

COMPREHENSIVE PLAN UPDATE  
2009 to 2029  
CITY OF AURORA, OREGON

Printed: November 2009

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Funded by:

This document was partially funded by a grant from the State of Oregon acting by and through The Oregon Department of Land Conservation and Development

## **I. INTRODUCTION**

The City of Aurora is a rural residential community located in the northern end of Marion County. It lies just a few miles south of the Portland Metropolitan regional urban growth boundary. Aurora is situated near the confluence of Mill Creek and the Pudding River. See Exhibit A - General Vicinity Map.

The City is bisected by U.S. 99 E., the old main north/south highway running east of the Willamette River. The Aurora State Airport is approximately one quarter mile, or 1500 feet, north of town, lying between Airport Road and Hubbard Cut-off Road. Interstate 5 bypasses Aurora about 3 miles to the west.

Originally known as the Aurora Colony, founded in 1856 by Dr. William Keil and his followers, the City was incorporated in February 1893. The original colony was one of the most socially and economically successful 19th century experiments in communal Christian living.

The City's rich past created a sense of pride and continuity that current residents still hold for their community. To strengthen this heritage, the Aurora Colony Historic District, containing 21 sites and structures of historic significance, was placed on the National Register of Historic Places, in 1974. Within this district is a flourishing antiques sales center, which is becoming a significant tourist attraction.

In maintaining their link to the past, Aurorans look to leveraging it into continuing growth and prosperity in the future. For this reason the City has embarked upon a comprehensive land use planning process designed to:

1. Enhance community livability and economic expansion in the context of a unique Aurora Colony village atmosphere; and
2. Preserve and enhance the community's historic character and natural resources for present and future generations;
3. Provide a coordinated policy framework and implementing structure to manage urban growth while providing urban level services in a timely, efficient and economic manner; and
4. Address the statewide planning goals of the Land Conservation and Development Commissions (LCDC); and the administrative rules of the Department of Land Conservation and Development (DLCD).

### **A. Citizen Participation**

Aurora is committed to the active participation of its residents and business owners in planning for and implementing the community's future. In 1979, when the original comprehensive plan was drafted, a Citizen Involvement Committee

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

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

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

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

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

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

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

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

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

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

## **B. Planning History**

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

The City had originally adopted an UGB which extended up to and around the Aurora Airport. The airport is a state owned and operated facility one quarter mile northwest of the City limits. While Marion County considered the UGB too large, it recognized Aurora's legitimate interest in the future expansion of the airport including industrial development. In August 1979, the City and County signed the Urban Growth Boundary and Policy Agreement, an inter-governmental agreement (IGA) which established a new, smaller UGB for Aurora. The remainder of the original boundary was incorporated into a Planning Area of Mutual Concern. The IGA was renewed in 1986 and again in 2009. See Exhibit B for a copy of the most recent IGA and map of the Area of Mutual Concern.

Under the terms of the agreement, the County retains planning jurisdiction of the Airport and surrounding rural lands. The City has right of notice of County development applications and decisions along with the opportunity to comment. For purposes of review and revision to its comprehensive plan, the City retains its UGB as its primary planning area. Aurora also considers the Airport as its secondary planning area of mutual concern outside the urban growth boundary. The City needs to remind the County of its responsibilities to give notice and an opportunity to comment to the City.

The City has coordinated its activities with affected local and state agencies as required by statewide planning goal 2. Some of these agencies included Marion County, the North Marion School District, and the state departments of Transportation, Land Conservation & Development, Forestry, Economic Development, Environmental Quality and Fish & Wildlife.

According to LCDC policy, cities need not address Goal 3, Agricultural Lands, in their comprehensive plans. It is assumed that urban uses within the proposed UGB will be adequately justified under Goal 14, Urbanization, in the process of establishing the UGB. For this reason, Goal 3 has not been addressed.

The City is not located on the Willamette River nor on a major estuary. For this reason, Goal 15, Willamette River Greenway, and Goal 16, Estuarine Resources, have not been addressed as they do not apply. Furthermore, Goals 17 and 19 do not apply because the City is not located in a coastal region.

