval of the City.
- (11) **Grades and Curves:** Grades shall not exceed 6 per cent on Arterials, 10 per cent on Collector Streets or 12 per cent on other streets. Center line radii of curves shall not be less than 500 feet on Arterials, 300 feet on Collector Streets or 100 feet on other streets, and shall be to an even ten feet. Where existing conditions, particularly the topography, make it otherwise impractical to provide buildable sites, the City may accept steeper grades and sharper curves. In flat areas, allowance shall be made for finished street grades having a minimum slope, preferably, of at least 0.5 per cent.
- (12) **Streets Adjacent to Railroad Right-of-way:** Wherever the proposed land division contains or is adjacent to a railroad right-of-way, provision may be required for a street approximately parallel to and on each side of such right-of-way at a

distance suitable for the appropriate use of the land between the streets and the railroad. The distance shall be determined with due consideration for the minimum distance required for approach grades at street crossings, to provide sufficient depth to allow screen planting along the railroad right-of-way and to provide buildable lots or parcels.

- (13) **Private Streets:** Private streets are permitted within Planned Developments, Manufactured Home Parks and singularly owned developments of sufficient size to warrant interior circulation on private streets. Design standards shall be the same as those required for public streets unless approved by the City. The City shall require verification of legal requirements for the continued maintenance of private streets.
- (14) **Railroad Crossings:** Where an adjacent development results in a need to install or improve a railroad crossing, the cost for such improvements shall be born by the land owner unless an equitable means of cost distribution is approved by the City.
- (15) **Traffic Signals:** Where a proposed intersection will result in the need for street signals, they shall be provided by the developer and the costs shall be born by the land owner unless an equitable means of cost distribution is approved by the City.
- (16) **Street Signs:** Street signs for identification and traffic control shall be provided by the land owner and the costs shall be born by the land owner unless an equitable means of cost distribution is approved by the City.
- (17) **Mail Boxes:** Joint mail boxes shall be provided in all residential developments. Joint mail box structures shall be placed adjacent to roadway curbs as recommended by the Post Office having jurisdiction and shall be noted on the plan. The cost shall be born by the land owner.

SECTION 5.124 SIDEWALKS

Public sidewalk improvements are required for all land divisions and property development in the City of Turner and along Arterial and Collector streets. Sidewalks may be deferred by the City where future road or utility improvements will occur and on property in the rural fringe of the City where urban construction standards have not yet occurred. The property owner is obligated to provide the sidewalk when requested by the City or is obligated to pay their fair share if sidewalks are installed by the City at a later date. A deed CC&R shall be attached to the property to guarantee compliance with this requirement.

(Amended by Ord. 02-105 Attachment "A")

- (1) Sidewalks shall be constructed within the street right-of-way. Sidewalk easements shall only be accepted where the City determines that full right-of-way acquisition is impractical.
- (2) Sidewalks shall connect to and align with existing sidewalks. Sidewalks may transition to another alignment as part of the approval process.

- (3) The City may approve alternate sidewalk alignments and widths to accommodate obstructions that cannot be altered.
- (4) Sidewalks in residential areas shall be a minimum of five (5) feet in width and shall be installed adjacent to the curb unless a planter strip of at least four (4) feet in width is approved adjacent to the curb where sufficient right-of-way is available.
- (5) Sidewalks adjacent to Collector or Arterial Streets are required and shall be a minimum of five (5) feet in width separated by a planter strip of five (5) feet in width adjacent to the curb. Sidewalks may be approved adjacent to the curb where direct access is required. Sidewalks adjacent to the curb shall be a minimum of seven (7) feet in width or a minimum of ten (10) feet in width adjacent to Commercial properties. Planter openings adjacent to the curb are encouraged within the ten (10) foot wide walks.
(Amended by Ord. 02-105 Attachment "A")
- (6) Planter strips and the remaining right-of-way shall be landscaped and incorporated as part of the front yard of adjacent property.
- (7) Maintenance of sidewalks and planters shall be the continuing obligation of the adjacent property owner.
- (8) Mid-block Sidewalks. The City may require mid-block sidewalks for long blocks or to provide access to schools, parks shopping centers, public transportation stops or other community services. Mid-block sidewalks shall be raised and shall be 6 feet in width.
- (9) Internal pedestrian circulation shall be provided within new office parks and commercial developments by clustering buildings and construction of access ways.
(Added by Ord. 02-105 Attachment "A")

SECTION 5.125 BIKEWAYS

Bikeways are required along Arterial and Collector streets. Bikeway locations are identified in the Turner Transportation System Plan (TTSP). Bikeways shall comply with the requirements of the standards contained herein, those contained in the adopted TTSP and should attempt to comply with the "Oregon Bicycle and Pedestrian Plan", an element of the Oregon Transportation Plan.

(Amended by Ord. 02-105 Attachment "A")

- (1) Developments adjoining existing or proposed bikeways shall include provisions for connection and extension of such bikeways through dedication of easements or rights-of-way. The City may include bikeway improvements as conditions of approval for developments which will benefit from bikeways. Where possible, bikeways should be separated from other modes of travel, including pedestrian ways.
- (2) Bicycle Parking

Minimum Development Requirements: At a minimum bicycle parking facilities shall be consistent with the following design guidelines.

- (a) **Location:** All bicycle facilities shall be
 - 1. Within 100 feet from a building entrance;
 - 2. Located within a well lighted area; and
 - 3. Clearly visible from the building entrance.
- (b) Bicycle parking shall be convenient and easy to find. Where necessary, a sign shall be used to direct users to the parking facility.
- (c) Each bicycle parking space shall be at least 2 feet by 6 feet with a vertical clearance of 6 feet.
- (d) An access aisle of at least 5 feet in width shall be provided in each bicycle parking facility.
- (e) Bicycle parking facilities shall offer security in the form of either a lockable enclosure in which the bicycle can be stored or a stationary object, i.e., a "rack", upon which the bicycle can be locked. Structures that require a user supplied lock shall accommodate both cables and U-shaped locks and shall permit the frame and both wheels to be secured (removing the front wheel may be necessary.)
- (f) Where bicycle parking is provided for employees on a "work shift", it shall be sheltered, i.e., covered, from the weather or employees shall be provided access to a secure room within a building for bicycle parking.

Bicycle Parking Spaces Table

	Type of Use	Minimum Number of Spaces	
A	Single—Family Residential and Duplexes	0	A
B	All other developments including expansions of more than 20 percent of the original floor area	Minimum of 2	B
C		Each use shall have the greater of the number of spaces cited in line B or the following:	C
D	Duplexes, Triplexes, and other and Multi-Family Residential	One (1) per every two dwelling units	D
E	Retail, Office, Institutional, and Parks	One (1) per every 20 vehicle parking spaces	E
F	Industrial	One (1) per every 40 vehicle parking spaces	F
G	Schools	Six (6) for every classroom	G

(Section 5.125 Replaced by Ord. 99-107 Attachment "B"; updated by Ord. 22-100)

SECTION 5.126 STORM DRAINAGE

The Storm Drainage Master Plan for the City of Turner is hereby incorporated by reference herein. Adopted by Resolution 02-09, April 25, 2002.

(Added by Ord. 02-105 Attachment "A")

Urban level curb inlets, catch basins, and drainage pipe improvements are required for all land divisions and property development in the City of Turner. Urban storm drainage systems may be deferred by the City in lieu of a rural system of culverts and open drainage ways.

- (1) **General Provisions.** It is the obligation of the property owner to provide proper drainage and protect all runoff and drainage ways from disruption or contamination. On-site and off-site drainage improvements may be required. Property owners shall provide proper drainage and shall not direct drainage across another property except within a continuous drainageway. Paving, roof drains and catch basin outflows may require detention ponds or cells and discharge permits. Maintaining proper drainage is a continuing obligation of the property owner. The City will approve a development request only where adequate provisions for storm and flood water run-off have been made as determined by the City Administrator. The storm water drainage system must be separate and independent of any sanitary sewerage system. Inlets should be provided so surface water is not carried across any intersection or allowed to flood any street. Surface water drainage patterns and proposed storm drainage must be shown on every development plan submitted for approval. All proposed drainage systems must be approved by the City as part of the review and approval process.
(Amended by Ord. 02-105 Attachment "A")

- (2) **Natural Drainage ways.** Open natural drainage ways of sufficient width and capacity to provide for flow and maintenance are permitted and encouraged. For the purposes of this Section, an open natural drainageway is defined as a natural path which has the specific function of transmitting natural stream water or storm water run-off from a point of higher elevation to a point of lower elevation.

Natural drainage ways should be protected as a linear open space features wherever possible within the community and shall be protected from pollutants and sediments. Additional setbacks are required for riparian areas, wetlands and floodplains as identified in the Turner Local Wetlands and Riparian Area Inventory and **Sections 4.210 and Section 4.220 of this Code.**

(Added by Ord. 02-105 Attachment "A")

- (3) **Easements.** Where a land division is traversed by a water course, drainageway, channel or stream, there shall be provided a public storm water easement or drainage right-of-way conforming substantially with the lines of such water course and such further width as the City Administrator determines will be adequate for conveyance and maintenance. Improvements to existing drainage ways may be

required of the property owner. The property owner is also responsible for continuing maintenance and protection of natural drainage ways.

- (4) **Accommodation of Upstream Drainage.** A culvert or other drainage facility shall be large enough to accommodate potential run-off from its entire upstream drainage area, whether inside or outside of the development. The City Administrator must review and approve the necessary size of the facility, based on sound engineering principles and assuming conditions of maximum potential watershed development permitted by the Comprehensive Plan.
- (5) **Effect on Downstream Drainage.** Where it is anticipated by the City Administrator that the additional run-off resulting from the development will overload an existing drainage facility, the City may withhold approval of the development until mitigation measures have been approved.
- (6) **Drainage Management Practices.** Developments within the City must employ drainage management practices approved by the City Administrator which limit the amount and rate of surface water run-off into receiving streams or drainage facilities. Storm water runoff rates for new developments shall not exceed bare land runoff rates. Drainage management practices must include, but are not limited to one or more of the following practices:
 - (a) Temporary ponding or detention of water to control rapid runoff;
 - (b) Permanent storage basins;
 - (c) Minimization of impervious surfaces;
 - (d) Emphasis on natural drainage ways;
 - (e) Prevention of water flowing from the development in an uncontrolled fashion;
 - (f) Stabilization of natural drainage ways as necessary below drainage and culvert discharge points for a distance sufficient to convey the discharge without channel erosion;
 - (g) Runoff from impervious surfaces must be collected and transported to a natural drainage facility with sufficient capacity to accept the discharge; and
 - (h) Other practices and facilities designed to transport storm water and improve water quality.
- (7) **Design Requirements for New Development.** All new development within the City shall make provisions for the continuation or appropriate projection of existing storm sewer lines or drainage ways serving surrounding areas. Drainage extensions may be required-through the interior of a property to be

developed where the City Administrator determines that the extension is needed to facilitate upstream flows.

- (8) NPDES Permit Required. A National Pollutant Discharge Elimination System (NPDES) permit must be obtained from the Department of Environmental Quality (DEQ) for construction activities (including clearing, grading, and excavation) that disturb 5 or more acres of land.

SECTION 5.127 WATER

- (1) When public water is available. All development, requiring a land use review or a building permit, including a single family residence, must extend and connect to the public water system. when service is available within 200 feet of the property. Fire hydrants, mains, and related appurtenances shall be installed by the developer as required by the Local Fire District. Any building constructed prior to 2010 that has never had municipal water service maybe allowed to defer Water SDC payments for up to one year .

(Amended by Ord. 02-105 Attachment "A") (Amended by Ord. 10-106)

- (2) Water Line Extensions. Water distribution lines must be extended along the full length of the property's frontage along the right-of-way or to a point identified by the City Administrator as necessary to accommodate likely system expansion. Water line extensions may be required through the interior of properties when necessary to provide for service to other properties or to provide system looping for fire flows. All public water system line extensions shall have a minimum 6 inch diameter unless a smaller size is recommended by the City Engineer and approved by the City.
- (3) Water Plan Approval. All proposed water plans and systems must be approved by the City as part of the review and approval process.
- (4) Design Requirements for New Development. All new development within the City shall make provisions for the extension of public water lines to serve adjacent areas, or as provided in the Water System Master Plan.
- (5) Restriction of Development. The Planning Commission or City Council may limit development approvals where a deficiency exists in the water system or portion thereof which cannot be corrected as a part of the proposed development improvements.

SECTION 5.128 SANITARY SEWERS

- (1) When public sewer is available. All development requiring a land use review or building permit must extend and connect to the public sewer system. Any building constructed prior to 2010 that has never had municipal water service maybe allowed to defer Sewer SDC payments for up to one year.

(Amended by Ord. 02-105 Attachment "A")

(Amended by Ord. 10-106)

- (2) **Sewer Line Extensions.** Sewer collection lines must be extended along the full length of the property's frontage along the right-of-way or to a point identified by the City Administrator as necessary to accommodate likely system expansion.
- (3) **Sewer Plan Approval.** All proposed sewer plans and systems must be approved by the City of Turner and the City of Salem as part of the review and approval process.
- (4) **Design Requirements for New Developments.** All new development within the City shall make provision for the extension of existing sewer lines to serve adjacent areas as provided for in the Sewer System Master Plan. Line extensions may be required through the interior of a property to be developed where the City Administrator determines that the extension is needed to provide service to other properties.
- (5) **Restriction of Development.** The City may limit development approvals where a deficiency exists in the sewer system or portion thereof which cannot be corrected as a part of the development improvements.

