

## CHAPTER II: URBANIZATION AND LANDUSE

### EXISTING LAND USE

Table 2.1 identifies land uses within the City limits and between the City limits [and the urban growth boundary]. The inventory of lands designated as “Employment Lands,” which includes land designated Commercial (CL), Industrial (I), and Interchange Development (ID), was fully updated in 2010 and is incorporated in the Aumsville Economic Opportunity Analysis adopted in June 2011; which is incorporated herein by reference.

TABLE 2.1

<b>Aumsville Buildable Lands Inventory, 2010</b>			
<b>Land Uses, Aumsville UGB</b>			
Land Use	# Parcels	Acres	% Acres
Residential	915	284.91	56.7%
Manufactured	11	47.40	9.4%
Commercial	29	9.04	1.8%
Industrial	12	34.30	6.8%
Public/Churches	15	126.70	25.2%
Total	982	502.33	100.0%

#### Residential

In 1996, approximately 250 acres within the urban growth boundary were developed with residential uses. That increased to 285 acres by 2010. Single family residential constitutes the predominate housing type. In 1986, when periodic review was last conducted, there were no manufactured homes or multifamily dwellings in the City. However, since 1986 three mobile home parks with a total of 262 units have been approved or developed and numerous multifamily developments have been constructed. A single apartment complex with 94 dwelling units was under development in 2011. Between 1996 and 1999 more than twice as many manufactured housing spaces have been approved as compared with site built-single family dwellings.

There is an area of approximately 10 acres east of 5<sup>th</sup> Street zoned Residential-Single Family (RS), but designated High Density Residential (HDR). The RS Zone is incompatible with the HDR designation. Over time the area will be rezoned to RM.

#### Employment Lands

The 2011 Aumsville Economic Opportunity Analysis, where is adopted and incorporated herein by reference, includes the inventory, analysis, and discussion of all Employment Land, which includes lands designated as “Employment Lands,” which includes land designated Commercial (CL), Industrial (I), and Interchange Development (ID).

## Public

The Public land includes lands used for schools, parks and sewer treatment facilities.

## FUTURE LAND NEEDS

The future land needs for residential, commercial, industrial, and public lands are based on an estimate of the population growth and the calculation of acreage of land needed to support that population.

## Population Projection

In 1995, the estimated population was 2,285. The 1986 Periodic Review had projected a 1995 population of 2,350, assuming a 3.6 percent annual growth rate. However, during the 1980s the average annual growth rate was 1.43 percent. Table 2.2 lists the population growth for Aumsville and Marion County from 1970 to 1995.

TABLE 2.2: AUMSVILLE AND MARION COUNTY POPULATION GROWTH

AUMSVILLE		
Year	Population	Annual Growth Rate
1970	590	
1980	1,432	9.27%
1990	1,650	1.43%
1995	2,285	6.73%

25 Year Annual Growth Rate 5.57%

15 Year Annual Growth Rate 3.16%

MARION COUNTY		
Year	Population	Annual Growth Rate
1970	151,309	
1980	204,692	3.07%
1990	228,483	1.11%
1995	258,000	2.46%

25 Year Annual Growth Rate 2.16%

15 Year Annual Growth Rate 1.55%

As of 2010, Aumsville had an estimated 3,625 residents – representing just over 1% of Marion County’s population of more than 320,640. Marion County accounts for 8% of the entire state’s population of over 3.8 million. Aumsville’s population increased at an average rate of 1.9% per year from 2000-10, with more than 620 residents added. The rate of population growth is forecasted to increase somewhat to 2.2% over the next two decades from 2010-30. Both county and state-wide, population increased more slowly at rates averaging 1.2% per year from 2000-10. Projected growth is anticipated at similar rates over the next two decades, as well.

Based on these trends, The City adopted in 2010 a new population projection in conjunction with Marion County displayed below as Table 2.3.