### **C. Vision Statement**

In the past, while addressing local concerns, the City planning efforts have primarily been focused on complying with the statewide planning goals. However, as discussed under citizen participation, the City formulated its own Vision Statement, adopted in August 1995 and updated in 2007, in order to provide ongoing goals for the community to work toward. The original Vision Statement contained seven contextual elements which combined to form a composite of the City's desired future. The updated document includes an introductory statement, five themes of critical importance to achieving Aurora's desired future, and guiding principles. These statements, themes and principles serve as a primary filter for local decisions even beyond land use planning. At the same time, the City maintains its intent to comply with the state goals.

The people of the City of Aurora envisioned many potential changes in their community and decided to create a Vision Statement as the foundational document for:

1. Taking a pro-active approach to controlling their own destiny by preserving and enhancing their historic community identity;

2. Improving their ability to collaborate with other communities in the region to identify equitable and wise distribution of future growth and economic development; and
3. Enhancing the livability of and encouraging pride in the community by stressing the unique natural environment, historic legacy, and small town village atmosphere of Aurora.

From this foundation, the Vision Statement, set forth on the next page, was crafted with the intention that it serve as the major decision making filter for a broad range of community decisions for the future.

## AURORA'S VISION

We shall create our identity by focusing on the following concepts:

1. **Innovative Infrastructure:** We will plan creatively for transportation alternatives, sewer and water services, and other elements of local infrastructure. Mobility will be planned for and provided through an efficient, balanced transportation system with provision for walking, bicycling, and rail as well as vehicular traffic. Successful management of traffic growth will require the cooperation and coordination of state and county agencies, and neighboring city governments. City public works projects will be planned to take advantage of new technologies that minimize the negative environmental impacts and that promote public involvement.
2. **Natural Areas:** We will create a green-way buffer to circle the City and provide additional recreational alternatives for residents and visitors. A clean Pudding River and Mill Creek will preserve our heritage and demonstrate our commitment to a sustainable natural environment.
3. **Enhanced Historic District:** We will be careful with our historic and cultural heritage, mindful of what we have inherited and equally mindful of what we have to contribute to the future. We will work with local business, the Aurora Colony Historical Society, and the State Historic Preservation Organization to preserve and restore significant colony and post-colony structures.
4. **Diverse Local Employment Opportunities:** Our vision is a model for managing growth in practical and cost-effective ways so that we can offer our citizens a viable economic future while preserving optimum livability. We will support people's desire to live near their work by encouraging local cottage industries, supporting tourist activities, and considering home occupations appropriate to maintaining the village atmosphere.
5. **Village Atmosphere:** We will maintain a sense of place that is clearly apparent and consciously embraced. We will be known by the effort of our people to maintain and enhance our small town roots while being a good, healthy and economically viable place to live and work.
6. **Cradle to Grave Living Options:** Our community will be shaped by the people who live and work here, and care for each other's well being. We will offer a place where individual contribution is supported and encouraged from citizens of all ages. We will become a place where affordable housing and public services are available and capable of meeting the needs of a multi-generational population.
7. **Influence and Control:** We are committed to seeking and choosing the direction for our future through long-term planning. We seek to expand our influence and control over airport impacts, and over the areas encompassed by the original Aurora Colony.

#### **D. Gateway Properties**

The City of Aurora is committed to the Vision Statement included in the Comprehensive Plan as I.C. The City recognizes that growth will continue to occur within the Urban Growth Boundary and that it is important to protect and enhance the town's historic identity, small town feel and surrounding natural and agricultural areas while accommodating growth. Current lands inside the Urban Growth Boundary but not yet annexed into the city limits are south of the existing City limits on Highway 99 and the northwest of the community along Ehlen Road. Both areas serve as gateways to the unique Aurora Colony historic district.

At the south end of Highway 99, the City has designated properties for higher density residential purposes. This provides needed housing while preserving the historic larger lot residential development. Northwest of the existing urban growth boundary along Ehlen Road, the City anticipates that future expansion of the urban growth boundary to accommodate additional industrial and commercial services and employment opportunities.