SECTION 5.129 UTILITIES

- (1) It is the intent of the City to place all utilities underground wherever practical except as otherwise provided herein.
- (2) All utilities shall be located underground in subdivisions.
- (3) All utilities shall also be located underground in all partitions to City minimum urban parcel size.
- (4) All subdivided lots and all minimum parcel partitions shall have a covenant requiring underground utility installations in the Covenants, Conditions and Restrictions for each lot or parcel.
- (5) **Exceptions.** The City may permit overhead utilities as a condition of approval where the Applicant can demonstrate one of the following conditions:
 - (a) Underground utility locations are not feasible.
 - (b) The proposed lots or parcels are larger rural properties or where existing properties in the vicinity have overhead utilities.
 - (c) Temporary or emergency installations.
 - (d) Major transmission facilities located within right-of-ways or easement.
 - (e) Industrial developments with large power requirements.

- (f) Surface mounted structures, substations or facilities requiring above ground locations by the serving utility.

SECTION 5.130 EASEMENTS

- (1) Easements granting limited use of property for any defined purpose may be approved for any lot or parcel.
- (2) Access easements may be approved by the Planning Commission as provided in **Section 5.122**. Single lane easements shall be a minimum of 12 feet wide. Two lane access easements shall be 25 feet wide.
- (3) Utility easements shall be provided for sewers, water mains and public or private utilities necessary to provide full service to all developments. Land dividers shall show on the Tentative Plan and on the final Plat all easements and shall provide all dedications, covenants, conditions or restrictions with the Supplemental Data submitted for review. Unless otherwise specified by the City, standard exterior utility easements adjacent to streets shall be 5 feet wide. Minimum interior utility easements shall be 10 feet wide centered on lot or parcel lines where feasible except for utility pole tieback easements which may be 10 feet in width.
- (4) Water Courses. If a tract is traversed by a water course such as a drainage way, channel or stream, there shall be provided a storm water easement or drainage right-of-way containing the top of bank, vegetative fringe, and such further width as will be adequate for protection and maintenance purposes. Culverts or other drainage facilities shall be sized to accommodate storm and flood run-off from the entire upstream drainage area and shall be verified and approved by the City Administrator.

SECTION 5.131 BLOCKS

- (1) General: The length, width, and shape of blocks shall be designed with regard to providing adequate building sites for the use contemplated; consideration of needs for convenient access, circulation, control, and safety of street traffic including pedestrian and bicyclist, and recognition of limitations and opportunities of topography.
- (2) Size: A block shall have sufficient depth to provide for two tiers of building sites. Unless topography, development obstructions, or the location of adjoining streets justifies an exception, block sizes shall not exceed 400 feet unless alternative pedestrian and bicycle access ways are provided.
(Amended by Ord. 02-105 Attachment "A")
- (3) Large Lot or Parcel Block Configurations: In dividing tracts into large rural lots or parcels which at some future time are likely to be re-divided, the Planning Commission may require that the blocks or sites be of such size and shape to provide for extension and opening of streets at intervals which will permit a subsequent division of any tract into lots or parcels of smaller urban size.

- (4) Traffic Circulation: Blocks shall be laid out to provide safe, convenient, and direct vehicle, bicycle and pedestrian access to nearby residential areas, neighborhood activity centers, commercial areas, and industrial areas; and to provide safe convenient and direct traffic circulation.

(Items 1 & 4 Added to Section 5.131 by Ord. 99-107 Attachment "B")

SECTION 5.132 BUILDING SITES

- (1) Size and shape: The size, width, shape and orientation of building sites shall be appropriate for the location and use contemplated, and shall comply with the standards of the Zoning District and the other standards of **Article 5** specified herein.

- (a) No lot or parcel shall be created or utilized unless there will exist a municipal water and sewage disposal system to support the proposed use.

(Amended by Ord. 02-105 Attachment "A")

- (b) Depth and width of properties reserved or laid out for commercial and industrial purposes shall be adequate to provide for the off-street service and parking facilities required by the type of use and development contemplated.

- (c) Existing lots or parcels smaller than City standards may be maintained as a conforming use within the district. Damaged buildings or structures may be restored to their previous use. Destroyed buildings may be replaced in conformance with this Code.

- (d) Large Lots or Parcels: Large lots or parcels which may be further divided into smaller lots in the future shall be of such size and shape that will accommodate the efficient provision of future streets and lots or parcels of smaller sizes. The land division request may be denied if the proposed lots or parcels do not provide for efficient future divisions and streets.

Large lot or parcel plans must show by dash lines future potential divisions to minimum Code standards prior to approval. Building locations must be within the proposed minimum property lines and setback standards specified herein to facilitate an orderly division and use of the property in the future. Large lot or parcel divisions shall also show future urban street alignments and easements in addition to future urban lot lines on the Tentative Plan.

- (e) Flag Lots or Parcels: Flag lots or parcels are discouraged. They will only be allowed when other alternative means of access as described in **Section 5.122, Item (2)** cannot be provided. Minimum width for a flag lot access is 25 feet.
- (f) Through Lots and Parcels: Through lots and parcels shall be avoided except where they are essential to the intended use.

- (g) **Lot and Parcel Side Lines:** The lines of lots and parcels, as far as is practicable, shall run at right angles to the street upon which they face, except that on curved streets they shall be radial to the curve.
- (h) **Building Lines:** If special building setback lines are to be established in a land division, they shall be shown on the subdivision or partition Tentative Plan and Plat or, if temporary in nature, they shall be included in the deed restrictions.

SECTION 5.133 GRADING

General grading shall conform to **Turner Ordinance 01-100, Excavation and Grading Building Code, Turner Revised Code 8.02** and the following standards unless engineered and approved by the City. **(Amended by Ord. 02-105 Attachment "A")**

- (1) Cut slopes shall not exceed one and one-half feet horizontally to one foot vertically.
- (2) Fill slopes shall not exceed two feet horizontally to one foot vertically.
- (3) The type and characteristics of imported fill soils shall be the same or compatible with the existing soils on the site.
- (4) Fills for streets and building sites shall be engineered and approved by the City.
- (5) All sites shall be graded to direct storm water to City storm sewers or to natural drainage ways.

SECTION 5.134 LANDSCAPING

All yard setbacks and parking areas shall be landscaped in accordance with the following requirements:

- (1) **General Provisions.**
 - (a) Landscaping shall primarily consist of ground cover, trees, shrubs or other living plants with sufficient irrigation to properly maintain all vegetation. Decorative design elements such as fountains, pools, benches, sculptures, planters, fences and similar elements may be placed within the area.

Exceptions: Undeveloped properties or the undeveloped portion of large properties exceeding 4,000 square feet in area are exempt from the landscape requirements specified herein provided the lot or area is maintained so weeds and wild vegetation does not adversely affect adjacent developed properties. Removal of noxious weeds and vegetation will be enforced through the City's Nuisance Ordinance.
 - (b) Provisions for landscaping, screening and maintenance are a continuing obligation of the property owner. All required landscaped areas shall be

cleared of unwanted vegetation and weeds at least once a year prior to July. Dead landscape plantings shall be replaced by April of the following year.

- (c) Landscape plans for proposed new industrial, commercial or residential developments shall be included with the site plans submitted to the City for approval. Existing trees, plantings and special site features shall be shown on all submitted plans and shall clearly indicate items proposed to be removed and those intended to be preserved.
- (d) Existing trees, plantings and special site features shall be preserved, protected and maintained within the City to the fullest extent possible. Trees exceeding 6 inches in diameter shall not be removed without approval of the City for projects requiring City review and approval. Trees exceeding 6 inches in diameter shall not be removed from undeveloped properties within the City without approval of the City Administrator unless the tree poses an immediate danger. Building Permit Applications shall include identified tree removals and be approved by the City Administrator.

(2) **Yard Setbacks and Open Space.**

- (a) All required street facing- exterior yard setbacks in each land use district and the entire open space of all commercial, and multiple-family dwelling sites exclusive of walks, drives, parking areas and buildings shall be landscaped and permanently maintained.
- (b) Commercial and industrial developments abutting residential properties shall have their yard setbacks landscaped and/or fenced to protect the abutting residential properties.

(3) **Fences:**

- (a) Residential fences, hedges and walls may be located within yard setbacks. Height is limited to 6 feet in required side, rear or interior yards, 3 feet in any required front yard or 4 feet if the top 1 foot of the fence is 75% open, and 3 feet in height in a Vision Clearance Area. Commercial or industrial properties may have 8 foot high fences except in a street facing front yard setback.
- (b) Materials. Residential fences and walls shall not be constructed of or contain any material which would do bodily harm such as electric, barbed or razor wire, broken glass, spikes, or any other hazardous or dangerous materials. Commercial or industrial properties may have barbed wire at the ~~top~~ top of fences -over 6 feet in height except in the street facing front yard setback.
- (c) Protective fences other than those specified herein shall comply with State Laws and shall be submitted for approval of the City.
- (d) Sight-obscuring fences, walls or landscaping may be required to screen objectionable activities as part of the City's review and approval process.

Sight-obscuring means 75% opaque when viewed from any angle at a point 25 feet away. Vegetative materials must be evergreen species that meet this standard year-round within 3 years of planting.

- (e) Maintenance. Fences shall be structurally maintained in a safe condition of repair and shall not lean over an adjoining property or sidewalk, have missing sections or slats, or broken supports.
- (4) **Parking Areas:**
- (a) Parking lots shall be screened from abutting residential districts by a combination of fences, walls, and landscaping adequate to screen lights, provide privacy and separation for the abutting residential districts
 - (b) Parking lots shall have curbed landscaped islands and trees at the ends of parking rows to facilitate movement of traffic and to break large areas of parking surface. The minimum dimension of the landscaped area excluding the curbs shall be 3 feet and the landscaping shall be protected from vehicular damage by wheel guards.
 - (c) Parking lots containing more than 20 parking spaces shall have a minimum of 5 percent of the area devoted to vehicular circulation and parking areas in landscaping and trees. Landscaping shall be evenly distributed throughout the parking lot and long rows of parking spaces shall be interrupted by landscaped islands. The 5 percent landscaping shall be within or abutting the parking area and shall be in addition to the required landscaped yard setbacks
- (5) **Service Facilities:**
- Garbage collection areas, and service facilities located outside the building shall be screened from public view and landscaped.

SECTION 5.135 EXTERIOR LIGHTING

Exterior lighting should be provided in parking lots and may be provided elsewhere. Lighting shall be located and designed to not face directly into on-coming traffic or onto an adjacent residential district or use.

SECTION 5.136 SIGNS

Purpose.

- A. The purpose of these sign regulations is to provide equitable signage rights, promote traffic and pedestrian safety, and increase the economic viability of the City, by classifying and regulating the location, size, type and number of signs, in a content-neutral manner.
- B. Within the commercial areas, the City recognizes the need for businesses and organizations to inform the public about their location and their services. It also recognizes that a sign is a relative low cost form of business advertising.
- C. The City recognizes that the citizens of Turner want to retain their unique small-town quality. One method of preserving the look of a small town is by controlling the number, size and type of signs allowed within the commercial district and to provide

design guidelines that benefit the citizens and the businesses in improving the visual quality of the community.

Definitions.

"Sign" means any writing, including letter, word, or numeral; pictorial presentation, including mural, illustration or decoration; emblem, including device, symbol or trademark; flag, including banner or pennant; or any other device, figure or similar thing which is a structure or any part thereof, or is attached to, painted on, or in any other manner represented on a building or structure or device; and is used to announce, direct attention to, or advertise; and is visible from any public right-of-way. Sign does not include house numbers. For purposes of this chapter, the following definitions apply:

1. "Alteration" means any change in the size, shape, method of illumination, position, location, construction, or supporting structure of a sign. A change in sign copy or sign face alone shall not be considered an alteration.
2. "Area" means the area of a sign shall be the entire area within any type of perimeter or border which encloses the outer limits of any writing, representation, emblem, figure, or character. If the sign is enclosed in a frame or cabinet the area is based on the inner dimensions of the frame or cabinet surrounding the sign face. When a sign is on a base material and attached without a frame, such as a wood board or Plexiglas panel, the dimensions of the base material are to be used. The area of a sign having no such perimeter, border, or base material shall be computed by enclosing the entire area within a parallelogram or a triangle of the smallest size sufficient to cover the entire message of the sign and computing the area of the parallelogram or a triangle. For the purpose of computing the number of signs, all writing included within such a border shall be considered one sign, except for multi-faced signs on a single sign structure, which shall be counted as one sign per structure. The area of multi-faced signs shall be calculated by including the total area of all sign faces.
3. "Awning" means a shelter supported entirely from the exterior wall of a building and composed of non-rigid materials, except for the supporting framework.
4. "Building face" means the single wall surface of a building facing a given direction.
5. "Building frontage" means the portion of a building face most closely in alignment with an adjacent right-of-way or fronting a parking lot when so defined. A service station may use the overhanging canopy as a substitute for building frontage when computing the allowable sign area. The longest side of the canopy shall be used to compute the allowable sign area.
6. "Canopy sign" means a sign hanging from a canopy or eaves, at any angle relative to the adjacent wall, the lowest portion of which is at least eight feet above the underlying grade.

7. "Flashing sign" means a sign any part of which pulsates or blinks on and off, except time and temperature signs and message signs allowed by conditional use.
8. "Freestanding sign" means a sign supported by one or more uprights, poles or braces placed in or upon the ground, or a sign supported by any structure primarily for the display and support of the sign.
9. "Incidental signs" means a sign that is normally incidental to the allowed use of the property, but can contain any message or content. Such signs can be used for, but are not limited to, nameplate signs, warning or prohibition signs, and directional signs not otherwise allowed.
10. "Indirect illumination" means a source of illumination directed toward such sign so that the beam of light falls upon the exterior surface of the sign.
11. "Internal illumination" means a source of illumination from within a sign.
12. "Message sign" means a sign that can change its message electronically and is designed to display various messages, including but not limited to signs displaying time and temperature.
13. "Monument sign" means a square or rectangular sign that sits directly on the ground without pole or uprights.
14. "Multi-faced sign" means a sign that has two or more sign faces, contained in a single sign structure.
15. "Mural" means an illustration (with or without words or numbers) that is painted or otherwise applied (without projections) to an outside wall of a structure.
16. "Nonconforming sign" means any sign that lawfully exists prior to the effective date of the ordinance codified in this title but which due to the requirements adopted herein, no longer complies with the height, area and placement regulations or other provisions of these regulations.
17. "Owner" means as used in these regulations, "owner" means owner or lessee of the sign. If the owner or lessee of the sign cannot be determined, then "owner" means owner or purchaser of the land on which the sign is placed.
18. "Official sign" means a sign erected by a governmental agency or its designee, setting forth information pursuant to law.
19. "Portable sign" means any sign that is not originally designed, regardless of any subsequent modification, to be permanently affixed to a building, structure, or the ground. These signs primarily include, but are not limited to, A-frame or sandwich board signs; signs attached to wood or metal frames and designed to be self-supporting and movable, including trailer mounted reader boards. Portable signs are considered temporary signs as defined and used in this title.