**Figure 1. Marion County & Incorporated Areas Within Marion County Population – Actual & Projected**

<b>Jurisdiction</b>	<b>1990</b>	<b>2000</b>	<b>2007</b>	<b>2030*</b>	<b>AAGR 2010-2030***</b>
<b>Marion County</b>	<b>228,516</b>	<b>284,834</b>	<b>311,070</b>	<b>410,245</b>	<b>1.20%</b>
<b>Aumsville</b>	<b>1,660</b>	<b>2,989</b>	<b>3,300</b>	<b>5,706</b>	<b>2.20%</b>
Aurora	597	664	955	1,825	2.54%
Detroit	331	262	265	371	1.70%
Donald	314	607	995	2,034	3.20%
Gates**	466	437	460	487	0.23%
Gervais	999	1,923	2,250	4,597	2.80%
Hubbard	1,901	2,458	3,095	4,718	1.85%
Idanha**	160	131	145	170	0.63%
Jefferson	1,810	2,488	2,590	5,121	2.44%
Mill City**	309	316	328	367	0.53%
Mt. Angel	2,794	3,128	3,755	4,977	1.08%
Salem/Keizer UGB**	146,560	185,796	201,391	261,484	1.12%
St. Paul	322	352	410	556	1.34%
Scotts Mills	286	316	300	581	2.04%
Silverton	5,932	7,610	9,205	14,418	1.92%
Stayton	5,029	6,829	7,765	11,359	1.66%
Sublimity	1,487	2,139	2,255	3,200	1.53%
Turner	1,266	1,175	1,690	3,664	3.15%
Woodburn	13,535	20,191	22,875	37,216	2.04%
Unincorporated	42,758	45,023	47,041	47,394	0.19%

Notes: \* Forecast population.

\*\* Marion County portion only. Estimates for the entire UGB of the following cities are provided for 2030: Gates, 550; Idanha, 279; Mill City, 1792.

\*\*\* AAGR denotes average annual population growth rate.

## Housing Projection

Housing needs are based on the projected rate of growth, types of housing units planned for (i.e., single family, multifamily, mobile home parks), and planned densities. The following is an analysis of the residential land needs over the next 20 years.

### Types of Needed Housing

The 1986 Periodic Review stated that there were no multifamily developments of mobile homes in the City. However, between 1896 and 1996 three mobile home parks with a total of 262 units were approved or developed and numerous multifamily developments were constructed. In fact, more than twice as many mobile spaces have been approved as compared with site built single family dwellings (262 to 112).

TABLE 2.4: PLANNED HOUSING TYPES

<u>Type</u>	<u>Percentage</u>
Single Family	65%
Multifamily	25%
Mobile Home (Parks)	10%

Source: 1986 Periodic Review

Residential Densities

The 1986 Periodic Review established the following planned residential densities for MDR (single family) and HDR (multifamily and mobile homes):

TABLE 2.5: PLANNED RESIDENTIAL DENSITIES (NET DENSITY)

<u>Designation</u>	<u>Density</u>
MDR	6.22 units/acre
HDR	12 units/acre

Source: 1986 Periodic Review

The 1986 Periodic Review projected residential densities based on “net” densities. Rights-of-way, which typically account for 25 percent of the developed area, were excluded from the density calculation. The 1996 Periodic Review uses a “gross” density calculation, which includes right-of-way. The following table shows the 1986 projections based on “gross” densities.

TABLE 2.6 PLANNED RESIDENTIAL DENSITIES (GROSS DENSITY)

<u>Designation</u>	<u>Density</u>
HDR	4.7 units/acre
HDR	9 units/acre

Source: 1986 Periodic Review

The actual density of development that has occurred since 1986 has been significantly less than anticipated. The actual density is important because ORS 197.296 requires high growth communities (like Aumsville) to project buildable land needs based on actual development densities or take concrete steps to increase the actual density of development. The following are the actual development densities.