To support the village atmosphere and enhance the visual aesthetics of these gateway properties which serve as entrances to the unique Aurora Colony historic district, the City has adopted standards for development. These gateway development standards:

Provide an appropriate visual transition from surrounding agricultural uses to the Aurora Colony Historic District to further reinforce the character of an historic area and protect its visual aspects.

Preserve the sense of place for areas surrounding the Historic District.

Minimize the visual impacts of growth and development.

Increase public awareness of the benefits of appropriate structural, streetscape and landscape design.

## **II. BACKGROUND ANALYSIS AND FINDINGS**

In formulating policies and strategies to guide urban development, the City of Aurora relies in part upon a series of technical background inventory and analysis reports. These reports address the general requirements of the statewide planning goals 2, and 4 through 14. These reports include the 2009 Water System Master Plan, the 1996 Wastewater Facilities Master Plan, the 2009 Transportation System Plan, the Downtown Improvement Plan and the Federal Emergency Management Agency Flood Insurance Study and Flood Insurance Rate Map, dated July 5, 1997. See Exhibit C for a complete listing. They are reference documents, and are adopted separately as supporting elements of the Comprehensive Plan, but are specifically not made part of the Plan itself.

Summary findings and conclusions from these various reports are provided in the following subsections. The findings serve to support an understanding of current and projected conditions, and as a partial basis for decision making, as required by State goal 2. They are used primarily to demonstrate compliance with state goals. However, the City's new Vision Statement is actually relied upon more for policy direction than the summary finding.

The technical data is used to understand current and projected conditions in and around the community. This is the traditional planning model, required by Goal 2, which observes the past to predict the future.

### **A. Declared Future**

As previously noted, the City's Vision Statement plays a dominant role in guiding policies and strategies for community development. The Vision Statement functions as a declaration of the future of Aurora and represents the new planning model of imagining and declaring a desired future, even though it may have never existed before, much like a Declaration of Independence.

Therefore, the plan text has been specifically edited to incorporate the context of the Vision Statement throughout the document. In this context, the Vision Statement shifts this document from a projected past to a declared future. The City's declared future is then translated into appropriate implementation strategies and Development Code language.

It is important to understand the distinction made with the incorporation of the Vision Statement as the principle guide to the future. This means the updated plan is not just a document that accommodates a mathematical calculation of growth. It also means that the plan is not just a policy document that extends from the past and from statewide goals.

Rather, this plan constitutes a specific deliberate declaration by the City of Aurora of a particular desired future. A future that is not a projection of the past, but one that is to

be created by direct actions of the City, its residents, land owners, and business owners and operators. The Vision Statement incorporates concepts that go beyond traditional land use planning and the physical nature of the community. The Vision Statement ventures into the realm of relationships between the people and the built/developed environment and natural environment, and between the people themselves and the way they interact with each other.

## B. Growth and Urbanization

### 1. Population Growth

During the period from 1970 through 2007, the population of Aurora grew from 306 to 955 persons. As was the case for many cities in Oregon, population growth slowed dramatically during the period from 1980 to 1990 when the state experienced an economic downturn. In addition, between 1990 and 2001 the planning and design of a new sewer system was underway and failing septic systems throughout the city slowed growth over this period. The new sewer system came online in April 2001. From the period from 1970 through 2007, the city's population has grown at an average annual rate of approximately 3.12 percent. As shown in **Table 1**, for the 37-year period from 1970 through 2007, Aurora's population has grown at an average annual rate of 3.12 percent.

**Table 1 – Population Element  
Aurora Population  
1970 - 2006**

<i>Year</i>	<i>Population</i>	<i>AAGR<sup>1</sup></i>
1970	306	---
1980	523	5.51%
1990	567	0.82%
2000	655	1.46%
2007	955 <sup>2</sup>	5.52%
<b>AAGR 1970-2007</b>		<b>3.12%</b>

<sup>1</sup>Average Annual Growth Rate

<sup>2</sup>Population estimate from PSU Center for Population Research

Source: US Census, Portland State University, and MWVCOG, 2008

Marion County's population also increased significantly during the period from 1970 through 2007 as shown in Table 2. The County's population increased at an average annual growth rate of 2.0 percent annually, with most of the growth occurring in the periods from 1970 through 1980 and 1990 through 2000. Aurora's population grew at

an average annual rate approximately 1.12 percent higher than that of Marion County during this 37-year period.