20. "Projecting sign" means a sign the face of which is not parallel to the wall on which it is mounted, projecting more than eight inches from a structure.

21. "Real estate sign" means a sign for the purpose of rent, lease, sale, etc. of real property, building opportunities, or building space.

22. "Roof line" means either the eaves of the roof or the top of the parapet, at the exterior wall. (A "mansard roof" is below the top of a parapet and is considered a wall for sign purposes.)

23. "Roof sign" means a sign or any portion of which is displayed above the highest point of the roof, whether or not such sign also is a wall sign.

24. "Rotating/revolving sign" means a sign, all or a portion of which, moves in some manner.

25. "Sign face" means surface of a sign containing the message. The sign face shall be measured as set forth in the definition for "sign area."

26. "Sign height" is measured from the grade of the curb line lowest to the base of the sign to the highest portion of the sign, sign structure or frame; whichever is greater highest point of the sign. In the absence of a curb line, the edge of the street pavement shall be used. In the absence of street pavement, the ground level shall be used to measure the height.

27. "Sign structure" means the supports, uprights, braces, framework and other structural components of the sign.

28. "Temporary sign" means a sign not permanently affixed to a structure on a property. These signs primarily include, but are not limited to, canvas, cloth, or paper banners or posters hung on a building wall or on a permanent pole such as on a freestanding sign support.

29. "Wall sign" means a sign attached to, erected against or painted on a wall of a building or structure, with the exposed face of the sign in a plane approximately parallel to the face of said wall and not projecting more than eight inches. A sign painted on an awning in which the face of the sign is approximately parallel to the wall shall also be considered a wall sign.

5.136.1 GENERAL PROVISIONS.

A. Conflicting Standards. Signs shall be allowed subject to the provisions of this chapter, except when these provisions conflict with the specific standards for signs in the subject district.

B. Signs Subject to State Approval. Off-premise advertising signs visible to the traveling public from state highways are further subject to the regulations and permit requirements of the State of Oregon, Department of Transportation.

C. Uniform Sign Code. All signs shall comply with the provisions of the Uniform Sign Code of the Uniform Building Code.

D. Sign Clearances. A minimum of eight feet above sidewalks and fifteen (15) feet above driveways shall be provided under all free standing or wall mounted signs.

5.136.2 SIGNS ALLOWED

The following signs and sign work are allowed outright in all zones. These signs shall not require a permit, and shall not be included when determining compliance with total allowed area:

A. Re-painting, changes to the sign face or copy and maintenance of signs legally existing on the effective date of the ordinance codified in this chapter.

B. Temporary Signs.

1. Real estate signs not exceeding six square feet that advertise the sale, rental, or lease of premises upon which the sign is located. Real estate signs may be used up to two years without a permit. Only one real estate sign per lot may be displayed at any time, except on corner lots. Two signs are permitted on corner lots; however only one sign per street frontage is permitted.

2. Political signs shall not exceed six square feet. Political signs may be used up to sixty (60) days prior to an election but shall be removed not later than seven days following the date of the election.

3. Portable signs and other temporary signs that do not exceed six square feet in total area on a single property.

4. Balloons that do not exceed a total cumulative diameter of 24 inches.

5. Signs advertising the sale of land in an approved subdivision. Only one sign per entrance to the subdivision. Sign may not be larger than 32 square feet and 4 feet in height. Sign may be in place until all lots have changed ownership or have been built on, whichever comes first.

6. Signs hung on baseball field fencing at 5th Street Park.

C. Government Signs. Signs posted by or under governmental authority including legal notices, traffic, danger, no trespassing, emergency and signs related to public services or safety, entrance or gateway signage, event signage.

D. Directional or informational signs bearing no advertising message and not exceeding four square feet in area erected for the convenience of the public such as signs indicating private street information, identifying restrooms, public telephones, walkways and similar features or facilities.

E. Flags with a cumulative area not to exceed 25 square feet per lot.

F. Signs within a building.

G. In a commercial or industrial zone, signs painted or hung on the inside of windows.

H. Memorial signs or tablets and names of buildings and dates of erection when

cut into or attached to the surface or façade of the building.

- I. Signs placed by a public utility showing the location of underground facilities.
- J. Building or freestanding signs that display or reflect the history or character of Turner, as approved by the City Council, after recommendation by the Planning Commission.
- K. Incidental signs in Residential Zones of less than 2 square feet in area.
- L. Signs that indicate restrictions on use of the property where the sign is located that are less than 2.5 sq ft.

5.136.3 SIGNS PROHIBITED

The following signs are prohibited in all zones:

- A. Portable signs within the public right-of-way, except for sidewalk or sandwich board signs that comply with **Section 5.136.6(D)**.
- B. Signs that emit odor, visible matter, or sound, however an intercom system for customers remaining in their vehicles, such as used in banks and "drive thru" restaurants, shall be allowed.
- C. Signs that use or employ side guy lines of any type.
- D. Signs that obstruct any fire escape, required exit, window or door opening used as a means of egress.
- E. Signs closer than twenty-four (24) inches horizontally or vertically from any overhead power line or public utility guy wire.
- F. No vehicle or trailer shall be parked on a public right-of-way or public property, or on private property so as to be visible from a public right-of-way which has attached thereto or located thereon any sign or advertising device for the basic purpose of providing advertisement of products or directing people to a business or activity located on the same or nearby premises. This provision applies where the primary purpose of a vehicle is for advertising purposes and is not intended to prohibit any form of vehicular sign, such as a sign attached to a motor vehicle which is primarily used for business purposes, other than advertising.
- G. Rotating/revolving signs, except by conditional use permit.
- H. Flashing signs.
- I. Private signs that project into public right-of-ways, except signs under a canopy that project over a public sidewalk where the sign is not less than eight feet above the sidewalk.

- J. Signs that obstruct required vision clearance area as defined in the Land use Development Code or obstruct a vehicle driver's view of official traffic control signs and approaching or merging traffic, or which present a traffic hazard.
- K. Signs that interfere with, imitate, or resemble any official traffic control sign, signal or device, emergency lights, or appears to direct traffic, such as a beacon light.
- L. Signs attached to any pole, post, utility pole, or otherwise placed in the public right-of-way except for wayfaring signs in the Downtown Commercial Zone.
- M. Signs or sign structures placed on or over private property without the written consent of the owner or agent thereof.
- N. Billboard signs.
- O. Roof signs, except by variance.
- P. Signs attached to trees or shrubs.
- Q. Bench signs, except as a conditional use, or those designating donor(s).
- R. Any sign on unimproved property unless allowed as a real estate or temporary sign.
- S. Any illegible sign or sign that has twenty-five (25) percent or more of its surface destroyed, defaced or missing.
- T. Message signs, except by Conditional Use Permit.

5.136.4 SIGNS IN NON-COMMERCIAL ZONES.

The following regulations apply to signs in the R1, R-2, R-11 and Public Institution zones:

- A. Maximum Number. Any combination of signs not exceeding the sign area and height limitations of this section; plus signs allowed in **Section 5.136.2**.
- B. Maximum total sign area for property on which the building or buildings are located:
 - 1. Single-family and two-family (duplex) dwelling: six square feet;
 - 2. Multiple family dwelling: twenty-four (24) square feet;
 - 3. Public and semi-public: thirty-two (32) square feet.
- C. Maximum sign height of freestanding signs: six feet.
- D. Location of freestanding signs: where fences are allowed.

- E. Illumination. Signs may only be indirectly illuminated by a concealed light source, and shall not flash, blink, fluctuate or produce glare.

5.136.5 REVIEW PROCEDURES IN NON-COMMERCIAL ZONES

- A. Permit Required. No property owner, lessee or contractor shall construct or alter any sign without first obtaining a valid sign permit.
- B. Current Signs. Owners of conforming or nonconforming signs existing as of the date of adoption of this title are not required to obtain a permit.
- C. Permit Fees. Permit fees may be established by city council resolution.
- D. Application Requirements.
 - 1. An application for a sign permit shall be made on a form prescribed by the City Manager. The application shall include, at a minimum, a sketch drawn to scale indicating the proposed sign and identifying existing signs on the premises, the sign's location, graphic design, structural and mechanical design and engineering data which ensures its structural stability. The application shall also contain the names and address of the sign company, person authorizing erection of the sign and the owner of the subject property.
 - 2. The City Manager shall issue a permit for a sign unless the sign does not comply with the provisions of these regulations or other provisions of this title. Sign permits mistakenly issued in violation of these regulations or other provisions of this title are void. The city manager may revoke a sign permit if he or she finds that there was a material and misleading false statement of fact in the application for the permit.
- E. Design, Construction, and Maintenance. All signs shall be designed, constructed, and maintained according to the following standards:
 - 1. All signs shall comply with the applicable provisions of Uniform Building Code in effect at the time of the sign permit application and all other applicable structural, electrical and other regulations. The issuance of a sign permit under these regulations does not relieve the applicant of complying with all other permit requirements;
 - 2. All signs shall be maintained in a good structural condition at all times;
 - 3. The owner shall be responsible for its erection and maintenance and its compliance with the provisions of these regulations or other laws or ordinances regulating signs.

5.136.6 SIGNS IN COMMERCIAL AND INDUSTRIAL ZONES

All signs in the Commercial, Downtown Commercial and Industrial zones shall conform to **Sections 5.136.1** through **5.136.3** and the following standards:

A. Signs or sign structures located in commercial and industrial zones which are within seventy-five (75) feet of a residentially zoned property shall be set back so as to meet the side and front yard setback requirements of the adjoining residential district.

B. Accessory temporary signs are permitted provided such signs are securely affixed to the surface of a building wall or window, and must have the date of initial posting clearly written on the face of the sign. Such signs, including but not limited to sale signs and special product announcements, must be removed not later than ten (30) days after initial posting. Such signs shall not exceed the permitted ratio of sign area, including temporary signs, to building face area.

C. Historical signs that are an integral part of a building design, or signs with a cultural significance to the community, as determined by the planning commission, may be exempted from the standards for signs.

D. Sidewalk signs or sandwich boards are permitted provided:

1. There is only one (1) sidewalk or sandwich board sign per business.

Vacant lots may have one sandwich board sign per lot.

2. The sign is professional in appearance with a maximum height of three (3) feet and a maximum width of two (2) feet in width. The height of the sign is measured from the grade of the curb line lowest to the base of the sign, to the highest point of the sign, sign structure or frame; whichever is greater.

3. The total sign area does not exceed six (6) square feet per side. The base material used to support a sign shall be included in the dimensions used to calculate the sign area.

4. The signs is removed at the close of each business day.

5. Sidewalk or sandwich board signs shall only be allowed within an adjacent public right-of-way along the frontage of the business displaying the sign, when they can be placed so that a minimum clear width of three (3) feet within the right-of-way is available for pedestrians immediately adjacent to the sign. Adjacent private property may be used to provide the three (3) foot clear width area when approved by the City Manager.

6. The sign can be located within a sidewalk bulb-out area if it does not interfere with traffic visibility or pedestrian mobility.

E. Sign for temporary businesses. Temporary businesses may display 2 portable signs either of which may be no more than 6 square feet in area, must be placed not more than 10 feet from the structure or vehicle used for the temporary business and may not be placed in the right of way.

F. Signs that are suspended from the underside of a horizontal plane surface and is supported by that surface, shall have a maximum area of three square feet and shall not project more than thirty (30) inches from the face of the building.

5.136.7 SIGNS IN COMMERCIAL AND INDUSTRIAL ZONES--APPEARANCE.

Signs shall be constructed of wood, brick, tile, masonry, synthetic materials, canvas, vinyl, stone, glass, wrought iron, or metal. Signs shall be constructed of materials

consistent with the age, appearance and purpose of the buildings adjacent to the sign. The design shall reflect and be consistent with the appearance, design, architecture and historical character of adjacent buildings and uses. Fluorescent or unusually bright colors shall not be permitted.

5.136.8 SIGNS IN COMMERCIAL AND INDUSTRIAL ZONES--SIZE.

A. Businesses with Two or More Street Frontages.

1. Land abutting more than one street shall be allowed its quota of signs on each of the streets, and up to ten (10) percent of the permitted quota on any street may be deducted there from and added to the other street frontage.

2. Where a business located on a corner erects an attached sign designated to be read from both intersecting public streets, the total aggregate area of such sign shall not exceed one-half that which would be allowed for separate signs fronting on the intersecting public streets.

3. Where a business located on a corner is allowed a monument sign, it may have one such sign designed to be read from both intersecting public streets or two such freestanding signs, provided that each sign is designed to be read from only one of the intersecting streets.

B. Area.

1. Wall signs shall not exceed ten (10) percent of the building face facing a street and will not exceed a total of 50 feet, whichever is smaller. For purposes of the area, the height of the lower level or story or twenty (20) feet, whichever is larger, shall be multiplied by the building frontage. Height of lettering cannot exceed twenty-four (24) inches. One sign with maximum area of 10 square feet will be allowed on a second wall which has a business entrance which is not the primary entrance.

2. Awning signs shall not exceed ten (10) percent of the awning area. For purposes of calculating the awning area, the height shall be multiplied by the width of the awning.