TABLE 2.7 ACTUAL DEVELOPMENT DENSITIES 1986-1996

<u>Type</u>	<u>Designation</u>	<u>Density</u>
Single Family	MDR	4.44 units/acre
Multifamily	HDR	7.96 units/acre
Mobile Homes	HDR	6.04 units/acre

Source: Mid-Willamette Valley Council of Governments

### Household Size

The City's average household size has averaged around 3.1 over the last 20 years<sup>1</sup>. However, the City did not have multifamily dwellings or manufactured homes before 1992. The broader trend is toward smaller households. This is especially true in multifamily and manufactured homes. Therefore, the City is projecting a decrease in household size over the planning period. The plan assumed a 2.8 person per unit household size.

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<sup>1</sup> 1990 U.S. Census and 1986 Periodic Review

## Residential Land Need

The following is an analysis of residential land needs based on projected population growth, the types of residential dwellings, density and household size.

### Population Increase

2015 Population	4,127
1995 Population	2,285
Population Increase	1,842

### Needed Dwelling Units

Population Increase	1,842
Persons per Dwelling Unit	2.8
Needed Dwelling Units (1,824/2.8)	658

### Needed Dwelling Units by Residential Type

Type	Percentage	Needed Units
Single Family	65%	428
Multifamily	25%	165
Mobile Home	10%	66

### Needed Residential Lands

Type	Designation	Needed Units	Density	Needed Acres
Single Family	MDR	428	4.44 units/acre	96
Multifamily	HDR	165	7.96 units/acre	21
Mobile Home	HDR	66	6.04 units/acre	11

### Available Residential Lands (Acres)

Designation	In City	Outside City/In UGB	Total
MDR	33	144	177
HDR	15	-0-	15

Note: The available land includes subdivision lots created, but not built. There are 66 MDR lots and 12 HDR lots available.

### Residential Land Surplus (Deficit)

Designation	Acres Needed	Acres Available	Surplus/(Deficit)
MDR	96	177	81
HDR	32	15	(17)

Source: Mid-Willamette Valley Council of Governments

According to this analysis the City has a surplus of single family land and a 17 acre deficit of land for multifamily and mobile home use.

## **Employment Land Needs**

Employment lands include all lands that are dedicated to the provision of jobs through business or industry. This includes all lands designated Commercial (CL), Industrial (I), and Interchange Development (ID).

In 2011 the City prepared the Aumsville Economic Opportunity Analysis. That document is adopted as a detailed element of the Comprehensive Plan and incorporated herein. The Economic Opportunity Analysis includes an extensive inventory and analysis of employment land and project needs for the future. Section V of that document specifically goes through a determination process on future land needs.

### **Public**

#### Parks

The City's newly completed parks plan projects the need for 5.25 acres of additional parkland. The parks plan indicates that the additional parkland will come from new residential subdivisions.

#### Schools

Aumsville is within the Cascade School District. The District has an elementary school in the City. No additional schools are planned within the urban growth boundary at this time.

## Summary of Land Needs

The following Table summarizes land needs for the planning period.

TABLE 2.8: LAND NEEDS SUMMARY

Designation	Surplus/(Deficit)
MDR	81
HDR	(17)
Commercial	-0-
Industrial	(102)
Public	-0-
TOTAL	(38)

## GOALS AND POLICIES

### Residential

#### Goals

1. To provide for the housing needs of the existing and future residents of Aumsville.
2. To assure that residential areas are pleasant, healthful and safe places in which to live.

#### Policies

1. The City shall ensure that multiple family zoned lands exist to accommodate multiple family and mobile home park uses.
2. The City shall encourage high-density housing near the business center.
3. The City shall require all new subdivisions to be developed with curbs, gutters and sidewalks and other appurtenances in accordance with capital improvements standards.
4. High-density development to have access to an arterial or collector street.
5. The City shall allow for the use of mobile home parks in designated high-density residential areas.
6. The City shall allow for the use of new land development techniques to encourage a variety of living areas and housing types in all residential districts.
7. The City shall encourage development of housing which meets the needs of all income groups of existing and future residents.