**Table 2 - Population Element  
Population Trends, Marion County and Aurora  
1970 - 2007**

Location	Population					Average Annual Growth Rate				
	1970	1980	1990	2000	2007 <sup>1</sup>	1970-80	1980-90	1990-00	2000-07	AAGR 1970 - 2007
<b>Marion County</b>	151,309	204,692	228,483	284,834	311,070	3.1%	1.1%	2.2%	1.2%	2.0%
<b>Aurora</b>	306	523	567	655	955	5.51%	0.82%	1.46%	5.52%	3.12%

Source: US Census, Portland State University Center for Population Studies, and MWVCOG, 2008  
<sup>1</sup> 2007 population estimates from Portland State University

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. Table 3 shows the forecast population for Marion County for the period from 2005 through 2030. By 2030, the County's forecast population is 410,022 persons. The average annual growth rate for this period is 1.21 percent.

**Table 3 - Population Element  
Marion County Population Forecast  
2000 – 2030**

Year	Population	AAGR <sup>1</sup>
2005	303,913	---
2010	323,128	1.29%
2015	344,443	1.28%
2020	367,018	1.27%
2025	388,898	1.16%
2030	410,022	1.06%
<b>AAGR 2005-2030</b>		<b>1.21%</b>

<sup>1</sup>Average Annual Growth Rate  
Source: Oregon Office of Economic Analysis, February 2009

## 2. Population Projections

Oregon Revised Statutes (ORS) 195.036 requires that counties “establish and maintain a population projection for the entire area within its boundary for use in maintaining and updating comprehensive plans” and to “coordinate the forecast with the local governments within its area”. In 1998, Marion County adopted a 2020 population projection for Aurora. The projected 2000-2020 population for Aurora was 930 persons. This projection was based on an average annual growth rate of 1.4 percent.

Oregon Administrative Rules (OAR) 660-024-0030 provide two “safe harbor” provisions for updating local population forecasts. One “safe harbor” provision allows for extension of the adopted 20-year forecast using the previously adopted growth rate. The second “safe harbor” provision allows for a 20-year forecast developed by assuming that the city’s share of the forecasted county population will be the same as the city’s current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.

Given population trends for both Aurora and Marion County for the period from 1970 through 2007 or even the more recent period of 1990 through 2007, neither of the “safe harbor” approaches provides a sufficient level of accuracy. The 1.4 per cent annual growth rate adopted by Marion County for Aurora in 1998 is not indicative of actual population growth in Aurora for the periods shown in Table 1. The annual rate of population growth in Aurora for the period from 1970 through 2007 was 3.12 percent or 1.72 percent more than the rate adopted by Marion County in 1998.

Based on recent population trends, it is also not accurate to forecast Aurora’s population as a constant percentage of the Marion County population. Given the higher average annual rate of population growth in Aurora over the past 37 years, the city’s portion of the county population has risen over time as shown in **Table 4**.

**Table 4 - Population Element  
Aurora Population as a Percentage of Marion County Population  
1970 – 2007**

Year	Population		Aurora Portion of County Population
	Aurora	Marion County	
1970	306	151,309	0.002%
1980	523	204,692	0.002%
1990	567	228,483	0.002%
2000	655	284,834	0.002%
2007	955 <sup>2</sup>	311,070	0.003%

Source: US Census, Portland State University, and MWVCOG, 2008

Typically, most populations that experience moderate growth tend to grow at an average annual rate of around two percent annually. This average rate accounts for periods of higher growth, often associated with a strong economy, as well as periods of slower growth, such as that experience by both Aurora and Marion County during the 1980s. Aurora has been able to sustain a growth rate of more than three percent over the past 37 years. During that time, the city's average annual growth rate has been approximately 1.12 percent higher than the average annual growth rate for Marion County. Given these trends, Aurora has adopted a population projection through 2029 using an average annual growth rate of 2.8 percent. This rate is approximately 1.6 percent higher than the average annual growth rate projected for Marion County (through 2030) by the Office of Economic Analysis.