3. Projecting signs shall not exceed five percent of the building face facing a street. For purposes of calculating the area, the height of the lower level or story, or twenty (20) feet, whichever is less, shall be multiplied by the building frontage. Height of lettering cannot exceed eight inches.

4. Roof signs are not permitted except by variance.

5. Freestanding signs: one square foot of sign area for each linear foot of property frontage upon a city street up to a total of fifty (50).

6. Monument Signs shall be no more than 4 feet in height and 24 sq ft in size.

C. Height. Not more than four feet above the eave line provided the maximum height above the ground line shall not exceed twenty (20) feet.

D. Location. Attached to the building, except such signs shall not be roof signs.

E. The following restrictions will apply to signage in the Downtown Commercial zone:

1. Freestanding signs are prohibited.

2. Comply with **Section 5.136.9**

5.136.9 SIGNS IN COMMERCIAL AND INDUSTRIAL ZONES--DESIGN REVIEW REQUIREMENTS.

All signs permitted within the commercial or industrial zones of the City shall conform with the following design review criteria, unless otherwise provided for in this title:

A. Signs must be compatible in design and color with the architectural and historical qualities of Turner and with the buildings with which they are associated.

B. Signs illuminated by spotlights or indirect lighting shall be lighted in such a manner that glare from the light source is not visible to pedestrian or vehicle traffic.

C. Directory signs (wall, projecting, and freestanding), and the individual signs comprising a directory sign shall be uniform or consistent in size, shape, and design. Individual signs in a directory sign may be added, moved, or substituted with signs for new businesses or uses without going through the design review process, provided that the design is consistent and the provisions of the original permit are met.

5.136.10 SIGNS IN COMMERCIAL AND INDUSTRIAL ZONES--PERMIT APPLICATION.

A. Permit Required. No property owner, lessee or contractor shall construct, alter or relocate any sign without first obtaining a valid sign permit.

B. Current Signs. Owners of conforming or nonconforming signs existing as of the date of adoption of this title are not required to obtain a permit.

C. Permit Fees. Permit fees may be established from time to time by City Council resolution.

D. Application Requirements. An application for a sign permit shall be made on a form prescribed by the City Manager. The application shall include the following information:

1. The names and addresses of the sign company, person authorizing erection of the sign and the owner of the subject property;
2. The location by street address of the proposed sign;
3. A drawing suitable for folding for file storage, accurately colored and to scale showing the details of the sign, including all mounting structures and devices, materials from which constructed, lighting, and the name of the proposed lettering style, along with detailed illustration of the sign face;
4. An accurate scaled site plan, showing the location of building(s), street(s) and other existing sign(s);
5. In the case of wall and projecting signs, an accurate scaled drawing of all building faces to be signed, including the scaled outlines of all existing a proposed signs.

E. Design, Construction, and Maintenance. All signs shall be designed, constructed, and maintained according to the following standards:

1. All signs shall comply with the applicable provisions of Uniform Building Code in effect at the time of the sign permit application and all other applicable structural, electrical and other regulations. The issuance of a sign permit under these regulations does not relieve the applicant of complying with all other permit requirements;
2. All signs shall be maintained in a good structural condition at all times;
3. The owner shall be responsible for its erection and maintenance and its compliance with the provisions of these regulations or other laws regulating signs.

5.136.11 SIGN IN COMMERCIAL AND INDUSTRIAL ZONES—REVIEW PROCEDURE.

A. All signs requiring a permit shall be reviewed by the City staff. Staff shall consider the design, lettering, arrangement, size, texture, materials, colors, lighting, placement, and appropriateness of the proposed sign in relation to other signs and other structures on the premises and contiguous area in keeping with the intent of this title. City staff shall approve, modify or deny the permit.

B. In the event the permit is modified or denied by the City staff, the applicant may appeal to the Planning Commission by giving written notice of the appeal to the City Clerk/Recorder no later than ten (10) days following the modification or denial of the sign permit application by the City staff. The Planning Commission shall hear the matter at its next regularly scheduled meeting. The City staff shall furnish to the Planning Commission its findings and conclusions with respect to the permit. The Planning Commission may modify or deny the permit.

5.136.12 NONCONFORMING SIGNS

Signs established prior to the adoption of this code on September 22, 2011 and, that no longer meet the sign code standards, are considered nonconforming signs. Nonconforming signs may continue to be in use, subject to the restrictions in this section:

A. General Requirements for Nonconforming Signs.

1. The following non-conforming signs will be considered unlawful upon passage of this ordinance and must come into full compliance within 90 days of ordinance approval or be removed:
 - a. All signs in the public right-of-way
2. A nonconforming sign shall not be:

a. Modified, unless the modification brings the sign into compliance with this chapter. A change of copy is allowed, except that any change in a wall sign which is painted on a structure shall comply with the requirements of this chapter.

b. Expanded.

c. Relocated.

3. A nonconforming sign may undergo normal maintenance, except:

a. "Normal maintenance" excludes major structure repairs designed to extend the useful life of the nonconforming sign.

b. If a nonconforming sign is damaged by wind, fire, neglect or by any other cause, and such damage exceeds 60 percent of its replacement value; the nonconforming sign shall not be repaired and shall be removed.

4. Upon change of use of a business or premises, a nonconforming sign shall be brought into compliance with this code within 180 days.

A. Abandoned Signs. All signs and sign structures for a business shall be removed within thirty (30) days after that business ceases to operate on a regular basis. Abandoned signs that are not removed may be removed by the City following notice to the property owner. The property owner will be assessed the cost of the sign removal if the owner fails to remove the abandoned sign and the City exercises its authority under this provision.

5.136.13 VARIANCES--SIGNS.

Any allowance for signs not complying with the standards set forth in these regulations shall be by variance. Variances to this chapter will be processed according to the procedures in **Article 2.600**; however, the criteria in **2.600 (2)** shall not be used, but instead the following criteria shall be used to review and decide sign variance applications:

A. There are unique circumstances or conditions of the lot, building or traffic pattern such that the existing sign regulations create an undue hardship;

B. The requested variance is consistent with the purpose of this chapter as stated in **Section 5.136.0**;

C. The granting of the variance compensates for those circumstances in a manner equitable with other property owners and is thus not a special privilege to any other business. The variance requested shall be the minimum necessary to compensate for those conditions and achieve the purpose of this chapter;

D. The granting of the variance shall not decrease pedestrian or traffic safety; and

E. The variance request shall not be the result of a self-imposed condition or hardship.

5.136.14 UNLAWFUL SIGN REMOVAL.

A. Any unlawful sign that has not been removed within thirty (30) days after notification of the property owner may be removed by the city and the costs charged to the property owner. If removal costs have not been paid and the sign reclaimed within thirty (30) days of its removal by the city, the city is entitled to file a lien against the property on which the sign was located to secure payment of such costs and expenses of removal by the city. The city may sell or otherwise dispose of the sign so removed and apply the proceeds towards the cost of removal.

B. Signs which are found upon public streets, sidewalks, rights-of-way, or other public property, or which present an immediate and serious danger to the public may be removed without prior notice.

5.136.15 CONDITIONAL USES.

A. Procedures. Applications for conditional use permits for rotating/revolving signs or message signs shall be processed according to the procedure set forth in **Article 2.500** of this title. The criteria to be reviewed and applied in conditional use permit proceedings are set forth in this section, and the criteria of **Article 2.500 (2)** shall not be applied.

B. Decision Criteria. The following criteria shall be used to review and decide conditional use permit applications for rotating/revolving, and message signs:

1. The proposed sign is located in C-1, C-2 and M-1 zones;
2. The proposed sign, when conditioned, will not significantly increase or lead to street level sign clutter, or to signs adversely dominating the visual image of the area;
3. The proposed sign, as conditioned, will not adversely impact the surrounding area to a significant degree;
4. The proposed sign will not present a traffic or safety hazard;
5. If the application is for a message sign, no rotary beacon lights, zip lights, strobe lights, or similar devices shall be allowed. No chaser effect or other flashing effect consisting of external lights, lamps, bulbs or neon tubes are allowed;
6. If the application is for a rotating/revolving sign, such sign cannot flash or be illuminated by intermittent light. Rotating/revolving signs shall revolve at a speed no greater than five revolutions per minute;
7. The total allowed sign area for a business shall be reduced by twenty-five (25) percent if the business has a rotating/revolving or message sign;
8. The proposed sign will comply with all other regulations, including, but not limited to height and placement restrictions.

(Section 5.136.0 amended by Ord. 11-101)

ARTICLE 6 USE STANDARDS

SECTION 6.010 USE STANDARDS

In addition to the Development Standards specified in **Article 5**, there are also uses that may occur in more than one district. The following Sections specify development standards applicable to specialized uses within the City of Turner.

SECTION 6.101 HOME OCCUPATION STANDARDS

A Home Occupation is an accessory use to any residence in the City.

- (1) The home occupation shall be secondary to the main use of the dwelling as a residence.
- (2) All aspects of the home occupation shall be contained and conducted within a completely enclosed building and shall not disrupt the residential character of the neighborhood.
- (3) No structural alteration of the land or dwelling, or location of additional structures, either temporary or permanent, shall detract from the outward appearance of the property as a whole as a residential use. Allowed accessory structures for the purpose of Home Occupation will be limited to less than 25% of the total ground square footage of the main dwelling. No accessory dwelling will be allowed in a street facing yard. **(6.101(3) Amended by Ord. 18-101)**
- (4) No more than 1 person other than those residing within the dwelling shall be engaged in the home occupation.
- (5) No window display or sample commodities displayed outside the principal dwelling or accessory structures shall be allowed.
- (6) No materials or mechanical equipment shall be used which are detrimental to the residential use of the dwelling or any nearby dwellings because of vibration, noise, dust, smoke, odor, interference with radio or television reception, or any other factor.
- (7) No parking of customer vehicles in a manner or frequency that would cause disturbance or inconvenience to nearby residents or that would necessitate the provision of additional off-street parking shall be allowed.
- (8) No signs shall be permitted except for a single name plate not to exceed 1.5 square feet in area.
- (9) The home occupation may not engage in the business repair or maintenance of vehicles if located in a residential zone.
- (10) Day care facilities with less than thirteen (13) children are exempt from this section.

- (11) The home occupation may not include the use of hazardous substances or material that might create a fire hazard or danger to the environment or neighboring property, including but not limited to, gasoline, paint, oxygen/acetylene tanks or other flammable or hazardous material.

(Amended by Ord. 10-106)

SECTION 6.102 RESIDENTIAL CARE HOME STANDARDS

A Residential Care Homes for 5 or less people and Group Child Care Homes for 12 or less children are a Permitted Use in a dwelling located within any residential district with the following additional standards:

- (1) Outdoor areas shall be provided in accordance with State Standards for each type of use. The outdoor area shall be adequately fenced in order to provide for the safety and privacy of those at the facility.
- (2) The Care Home shall be readily accessible for people with disabilities and fire or other emergency access.
- (3) The Care Home shall meet all applicable state licensing requirements. Proof that these requirements are met shall be provided.

SECTION 6.103 RESIDENTIAL CARE FACILITY STANDARDS

A Residential Care Facility other than a private residence for more than 12 children or for more than 5 adults is a Permitted Use in the Multi-family Residential District, R-11 and may be allowed in accordance with the Conditional Use provisions of **Section 2.500** provided municipal water and sewer service is available in the Single-family Residential Districts with the following additional standards:

- (1) Access shall be from a designated arterial or collector street.
- (2) Requirements for front, rear, side and street side yards, for Care Facilities shall comply with the District standards in which the facility is located.
- (3) Additional landscaping, privacy fencing, buffers or other screening devices may be required to screen or protect the facility or adjacent properties.
- (4) Outdoor areas shall be provided in accordance with State Standards for each type of use. The outdoor area shall be adequately fenced in order to provide for the safety and privacy of those at the facility.
- (5) The Care Home shall be readily accessible for people with disabilities and fire or other emergency access.
- (6) The Care Home shall meet all applicable state licensing requirements. Proof that these requirements are met shall be provided.

SECTION 6.104 — MULTIPLE-FAMILY STANDARDS

~~Medium density multiple-family housing is allowed in the R-11 residential district up to 15 20 units per acre and high density Multiple-family housing may be allowed in accordance with the Conditional Use provisions of **Section 2.500** (provided municipal water and sewer service is available).~~

- ~~(1) Access shall be from a designated arterial or collector street.~~
- ~~(2) Requirements for front, rear, side and street side yards, for Care Facilities shall comply with the District standards in which the facility is located.~~
- ~~(3) On-site bicycle storage facilities, bicycle paths and pedestrian ways shall be provided for developments exceeding six dwelling units.~~
- ~~(4) The City may require establishment of deed covenants, conditions and restrictions (CC&R's) or other conditions when deemed necessary for the mitigation of potential adverse impacts on a neighborhood or adjacent areas:~~
- ~~(5) The City may regulate the type of dwelling units for high density multiple-family to mitigate potential adverse impacts on a neighborhood or adjacent areas.~~
- ~~(6) Additional landscaping or screening on the property boundary may be required to mitigate potential adverse impacts on adjacent properties.~~
- ~~(7) Development of Multiple-Family dwelling units of four or more units will comply with the design guidelines and standards of multiple-family dwellings contained in Section II of the City of Salem Development Design Handbook dated January, 1999, unless a waiver or modification is requested by the developer and approved by the Planning Commission as a part of a Site Plan Review.~~

(Item (7) Added by Ord. 00-101)

SECTION 6.104 MULTIPLE-FAMILY STANDARDS

Medium density multiple-family housing is allowed in the R-11 residential district up to 20 units per acre. High density Multiple-family housing at over 20 units per acre may be allowed in accordance with the Conditional Use provisions of **Section 2.500** (provided municipal water and sewer service is available).

The Multiple-Family standards set forth in this chapter are in addition to, and not in lieu of, all other applicable development standards in the LUDC. Where the Multiple-Family standards conflict with other development standards in the LUDC, the Multiple-Family standards shall be the applicable development standard.