8. The City shall encourage city participation in a regional subsidized housing allocation program to bring about a more equitable balance of subsidized housing between communities in the region.
9. The City shall encourage a greater proportionate mix of low and moderate cost housing to avoid an undue concentration in any one area of the community.
10. The City shall encourage the maintenance, conservation and enhancement of existing residential areas and housing stock through use of federal and state funds for low interest home rehabilitation loans and grants to households of low and moderate income.
11. The City shall encourage that a coordinated and cooperative effort is established with housing programs of federal and state agencies to assess local housing needs to assure that structurally sound and well-designed rental housing is available to meet the needs of those who cannot afford to, or who choose not to purchase a new home.
12. The City shall encourage the conversion of residential structures into a higher order land use except those having historic or architectural significance.
13. The City shall encourage protection of solar access and energy-efficient design of all buildings within the city.

### **Employment Lands**

Employment lands are all lands designated for business and commerce and include all lands designated Commercial (CL), Industrial (I), and Interchange Development (ID). Goals for Commercial land and Industrial land are included below. However, this section includes reference to broader economic development objectives and strategies as identified in the adopted Aumsville Economic Opportunity Analysis. These are incorporated herein by reference.

The Aumsville Economic Opportunity Analysis includes these objectives:

- Provide greater opportunity for local jobs available to Aumsville residents assuming continued moderate rates of residential and population growth over the next 20 years.
- Provide adequate lands for industrial use to facilitate expansion of existing industries, allow for new industries, and better assure sustained opportunities for family-wage local jobs.
- Develop the interchange district along State Highway 22 to provide better access and visibility to Aumsville and improve opportunities for commercial businesses serving both area resident and visitor needs.
- Encourage downtown recovery and redevelopment for smaller scale service and retail business together with supportive civic, residential and recreational uses.
- Assure continued and improved options for home based business and mixed-use development supportive of Aumsville's employment and residential districts.

## **Commercial**

### Goals

1. To maintain existing businesses and encourage a variety of new business activities to locate in the city.
2. To develop a business center that is easily accessible, convenient and a pleasant place in which to shop.

### Policies

1. The City shall avoid “strip” commercial development along Aumsville’s major streets.
2. The City shall designate commercial land area around city hall, post office and major intersecting streets to serve as a focal point for “clustering” of new and expanding commercial activities.
3. New and expanding businesses should first develop around the city hall and post office as a means to concentrate business activity and create a convenient and accessible business center.

The City should encourage the development of commercial activities on sites large enough to provide landscaping and off-street parking.

The City shall encourage commercial activities to share off-street parking spaces.

Commercial development outside the existing commercial core shall be oriented to serve neighborhood needs.

## **Industrial**

### Goals

1. To maintain existing industries and encourage development of a sound economic base through diversified industries.
2. To increase and broaden employment opportunities for area residents and stimulate growth of retail and service-related activities.

### Policies

The City shall seek to attract and expand industries to provide employment opportunities for City residents.

The City shall seek to take advantage of Aumsville's railroad frontage by utilizing adjacent land for industrial and warehousing uses.

Industries shall be required to adhere to applicable federal and state air, land and water quality standards.

The City shall designate additional industrial land after the majority of the existing supply is developed.

The City shall encourage the relocation of nonconforming industries to the appropriate industrial areas.

The City shall require industries to provide landscaping to buffer the visual effect of expansive buildings or paved areas, and to screen adjoining non-industrial areas.

Property located adjacent to the northwest corner of the intersection of Aumsville Highway and Olney Road shall remain designated, and zoned, for industrial uses as a means to ensure an adequate supply of land to meet anticipated industrial land use needs.

## **Urbanization**

### Goals

1. To provide adequate lands to service the needs of the projected population to the year 2015, and to insure the conversion of these lands in an orderly, timely manner to urban uses.
2. To establish a land use-planning framework for application of the goals, policies, and proposals of the Aumsville Comprehensive Plan.

### Policies

1. Annexation to the City will be permitted if:
  - The City is able to provide adequate sewer, water, storm drainage, administration and fire protection services to the area.
  - The new area will meet City standards for all public improvements.
  - The area to be annexed is contiguous to the City and represents a logical direction for City expansion.
  - The area is within the urban growth boundary.
2. The City of Aumsville will assign zones based on comprehensive plan designations to the newly annexed areas. In doing so, it will consider the housing mix projected for the next twenty (20) years in relation to the existing percentages of lands available for various types of housing available as well as land needed for other uses.
3. The City of Aumsville will not extend City services outside the City limits except in emergency situations. Such extensions must be done for a public purpose, cause no additional burden on existing services, and in all cases waivers for annexation must be obtained.
4. Marion County will submit to the City of Aumsville for review all proposals for partitions, subdivisions, comprehensive plan or zone changes within the urban growth boundary. Management of the area between the City Limits and the urban growth boundary is viewed as a joint city/county responsibility. Decisions will be governed by policies of the jointly adopted Urban Growth Boundary and Management Agreement and the Aumsville comprehensive Plan (included as part of the Marion County Comprehensive Plan).
5. The Comprehensive Plan will be reviewed approximately every five years throughout the planning period. Special attention will be directed toward population increase and the projection of future land requirements.

6. Urban Growth Boundary changes to expand or reduce will be based upon consideration of the following factors:

- Accommodation of additional population
- Housing, employment opportunities and livability
- Orderly and economical provision of public facilities and services
- Maximum efficiency of land uses within and on the fringe of the existing urban area
- The long term environmental, energy, economic, and social consequences of the locality, the region, and the state as the result of allowing urbanization and not preserving and maintaining the land for agricultural or forest uses, whichever is applicable.
- Compatibility of the proposed urban use with nearby agricultural activities

## **IMPLEMENTATION**

### **Residential**

1. The City will establish and maintain a buildable lands inventory.
2. The City will work with FmHA, Marion County Housing Authority and Salem Non-Profit Housing Corporation to enforce landscaping and maintenance of sponsored housing within the city.
3. The City will develop an informational system that assists participation of eligible households for low cost federal, state and local funds for financing existing housing, and home rehabilitation projects.
4. The City will take steps to provide for additional HDR lands to meet projected needs.
5. The City shall identify units that are suitable for home rehabilitation loans and grants.
6. HDR designated land that is zoned RS should be rezoned RM.

### **Employment Lands**

The Aumsville Economic Opportunity Analysis includes Section VI, Implementation Policies. These policies will guide the City in actions and investments in pursuing the adopted Economic Goals and Objectives.

**Commercial**

1. The City will take steps to limit residential uses in the Commercial zone, except for in conjunction with permitted commercial uses or in areas that do not front an arterial street.
2. The City will take steps to provide for additional Commercial lands to meet projected needs.
3. The City will develop neighborhood commercial standards.

**Industrial**

1. The City will take steps to establish an industrial park of various lot sizes with appropriate sewer, water and storm drainage and road access.
2. The City will amend development ordinances to prohibit the encroachment of non-industrial uses in lands reserved for strictly industrial use.

**Urbanization**

1. The City of Aumsville and Marion County shall review and update as needed the Urban Growth Boundary Management Agreement establishing: (1) the rights and responsibilities of each jurisdiction for management of lands outside the city limits but inside the Urban Growth Boundary; (2) procedures for processing different land use requests on lands within the Urban Growth Boundary but outside the City Limits; (3) policies that shall be applied to the development of lands within the Urban growth Boundary but outside the City Limits; (4) standards for urban growth boundary amendments; and (5) define areas of mutual concern.

Map 2.1: Comprehensive Plan Map  
(Revised by Ordinance [600](#), approved August 9, 2010)

Map 2.2: Zoning Map