SECTION 6.104.1 OPEN SPACE STANDARDS.

- (1) To encourage the preservation of natural open space qualities that may exist on a site and to provide opportunities for active and passive recreation, all newly constructed multiple family developments shall provide a minimum 20 percent of

the gross site area as designated and permanently reserved open space. For the purposes of this subsection, the term "newly constructed multiple family developments" shall not include multiple family developments created through only construction or improvements to the interior of an existing building(s). Indoor or covered recreation space may count toward this open space requirement.

- (a) To ensure usable open space, at least one common open space area shall be provided within the development that is at least 500 square feet in size and has a minimum dimension of 20 feet for all sides.
- (b) To allow for a mix of different types of open space areas and flexibility in site design, private open space, meeting the size and dimension standards set forth in Table 6.104-1, may count toward the open space requirement. All private open space must meet the size and dimension standards set forth in Table 6.104-1.

<u>Table 6.104-1: Minimum Open Space Area and Dimension Standards</u>		
<u>Location of Dwelling Unit</u>	<u>Minimum Open Space Area Size</u>	<u>Minimum Dimension</u>
<u>Not more than 5 feet above finished grade</u>	<u>96 sq. ft.</u>	<u>6 ft.</u>
<u>More than 5 feet above finished grade</u>	<u>48 sq. ft.</u>	<u>6 ft.</u>

- (c) To encourage active recreational opportunities for residents, the square footage of an improved open space area may be counted twice toward the total amount of required open space, provided each such area meets the standards set forth in this subsection. Example: a 500-square-foot improved open space area may count as 1,000 square feet toward the open space requirement.

1. Be a minimum 500 square feet in size with a minimum dimension of 20 feet for all sides; and
2. Include at least one of the following types of features:
 - a. Covered pavilion.
 - b. Ornamental or food garden.
 - c. Developed and equipped children's play area, with a minimum 30-inch tall fence to separate the children's play area from any parking lot, drive aisle, or street.
 - d. Sports area or court (e.g., tennis, handball, volleyball, basketball, soccer).

- e. Swimming pool or wading pool.

SECTION 6.104.2 LANDSCAPING STANDARDS.

- (1) Where a development site abuts property that is zoned Single-Family Residential (R-1) or Single Family Residential (R-2), a combination of landscaping and screening shall be provided to buffer between the multiple family development and the abutting R-1 or R-2 zoned property. The landscaping and screening shall include the following:
 - (a) A minimum of one tree, not less than 1.5 inches in caliper, for every 30 linear feet of abutting property width; and
 - (b) A minimum six-foot tall, decorative, sight-obscuring fence or wall. The fence or wall shall be constructed of materials commonly used in the construction of fences and walls, such as wood, stone, rock, brick, or other durable materials.
- (2) Multiple family developments shall comply with the landscaping standards applicable in the underlying zone in which such developments are located.

SECTION 6.104.3 SITE SAFETY AND SECURITY.

- (1) Windows shall be provided in all habitable rooms, other than bathrooms, on each wall that faces common open space, parking areas, and pedestrian paths to encourage visual surveillance of such areas and minimize the appearance of building bulk.
- (2) Lighting shall be provided that illuminates all exterior dwelling unit entrances, parking areas, and pedestrian paths within the development.

SECTION 6.104.4 PARKING AND SITE DESIGN.

- (1) To minimize the visual impact of on-site parking and to enhance the pedestrian experience, off-street surface parking areas and vehicle maneuvering areas shall be located behind or beside buildings and structures. Off-street surface parking areas and vehicle maneuvering areas shall not be located between a building or structure and a street.
- (2) To ensure safe pedestrian access to and throughout a development site, pedestrian pathways shall be provided that connect to and between buildings, common open space, and parking areas, and that connect the development to the public sidewalks.

SECTION 6.104.5 FAÇADE AND BUILDING DESIGN.

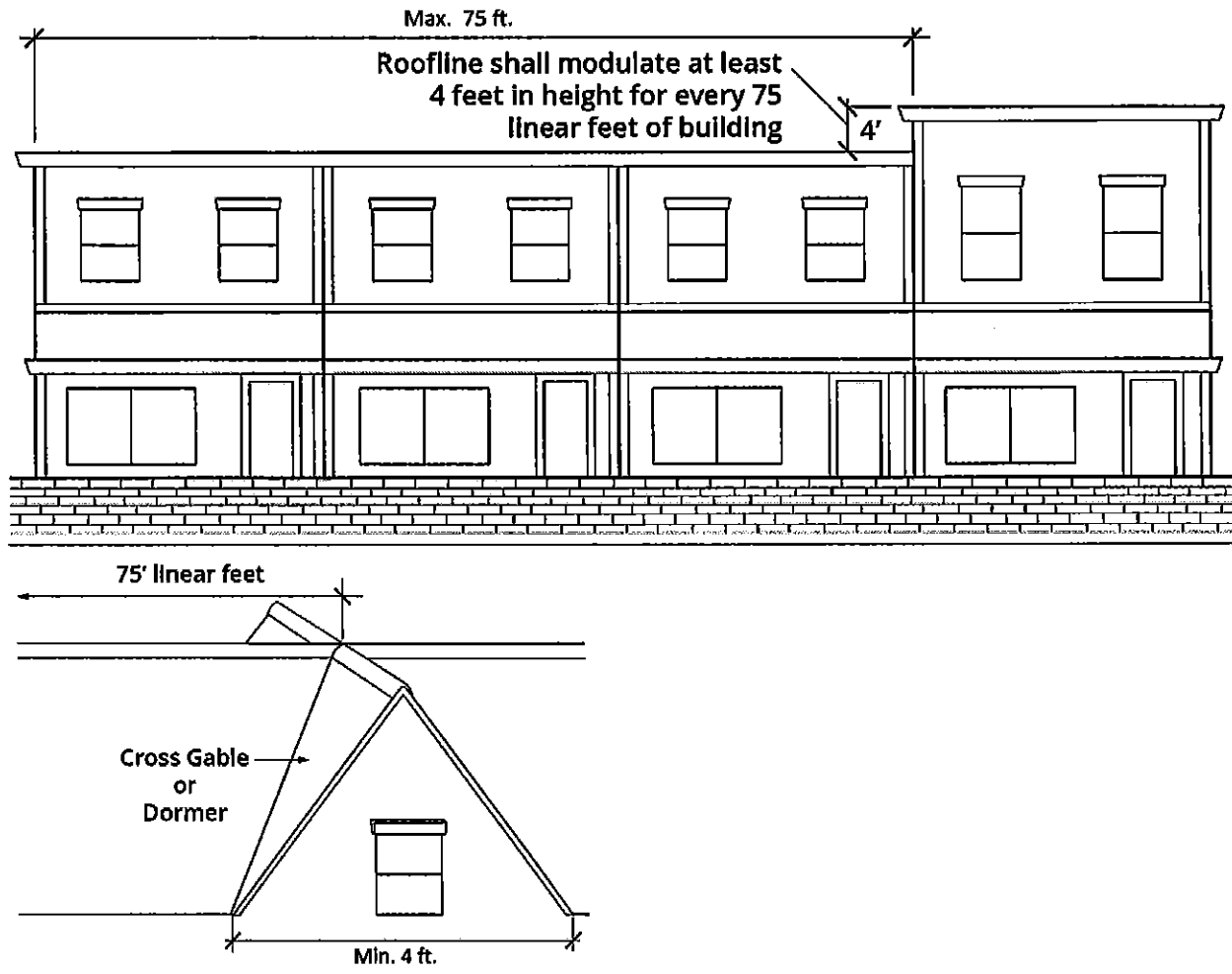
- (1) Where a development site abuts property zoned Single-Family Residential (R-1) or Single Family Residential (R-2), buildings shall be setback from the abutting R-1 or R-2 zoned property as set forth in Table 6.104-2 to provide appropriate

transitions between new buildings and structures on-site and existing buildings and structures on abutting sites.

<u>Table 6.104-1. Multiple Family Roofline Modulation Options</u>		
<u>Building Dimension Adjacent to Property Zoned R-1 and R-2</u>	<u>Number of Building Stories</u>	<u>Minimum Setback</u>
<u>80 feet or less</u>	<u>1 or 2</u>	<u>10 feet</u>
	<u>3 or more</u>	<u>20 feet</u>
<u>Greater than 80 feet</u>	<u>1</u>	<u>Min. 1 foot for each 1 foot of building height, but in no case less than 14 ft.</u>
	<u>2 or more</u>	<u>Min. 1 foot for each 1 foot of building height, but in no case less than 20 ft.</u>

- (2) On sites with 75 feet or more of buildable width, a minimum of 40 percent of the buildable width shall be occupied by building placed at the setback line to enhance visual interest and activity along the street. Accessory structures shall not apply towards meeting the required percentage.
- (3) To orient buildings to the street, any ground-level unit, cluster of units, or interior lobbies, or portions thereof, located within 25 feet of the property line abutting a street shall have a building entrance facing the street, with direct pedestrian access to the adjacent sidewalk.
- (4) A porch or architecturally defined entry area shall be provided for each ground level dwelling unit. Shared porches or entry areas shall be provided to not more than four dwelling units. Individual and common entryways shall be articulated with a differentiated roof, awning, stoop, forecourt, arcade or portico.
- (5) Roof-mounted mechanical equipment, other than vents or ventilators, shall be screened from ground level view. Screening shall be as high as the top of the mechanical equipment, and shall be integrated with exterior building design.
- (6) To reinforce the residential character of the neighborhood, flat roofs, and the roof ridges of sloping roofs, shall not exceed a horizontal length of 75 feet without providing differences in elevation of at least four feet in height. In lieu of providing differences in elevation, a cross gable or dormer that is a minimum of four feet in length may be provided. (See Figure 6.104-1)

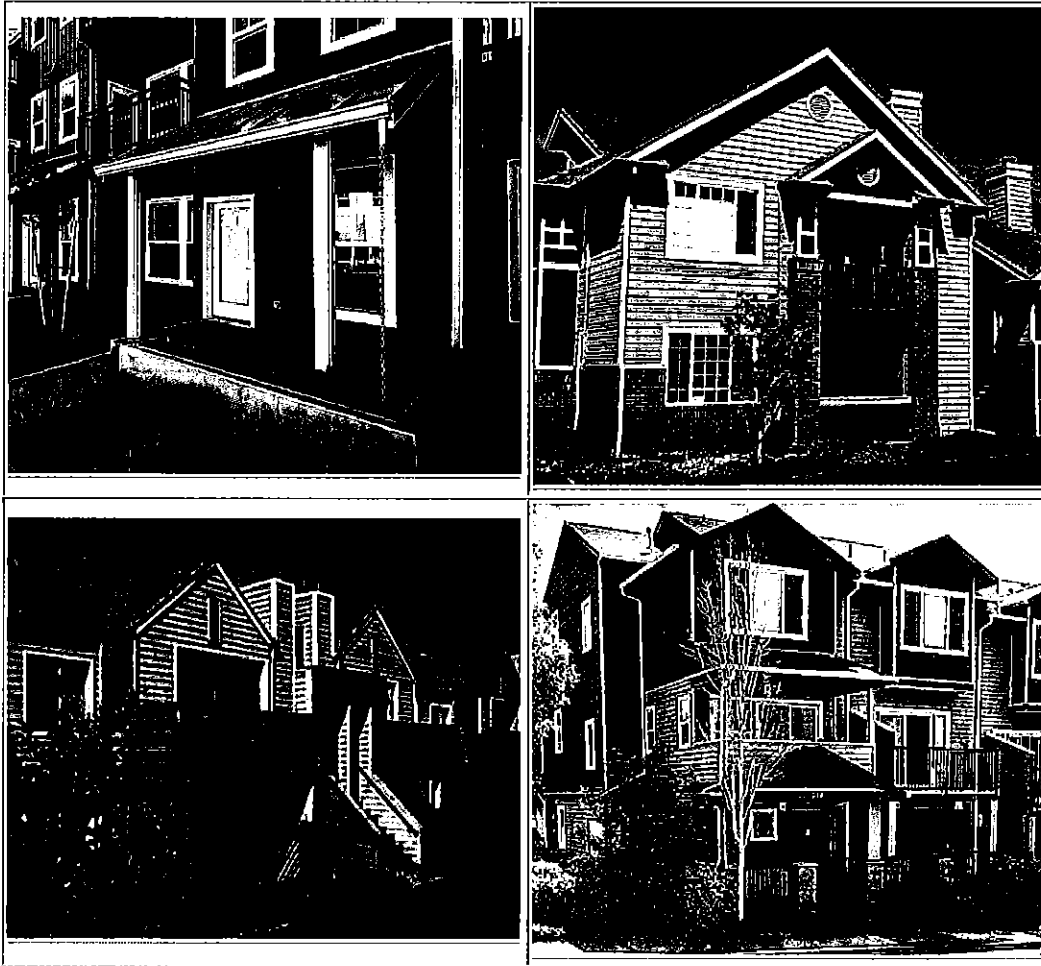
FIGURE 6.104-1. MULTIPLE FAMILY ROOFLINE MODULATION OPTIONS



(7) To minimize the appearance of building bulk, each floor of each building's vertical face that is 80 feet in length or longer shall incorporate one or more of the design elements below (see examples in Figure 6.104-2). Design elements shall vary from other wall surfaces by a minimum of four feet and such changes in plane shall have a minimum width of six feet.

- (a) Offsets (recesses and extensions).
- (b) Covered deck.
- (c) Covered balcony.
- (d) Cantilevered balcony, provided at least half of its depth is recessed.
- (e) Covered entrance.

FIGURE 6.104-2. EXAMPLE OF DESIGN ELEMENTS FOR ARTICULATION



(8) To visually break up the building's vertical mass, the first floor of each building, except for single-story buildings, shall be distinguished from its upper floors by at least one of the following (see examples in Figure 6.104-3):

(a) Change in materials.

(b) Change in color.

(c) Molding or other horizontally-distinguishing transition piece.

FIGURE 6.104-3. EXAMPLE OF DESIGN ELEMENTS FOR ARTICULATION



(Section 6.104 added by Ord. 22-100)

SECTION 6.105 ACCESSORY DWELLING UNITS

Accessory Dwelling Units may be allowed in a residential zone subject to a Site Plan Review as described in Section 2.400.

- (1) **One Unit.** A maximum of one Accessory Dwelling unit is allowed per legal lot.
- (2) **Floor Area.** An Accessory Dwelling unit shall not exceed 800 square feet of floor area, nor shall it exceed the square footage of the primary dwelling. The unit may be a detached cottage, a unit attached to a dwelling, or in a portion of an existing dwelling. The floor area of any garage associated with the primary dwelling is not included in the calculation of maximum floor area.
- (3) **Lot Size.** The minimum lot size for a lot with an Accessory Dwelling is 6,000 square feet.
- (4) **Building Design.** The Accessory Dwelling shall be constructed of materials that are the same or similar to the materials used on the primary dwelling. The Accessory Dwelling shall comply with applicable Oregon Structural Specialty Code requirements.
- (5) **Building Height.** The height of an accessory dwelling shall not exceed the height of the primary dwelling.
- (6) **Screening and Buffering.** The City may require a landscape hedge or fence be installed on the property line separating a detached accessory dwelling from an abutting lot containing a single-family dwelling for the purposes of visual screening and privacy between uses. Screening and buffering shall conform to the standards of Article 5.134(3) Fences.

(Section 6.105 added by Ord. 22-100)

SECTION 6.106 COTTAGE HOUSING

Cottage- Housing is a permitted use in the R2 and R11 zones subject to a Site Plan Review as described in Section 2.400.

(1) General Cottage Housing Development Standards.

- (a) Size of Unit: Each dwelling shall be a minimum of 600 square feet and shall not exceed a maximum square footage of 1,200 square feet.
- (b) Number of Cottages in a development: Cottage housing units shall be developed in clusters of a minimum of 4 units to a maximum of 12 units.
- (c) Maximum Height: The height limit for all structures shall not exceed 25 feet.
- (d) Parking Requirements: There shall be at least one (1) off street parking space per dwelling unit.
- (e) Fences: All fences on the interior of the development shall be no more than 3.5 in height. Fences along the exterior of the development shall comply with the fence requirements in Section 5.134 Landscaping.

(2) Cottage Orientation. Cottages must be clustered around a common area and must meet the following standards:

- (a) A minimum of fifty (50) percent of cottages within a cluster must be oriented to the common area and must:
 - 1. Have a main entrance facing the common area;
 - 2. Be within 10 feet from the common area, measured from the façade of the cottage to the nearest delineation of the common area; and
 - 3. Be connected to the common area by a pedestrian path.
- (b) Cottages within 20 feet of a street property line may have their entrances facing the street.
- (c) Cottages not facing the common area or the street must have their main entrances facing a pedestrian path that is directly connected to the common area.

(3) Common Area Design Standards. Each cottage cluster must share a common area in order to provide a sense of openness and community of residents. Common areas must meet the following standards:

- (a) The common area must be a single, contiguous, useable piece.
- (b) Cottages must abut the common area on at least two sides of the courtyard.
- (c) The common area must contain a minimum of 150 square feet per cottage within the associated cluster.
- (d) The common area must be a minimum of 15 feet wide at its narrowest dimension.
- (e) The common area shall be developed with a mix of landscaping and lawn area, recreational amenities, hard-surfaced pedestrian paths, and/or paved courtyard area. Impervious elements of the common area shall not exceed 75 percent of the total common area.
- (f) Pedestrian paths qualify as part of a common area. Parking areas, required setbacks, and driveways do not qualify as part of a common area.

(4) Community Buildings. Cottage cluster projects may include community buildings for the shared use of residents that provide space for accessory uses such as community meeting rooms, guest housing, exercise rooms, day care, or

community eating areas. Community buildings must meet the following standards:

- (a) Each cottage cluster is permitted one community building.
- (b) A community building shall not exceed 1,400 square feet of floor area.

(5) Pedestrian Access.

- (a) An accessible pedestrian path must be provided that connects the main entrance of each cottage to the following:
 - 1. The common area;
 - 2. Shared parking areas;
 - 3. Community buildings; and
 - 4. Sidewalks in public rights-of-way abutting the site or roadways if there are no sidewalks.
- (b) The pedestrian path must be hard-surfaced and a minimum of five (5) feet wide

(6) Parking Design.

- (a) Clustered parking. Off-street parking may be arranged in clusters of not more than 5 contiguous spaces separated from other clusters by at least 4 feet of landscaping. Clustered parking areas may be covered.
- (b) Off-street parking spaces and vehicle maneuvering areas shall not be located:
 - 1. Within of 20 feet from any street property line, except alley property lines;
 - 2. Between a street property line, except alley property lines, and cottages abutting the street property line.
- (c) Off-street parking spaces shall not be located within 10 feet of any other property line, except alley property lines. Driveways and drive aisles are permitted within 10 feet of other property lines.
- (d) Screening. Landscaping or architectural screening at least 3 feet tall shall separate clustered parking areas and parking structures from common courtyards and public streets.
- (e) Garages and carports. Garages and carports (whether shared or individual) must not abut common courtyards. Garage doors for individual garages must not exceed 12 feet in width.

(7) Existing Structures. On a lot or parcel to be used for a cottage cluster project, a pre-existing detached single dwelling may remain within the cottage cluster project area under the following conditions:

- (a) The existing dwelling may be nonconforming with respect to the requirements of this code.
- (b) Existing dwellings may be expanded up to the maximum height or footprint allowed by this code; however, existing dwellings that exceed the maximum height, footprint, and/or unit size of this code may not be expanded.

(Section 6.106 added by Ord. 22-100)

SECTION 6.110 MANUFACTURED DWELLING STANDARDS

Oregon Revised Statutes (ORS), Chapter 446 and Oregon Administrative Rules (OAR), Chapter 918 specify the standards and regulations for Manufactured Dwelling (MD) use in the State of Oregon. The 2002 Oregon Manufactured Dwelling and Park Specialty Code (OMDS) define the state standards and Section 6.170 provides additional supporting standards for all manufactured dwelling developments within the City of Turner. The standards contained herein are intended to support suitable living environments for residents of manufactured dwellings and to increase compatibility with adjacent land uses.

SECTION 6.111 GENERAL PROVISIONS

- (1) **Definitions.** The definitions of terms used are as defined in the 2002 Oregon Manufactured Dwelling and Park Specialty Code (OMDS) or Section 1.200 of this Code.
- (2) **Relationship to Deed Restrictions.** Nothing in these provisions shall be interpreted as superseding more restrictive deed covenants, conditions or restrictions (CC&R's). —The Standards contain herein are the "minimum requirements" of the City.— Applicant/Owners may specify more restrictive standards for their development as part of their CC&R's.
- (3) **Manufactured Dwelling Construction & Safety Standards.** All manufactured dwellings must comply with the minimum construction standards in effect at the time of construction, and all associated rules, regulations, amendments and interpretations of both federal and state authorities. All manufactured dwellings placed in the City of Turner must bear a U.S. Department of Housing and Urban Development, HUD, certification label or a State of Oregon Manufactured Dwelling Insignia of Compliance.
- (4) **Building Permit.** The owner of a lot upon which a manufactured dwelling is to be installed shall, before installation, obtain a Manufactured Dwelling Building Installation Permit, and any other required permits, from the City. In applying for and obtaining said permit, the owner of a lot shall be deemed to have agreed to comply with Oregon State Standards and the terms of this Code.
- (5) **Inspection.** The manufactured dwelling shall be inspected by the Building Inspector, who shall determine that the manufactured dwelling complies with State standards for manufactured dwelling construction and siting, the standards set forth in this Code and, prior to approval of installation, require the owner of said manufactured dwelling to bring the manufactured dwelling up to the required standards by repair and improvement.

No reconstruction or equipment installation shall have been made to the manufactured dwelling unless it has been state approved as evidenced by an appropriate State of Oregon insignia.

- (6) **Perimeter Enclosures & Support Systems.** All load bearing foundations, supports, and enclosures shall be installed in conformance with state regulations

and with the manufacturer's installation specifications. There are two primary types of perimeter enclosures permitted:

- (a) **Perimeter Skirting:** Skirting shall be constructed in accordance with the Oregon Manufactured Dwelling Standards. Permitted perimeter skirting materials are any material or system approved by the State of Oregon.
 - (b) **Perimeter Foundations:** shall be constructed in accordance with the Council of American Building Officials (CABO) One and Two Family Dwelling Code in addition to the Oregon Manufactured Dwelling Standards. Permitted perimeter foundation materials are concrete, masonry, or other materials approved by the Building Official.
- (7) **Accessory Structures.** All accessory structures must be constructed to the Oregon State One and Two Family Dwelling Code.
- (8) **Removal.** If a manufactured dwelling is removed, the owner shall immediately disconnect and cap all sewer, water and utility services. The owner of the property shall within (6) months of said removal, make application for and replace said manufactured dwelling with an approved manufactured dwelling, or remove the foundation and all protrusions above the slab or ground level. Should the property owner fail to comply, the city may contract for removal and disconnection, and collect the costs thereof from the property owner or place a lien against the real property for the unpaid amount.
- (9) **Continued Use.** Any manufactured dwelling in place at the time of passing this Code and appropriately connected to a sewer and water system, but otherwise not conforming to the above requirements, may be maintained in the place of location. Any replacement of or addition to said manufactured dwelling shall comply with the requirements stated herein and The State of Oregon Installation Standards.

SECTION 6.112 CLASSIFICATIONS OF MANUFACTURED DWELLINGS

Manufactured Dwelling Classes. For purposes of these regulations, manufactured dwellings are divided into two classes, "A" and "B". The classes are segregated by the size of the manufactured dwelling. All manufactured dwellings placed within the City after the effective date of this Code must comply with the following placement standards.

- (1) **Class "A"** A Class "A" manufactured dwelling is one that complies with the following standards:
- (a) A double-wide or multi-sectional unit ~~ten (10) years old or newer bearing a U.S. Department of Housing and Urban Development, HUD, certification label in conformance with the Federal Manufactured Dwelling Construction and Safety Standards in effect on the date of manufacture. The unit shall be in excellent condition and free of structural, electrical, mechanical, or plumbing defects.~~ certified by the manufacturer and including an insignia of

compliance consistent with the applicable provisions of ORS 446 and Oregon State building and specialty codes. Inspection and verification by the Building Official is required prior to placement.

- (b) Contains more than one thousand (1,000) square feet of occupied space in a double-section or larger multi-section unit.
 - (c) Placed onto a permanent foundation system with piers, perimeter foundations or perimeter skirting. Wheels, axles, and hitch mechanisms shall be removed in accordance with approved state installation standards.
 - (d) Minimum roof pitch shall be ~~3-inch~~ 3-inch rise for each 12-inches of run with materials commonly used for site-built houses such as composition, wood or tile shingles.
 - (e) Exterior materials shall be similar to those used on site-built houses.
 - (f) Placement: Class "A" manufactured dwellings are permitted on all individual lots in all Residential Districts and in all approved manufactured dwelling parks. Class "A" manufactured dwellings are also permitted for approved temporary uses specified in **Section 6.114**
- (2) **Class "B"** A Class "B" manufactured dwelling is one that complies with the following standards:
- (a) A single-section unit certified by the manufacturer and including an insignia of compliance consistent with the applicable provisions of ORS 446 and Oregon State building and specialty codes. Inspection and verification by the Building Official is required prior to placement.~~ten (10) years old or newer bearing a U.S. Department of Housing and Urban Development, HUD, certification label in conformance with the Federal Manufactured Dwelling Construction and Safety Standards in effect on the date of manufacture. The unit shall be in excellent condition and free of structural, electrical, mechanical, or plumbing defects.~~ Inspection and verification by the Building Official required prior to placement.
 - (b) Contains more than five hundred (500) square feet of occupied space in a single or expanded unit.
 - (c) Placed onto a permanent foundation system with piers, perimeter foundations or perimeter skirting. Wheels, axles, and hitch mechanisms shall be removed in accordance with approved state installation standards.
 - (d) Exterior materials shall be similar to those used on site-built houses.
 - (e) Placement: Class "B" manufactured dwellings are permitted in all manufactured dwelling parks and approved temporary uses specified in

Section 6.114. Class "B" manufactured dwellings may also be permitted by Conditional Use on individual lots as specified in **Section 6.113**.

(Section 6.112 amended by Ord. 22-100)

SECTION 6.113 PLACEMENT ON INDIVIDUAL LOTS

(1) Class "A" and "B" Manufactured Dwellings are permitted on individual parcels outside of Manufactured Dwelling Parks in the City's Residential Districts, R-1, R-2 and R-11 in accordance with the standards of this Section and all other provisions of the Turner Land Development Code for conventional built dwellings placed within a Residential District.

(a) All manufactured dwellings placed outside of manufactured dwelling parks shall be set onto an excavated area with a perimeter foundation of concrete or masonry.

(b) All manufactured dwellings placed on individual lots or parcels outside of manufactured dwelling parks shall be certified by the manufacturer to have an exterior thermal envelope meeting performance standards equivalent to the performance standards required for single-family dwellings constructed under the state building code as defined in **ORS 455.010**.

~~(2) Conditional Use approval is required for placement of a Class "B" manufactured dwelling on an individual lot. In order to be approved, the unit must be found to have design compatibility with other dwellings within 500 feet of the subject lot or parcel. The criteria for determining acceptable compatibility shall be based upon a review of the following design elements:~~

~~(a) Roofing materials shall be similar in appearance to site-built housing in the vicinity. The roof pitch shall be a minimum roof pitch of 2/12.~~

~~(b) The perimeter foundation and siding materials shall be similar in appearance or complementary to other dwellings in the vicinity.~~

~~(c) The placement of the manufactured dwelling and accessory structures upon the lot shall be consistent with other dwellings in the review area in terms of setback dimensions, angle to the street, location of garage or carport, and any other special features of the neighborhood or vicinity.~~

~~(d) The location and design of porches, patios, driveways, walkways, and landscaping shall be similar to and complementary to the features of other dwellings in the vicinity.~~

(Section 6.113 amended by Ord. 22-100)

SECTION 6.114 TEMPORARY MANUFACTURED DWELLING USE

(1) **Application:** Applicants for a temporary use permit shall make written application for a Site Plan Review on the City's Application Form. The Planning Commission may grant approval for a Temporary Manufactured Dwelling use subject to the procedures of **Section 2.400**. The Applicant shall provide a

statement of intended use and the estimated length of time for the temporary use on the application form and shall submit the site plan information specified in **Section 2.140**.

- (2) **Approved Uses:** A temporary manufactured dwelling use may be granted for the following uses:
- (a) A manufactured dwelling as a temporary accessory dwelling to a residence for designated members of the immediate family. The temporary use shall be subject to a Periodic Review by the Planning Commission. The manufactured dwelling and all accessory elements shall be removed within 60 days of non occupancy by the designated family members.
 - (b) Temporary on-site residence for owners whose dwelling is under construction or a dwelling that has been destroyed.
 - (c) Caretaker residence for a commercial or industrial facility.
 - (d) Temporary offices accessible to the general public for use during construction or remodeling.
 - (e) Temporary building space for public and semi-public agencies.
 - (f) Other temporary uses may be considered by the Planning Commission under the Conditional Use procedures specified in **Section 2.500**.
- (3) **Conditions of Use:** The Temporary Use Permit may be limited to a specified time period and shall be a Class "A" or "B" Manufactured Dwelling for use on a single lot in accordance with the following provisions:
- (a) Compliance with the State of Oregon Manufactured Dwelling Installation Standards.
 - (b) Manufactured dwellings shall not be included or sold as a part of any property on which it is located.
 - (c) Manufactured dwellings shall not be expanded or attached to a permanent structure.
 - (d) Manufactured dwellings shall have an approved perimeter enclosure permitted by the State of Oregon.
 - (e) Manufactured dwellings shall have approved connections to utility systems and the owners shall be allowed to hook to an existing residential sewer service lateral.
 - (f) Use shall be limited to the function as set forth in the application for the temporary permit.

- (g) The manufactured dwelling shall comply with residential setback requirements and shall be sited so as to have the least possible impact on adjacent properties or adjoining streets.
- (4) **Renewal:** The permit as issued shall not exceed the designated approval period. The City shall notify holders of a permit at least thirty (30) days prior to the date of expiration. Applicants for renewal of a temporary use permit shall reapply and submit the same information as required for the original permit.
- (5) **Right of Revocation:** The City shall have the right to revoke any Temporary Use Permit granted under this section with thirty (30) days notice, if upon inspection, the use is found to be in noncompliance with the application for which the permit is issued.
- (6) **Removal:** If the MD is required to be removed from the site, the owner of the property shall remove the foundation and all additions to the MD and permanently disconnect and secure all utilities. The City may perform the work and place a lien against the property for the cost, after 60 days from the date on which the MD is required to be moved from the site. This condition shall not apply in the event that another approved MD is placed on the original foundation within 60 days of the removal of the original unit.

SECTION 6.115 MANUFACTURED DWELLING PARKS

Oregon Revised Statutes (ORS), Chapter 446 and Oregon Administrative Rules (OAR), Chapter 918, and Chapter 10 of the OMDS specify the standards and regulations for Manufactured Dwelling Parks in the State of Oregon. **Section 6.115** contains supporting standards for all Manufactured Dwelling Parks located within the City of Turner as permitted in Chapter 10 of the OMDS. In cases of conflict, the state standards of Chapter 10 shall govern.

- (1) **Where Permitted:** Class "A" or "B" Manufactured Dwellings are permitted in all Manufactured Dwelling Parks. Manufactured dwelling parks are permitted in the City's R-11 Residential District, in accordance with the standards of **Section 6.116 through 6.118** and the provisions for Conditional Use approval, **Sections 2.500**.
- (2) **Minimum Site Area:** An area that provides space for four or more manufactured dwellings together with all conditions and standards required by Chapter 10 of the OMDS and the standards contained in **Section 6.115** herein.
- (3) **Density:** Maximum density of the park shall not exceed 7 units per gross acre.
- (4) **Access:** Manufactured Dwelling Park access shall occur from a public Collector or Arterial street.
- (5) **Permitted Uses:** Manufactured Dwelling Parks may contain manufactured dwellings and accessory structures, community laundry and recreation facilities

and other common buildings for use by park residents only, and one residence other than a manufactured dwelling for the use of a caretaker or a manager responsible for maintaining or operating the park.

- (6) **Conditions:** Upon granting site plan approval for a manufactured dwelling park, the Planning Commission may require establishment of deed covenants, conditions and restrictions (CC&R's) or other conditions including but not limited to any of the following where such are deemed necessary for the mitigation of adverse impacts on an adjacent area:
- (a) Limit the type of units to be installed to Class "A" or Class "B" or both.
 - (b) Additional landscaping or screening on the park boundary.
 - (c) Increased setbacks from park boundaries.

SECTION 6.116 IMPROVEMENT STANDARDS

- (1) **Streets:** Public streets located within the Park and the first 100 feet of Park streets connecting to a public street shall conform to City standards.
- (2) **Perimeter Setbacks:** Distance of a manufactured home or accessory structure from an exterior park boundary or public right of way shall be 20 feet.
- (3) **Landscaping:** All common areas within a manufactured dwelling park; exclusive of required buffer areas, buildings, and roadways; shall be landscaped and maintained in accordance with the following minimum standards per each 1,000 square feet of open area:
- (a) One tree at least six feet in height.
 - (b) Five shrubs or accent plants.
 - (c) The remaining area containing walkways and attractive ground cover at least 50% of which must be living ground cover within one year of planting.
 - (d) All manufactured dwelling spaces shall be similarly landscaped within six months of manufactured dwelling placement. Such landscaping shall be the responsibility of the park owner.
- (4) **Perimeter Property Screening:** The entire perimeter of the Manufactured dwelling park shall be screened except for driveways and the Clear Vision Area. The following minimum standards shall apply:
- (a) At least one staggered row of trees:
 - 1. Deciduous trees - 10 feet high, spaced 30 feet apart
 - 2. Evergreen trees - 5 feet high, spaced 15 feet apart.

- (b) At least five 5-gallon shrubs or ten 1-gallon shrubs per 1,000 square feet of area.
 - (c) One row of evergreen hedge at least four feet in height within two years of planting, or;
A five-foot high fence or masonry wall providing a uniform sight-obscuring screen, or;
An earth berm combined with a fence or evergreen hedge which forms a sight obscuring screen at least six feet in height. Plantings shall obtain the required height within two years of installation.
 - (d) The remaining area shall contain an attractive ground cover.
- (5) **Utilities:** All manufactured dwelling parks must provide each lot or space with storm drainage, municipal sanitary sewer, municipal water, electric and communication cables, including telephone and television cables. All utilities shall be located underground and there shall be no exposed radio or TV antenna. Easements shall be dedicated where necessary to provide service to all utilities. Utilities shall be connected in accordance with state requirements and the manufacturer's specifications.

SECTION 6.117 DESIGN AND SUBMISSION REQUIREMENTS

- (1) **Professional Design Team:** The applicant for proposed Manufactured Dwelling (MD) Parks shall certify in writing that the services of a registered architect, landscape architect or registered engineer licensed by the State of Oregon have been utilized in the design and development of the project.
- (2) **Site Plans Required:** The Conditional Use Application for a new or expansion of an existing MD Park shall be accompanied by 10 copies of the site plan of the proposed park containing the following information in addition to that required in **Section 2.140** for Application Site Plans. The plot plan shall show the general layout of the entire Park and shall be drawn to a scale not smaller than one inch representing 40 feet. The drawing shall include all of the following information:
 - (a) Name and type of Park, address, owner, Design Team members, scale, date and north point of plan.
 - (b) A vicinity plan showing streets and properties within 500 feet of the development site.
 - (c) Plot plan of park boundaries and the location, dimensions and number of MD spaces. Number each space and demonstrate that planned spaces can reasonably accommodate the proposed MD types.
 - (d) Location and dimensions of existing and proposed structures, together with the usage and approximate location of all entrances, heights, and gross

floor areas. Heights shall not exceed the maximums specified for the zoning District.

- (e) Location and dimensions of roads, access ways, parking, loading facilities, garbage receptacles and walkways.
- (f) Extent, location, arrangement, and proposed improvements of all open space, landscaping, fences and walls.
- (g) Location of lighting fixtures for park spaces and grounds.
- (h) Location and area of recreation spaces and buildings in square feet.
- (i) Locations where park water, sewer, drainage and utility systems connect to City systems including easement locations.
- (j) Location of existing and proposed fire and irrigation hydrants.
- (k) Enlarged plot plan of a typical MD space, showing location of the stand, patio, storage space, accessory structures, parking, sidewalk, utility connections, and landscaping.
- (l) Architectural drawings and sketches demonstrating the planning and character of the proposed development.
- (m) A construction time schedule and development phasing plan.
- (n) Detailed plans required. Prior to application for a building permit to construct an approved Park or to expand an existing Park, the applicant shall submit five copies of the following detailed plans:
 - 1. A legal survey.
 - 2. Plans of new structures.
 - 3. Water, sewer and utility systems.
 - 4. Utility easements.
 - 5. Road, sidewalk, and patio construction.
 - 6. Drainage system, including existing and proposed finished grades.
 - 7. Recreational improvements including swimming pool plans approved by the Oregon State Board of Health.
 - 8. Landscaping and irrigation plans.

SECTION 6.201 RESIDENTIAL STRUCTURES IN COMMERCIAL DISTRICTS

- (1) **Existing Houses:** In commercial districts pre-existing residential structures may be occupied by commercial uses permitted in the commercial district provided the structure meets minimum building and safety standards as provided in the Building Code and provided further that the City approves a development plan for vehicular access and parking, signing, and exterior lighting in accordance with the Site Plan Review provisions of **Section 2.400**.

- (2) **Second Story Residences:** Single-family or Multi-family housing may be permitted above a commercial business in the C-1 District in accordance with the **Conditional Use** provisions of **Section 2.500** and the standards contained herein.
 - (a) On-site Parking shall be provided for both the commercial and residential uses in accordance with **Section 5.121**.
 - (b) There are no yard setbacks or open space required for second story residences.

SECTION 6.301 PUBLIC & SEMI-PUBLIC STANDARDS

Public and Semi-public uses represent a wide range of "Civic" use types that include utilities, public safety, maintenance, governmental, recreational, educational, cultural, religious, and civic assembly uses or facilities. Public and semi-public uses shall comply with the following additional standards in addition to the standards of the land use district in which the public use is located:

- (1) Public and Semi-public uses in residential districts may be permitted in accordance with the **Conditional Use** provisions of **Section 2.500** and the standards contained herein.
- (2) Public and Semi-public uses in commercial or industrial districts may be permitted in accordance with the **Site Plan Review** provisions of **Section 2.400** and the standards contained herein.
- (3) Requirements for front, rear, side and street side yards, for public uses shall not be less than that specified for the Primary or Overlay District unless specifically approved as part of the conditional use or site plan review procedures. Yard setbacks may be increased by one (1) foot for each foot by which the structure height exceeds that specified for the district.
- (4) Additional landscaping, fencing, buffers or other screening devices may be required to screen or protect adjacent properties or the street.
- (5) Off-street parking for the specified use shall comply with **Section 5.121**.
- (6) In a residential district, all equipment and material storage shall be within an enclosed building unless it is deemed necessary and approvable in accordance with the **Conditional Use** provisions of **Section 2.500**.
- (7) Exterior lighting shall be directed away from abutting residential properties.
- (8) Offices and workshops should be located in the commercial or industrial districts whenever possible and should not be permitted in a residential district unless it is deemed necessary and approvable in accordance with the **Conditional Use** provisions of **Section 2.500**.

- (9) Public utility facilities including treatment, maintenance and storage areas should be located in the industrial district whenever possible and should not be permitted in a residential or commercial district unless it is deemed necessary and approvable in accordance with the **Conditional Use** or **Site Plan Review** provisions of **Section 2.500** or **Section 2.400**.
- (10) The minimum lot size requirement may be waived on finding that the waiver will not result in noise or other detrimental impacts to adjacent or nearby property.

SECTION 6.401 AGRICULTURAL USE STANDARDS

Limited agricultural use of property in the City is allowed under the following conditions and standards:

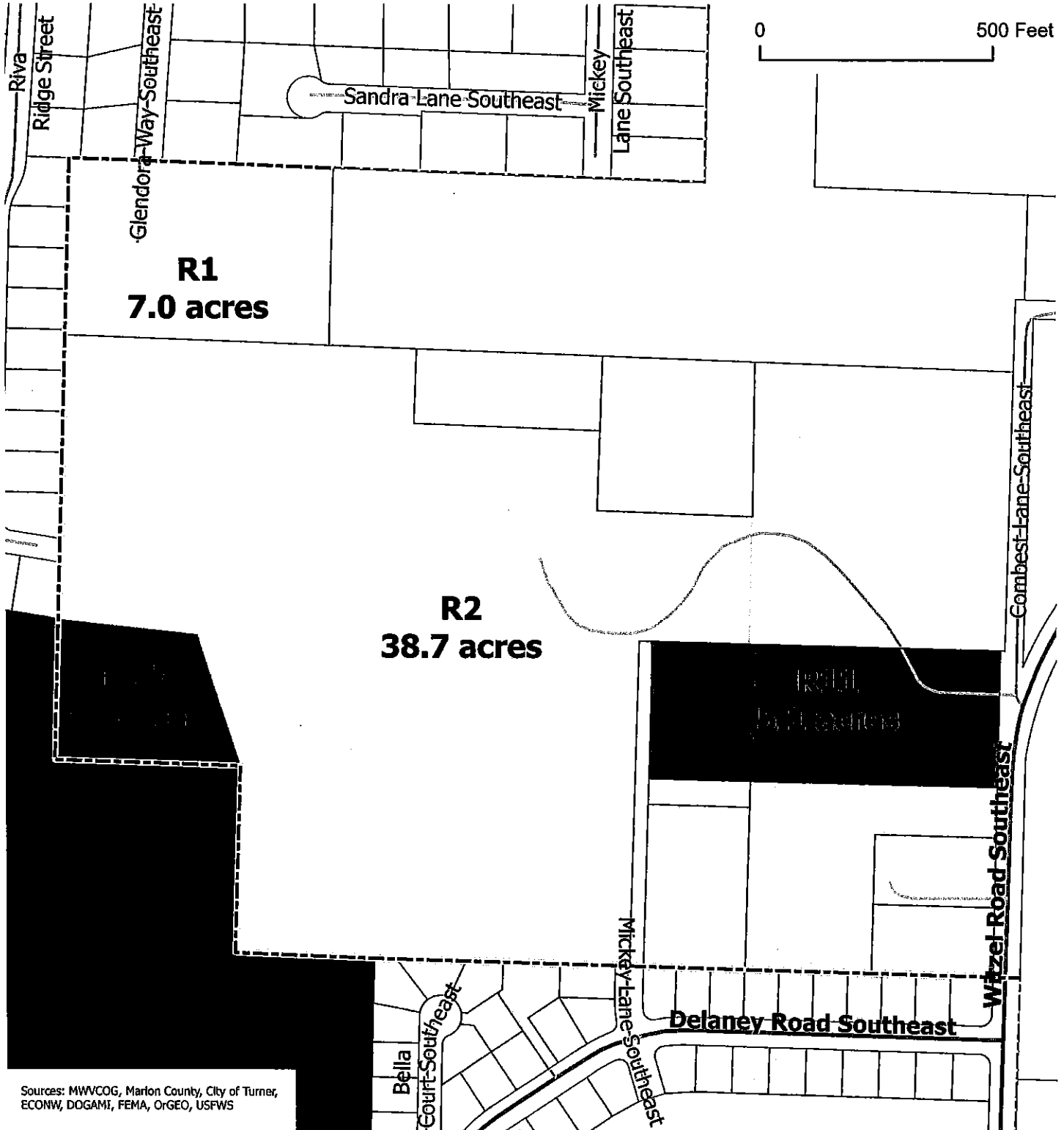
- (1) Agricultural uses existing at the time of annexation to the City may continue but may not be expanded except in conformance with the standards contained herein.
- (2) The raising of crops in the general field of horticulture including berry, brush, tree, flower and vegetables for on-site home consumption is allowed on any lot within the city.
- (3) The raising of crops in the general field of horticulture including berry, brush, tree, flower and vegetables for sale must meet all conditions and requirements of state and federal law regarding such sales, and is a Home Occupation Conditional Use in all residential districts and is an interim Permitted Use in the Industrial District.
(Amended by Ord. 17-100)
- (4) The raising of farm animals in the general field of animal husbandry including fowl, rabbits, sheep, goats, pigs, cows, horses, llamas and similar domesticated animals for on-site home consumption or use, sale or trade and sale or trade of animal products may be permitted within the Residential or Industrial Districts as a **Conditional Use** in accordance with **Section 2.500** under the following conditions:
 - (a) Fencing must be designed and constructed to confine all animals within the property line.
 - (b) A Setback of 200 feet from any off-site residence is required for all fenced animals or buildings housing farm animals.
 - (c) Proper sanitation shall be maintained in conformance with applicable health standards for all farm animals. Proper sanitation includes:
 - 1. Not allowing animal waste to accumulate.
 - 2. Not allowing animal waste to contaminate groundwater or drainage ways.
 - 3. Taking the necessary steps to insure odors resulting from farm animals is not detectable beyond the property line.
 - 4. Storing all farm animal food in metal or other rodent proof containers.

- (d) Minimum area requirements include:
1. Minimum property area of 20,000 sf.
 2. Minimum area per large size animal (Similar to cows or horses) over six months of age - 10,000 sf each.
 3. Minimum area per medium size animal (Similar to sheep, goats or llamas) over six months of age - 5,000 sf each.

It is the responsibility of the applicant for a Conditional Use Permit to clearly demonstrate that proper health and sanitation standards will be maintained and that potential nuisance factors such as noise, smell and unsightly conditions are mitigated.

- (5) It is the continuing responsibility of the owner to properly contain or restrain all animals or fowl and to maintain proper sanitation at all times, and further provided that such raising activities are not part of nor conducted in conjunction with any live stock sales yard, slaughter house, or animal by-product business.
- (6) The above standards are the minimum standards applicable to property located within the City of Turner, additional site area or other standards may be required to comply with Health and Sanitation Standards.

Proposed Expansion Area



Sources: MWVCOG, Marion County, City of Turner, ECONW, DOGAMI, FEMA, OrGEO, USFWS

Exsiting UGB Line

Taxlot

Comp Plan/Zoning

R-1: Single-Family Residential

R-2: Single-Family Residential

R-11: Multi-Family Residential

C-1: General Commercial

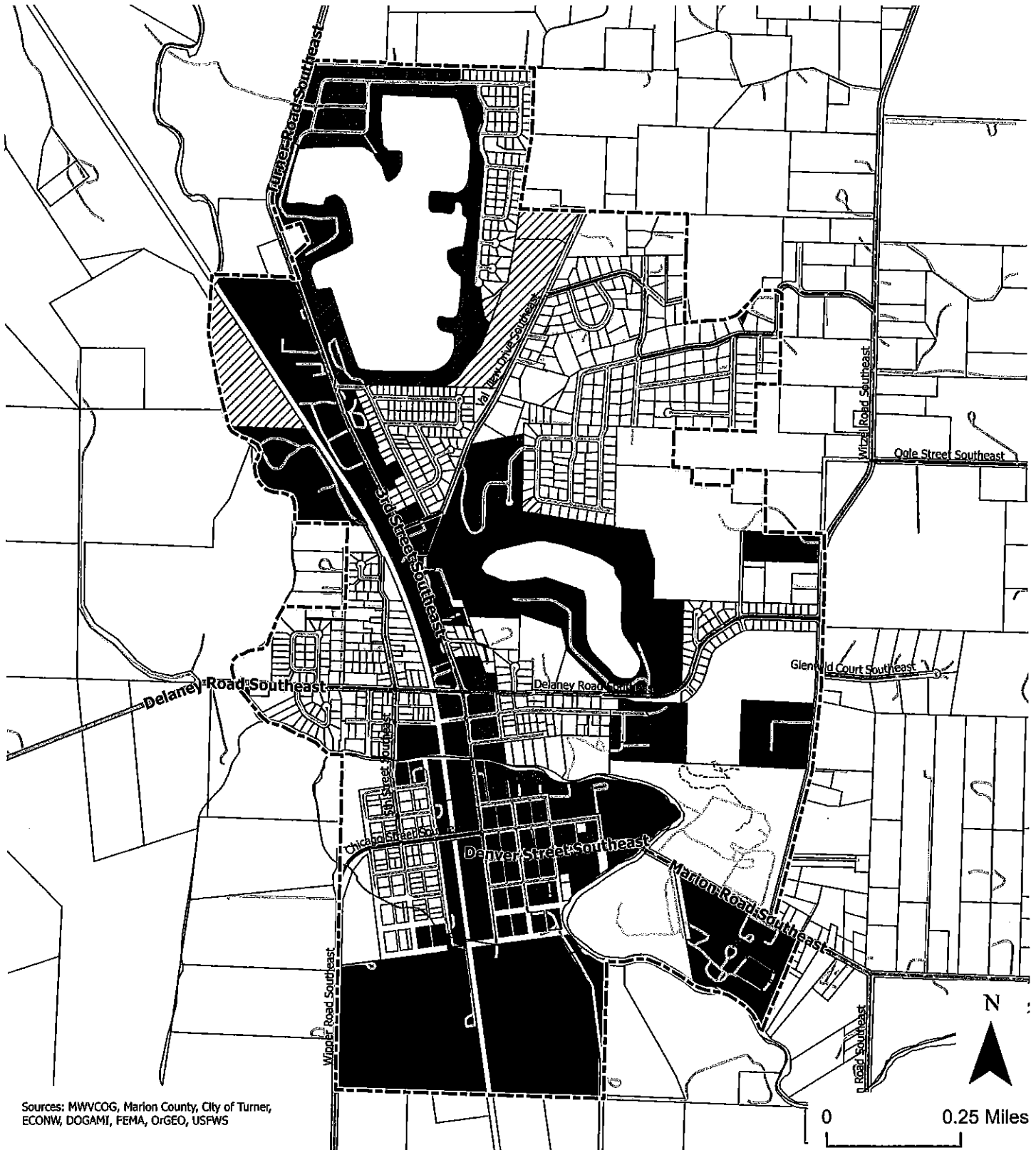
C-2: Downtown Commercial

M-1: General Industrial

P: Public

N

Zoning and Comprehensive Plan Designations



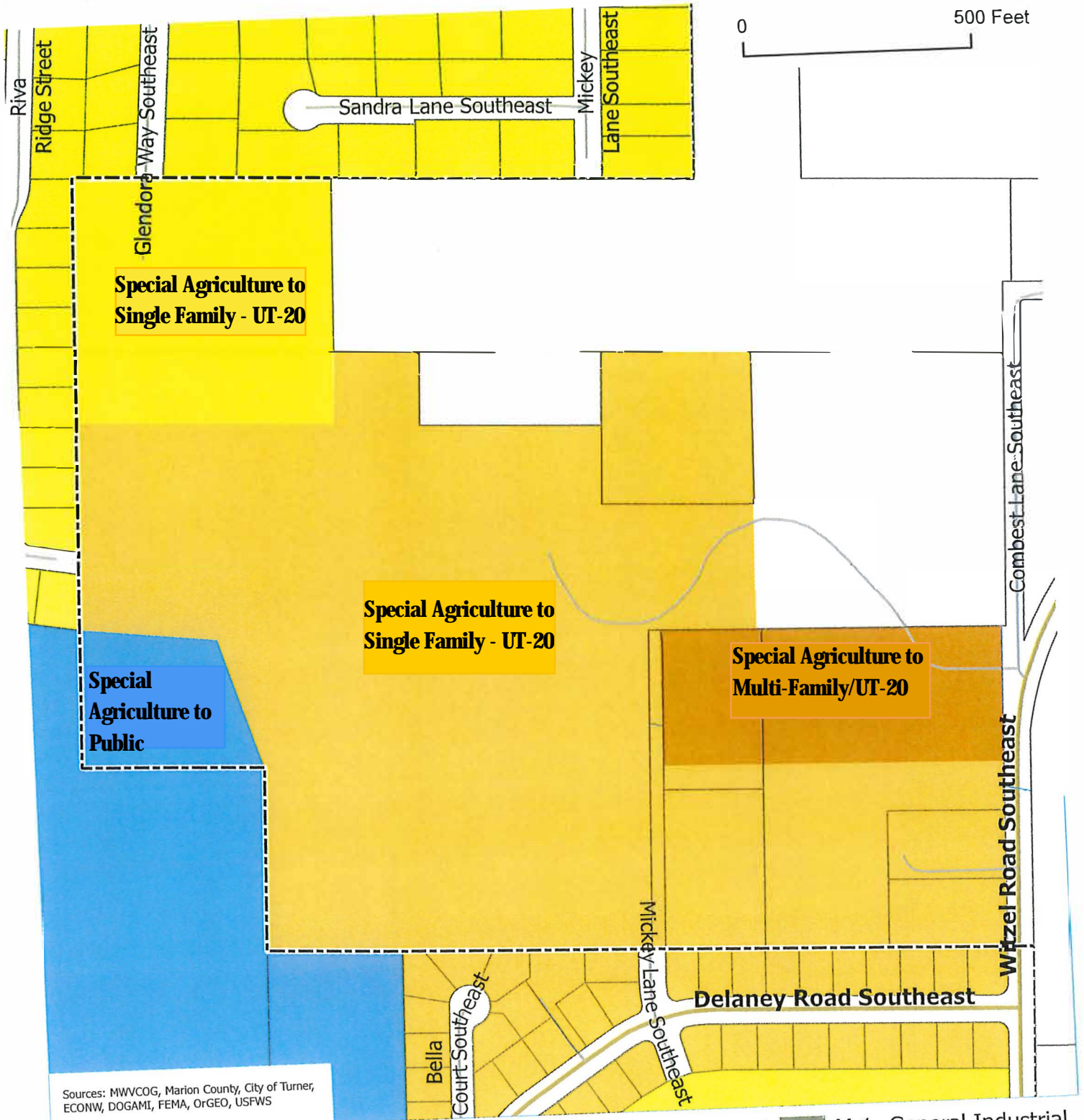
UGB
Taxlot
Conditional Public Use

Comp Plan/Zoning
R-1: Single-Family Residential
R-2: Single-Family Residential

R-11: Multi-Family Residential
C-1: General Commercial

C-2: Downtown Commercial
M-1: General Industrial
P: Public

Exhibit C



0 500 Feet

Sources: MWVCOG, Marion County, City of Turner, ECONW, DOGAMI, FEMA, OrGEO, USFWS

Exsiting UGB Line

Taxlot

Comp Plan/Zoning

R-1: Single-Family Residential

R-2: Single-Family Residential

R-11: Multi-Family Residential

C-1: General Commercial

C-2: Downtown Commercial

M-1: General Industrial

P: Public

N