Table 5 shows the population projection for the city through 2029. The 2.8 percent growth rate is applied to the 2007 population estimate developed by Portland State University to derive the population projection through 2029. The projected 2029 population for Aurora is 1,804 persons. The projection shows that Aurora will add an additional 849 residents between 2007 and 2029.

**Table 5 - Population Element  
Aurora Population Projection  
2009 - 2029**

Year	Population
2007 <sup>1</sup>	955
2010	1,106
2015	1,411
2020	1,513

2025	1,720
2029	1,804
Population change 2007 – 2029	849
<b>AAGR 2007-2029</b>	<b>2.8%</b>

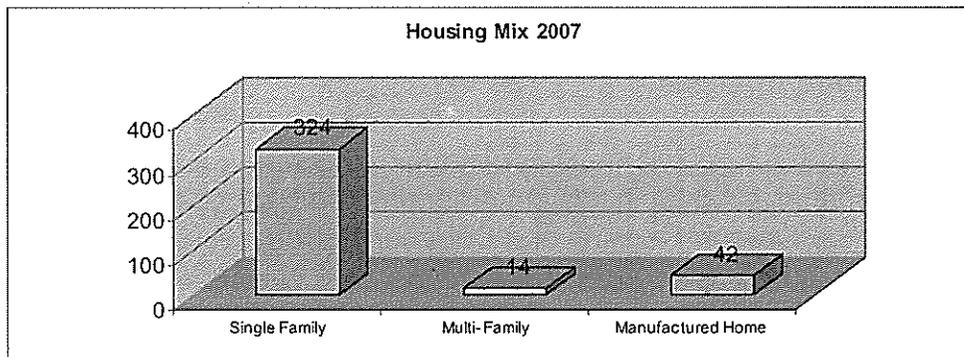
Source: U.S. Census and Portland State University  
Center for Population Research, MWVCOG  
<sup>1</sup> 2007 Population estimate from Portland State University

In 2009, Marion County also initiated an update to their population forecast for Marion County cities. The soon to be adopted 2010-2030 Marion County population projection for Aurora is proposed to be 2.54% which is equivalent to the 2.8% AAGR adopted by the City of Aurora but extended out an additional year and reflecting fluctuations in the later year projections for the City.

### 3. Projected Housing Need

The 2000 Census identified 262 residential dwelling units in Aurora, of which 77.1 percent of units were detached single-family residential units, 17.1 percent were manufactured homes, and 5.8 percent were multi-family residences. Figure 1 shows the mix of residential housing units within the Aurora city limits in 2007. These figures use 2000 Census data as well as building permit records for the period from 2000 through 2007 which added 118 housing units between 2000 and 2007. Of the 380 residential units in 2007, 324 units, or 85.3 percent are detached single-family residential units. Approximately 11.1 percent of the units are manufactured homes and 3.7 percent are multi-family residences.

**Figure 1**



## C. Housing Needs Analysis

### 1. Housing Existing Conditions

The 2000 Census identified 262 residential dwelling units in Aurora. Of these 77.1 percent were single-family residential units. Of the 250 occupied housing units identified in the 2000 Census, 212 were owner-occupied units and the remaining 38

units were rental units. The Census identified 12 vacant units within the community for an overall vacancy rate of approximately 4.5 percent.

**Table 1** shows that 118 new dwelling units have been constructed in Aurora from the period since the 2000 Census through 2007. This new construction brings the total number of dwelling units within the city to 380. Of the new units added between 2000 and 2007, 117 were single-family dwellings and 1 was a manufactured home. No multi-family dwellings were constructed.

**Table 1 - Housing Element  
Housing Development, Aurora  
2001-2007**

Year	Housing Starts	
	Single-Family	Multi-Family
2000	1	0
2001	1	0
2002	2	0
2003	19	0
2004	39	0
2005	24	0
2006	31	0
2007	1	0
Total	118	0

Source: City of Aurora building permit data and Marion County Public Works, 2009

## 2. Housing Needs Analysis

This section presents estimates of housing need for various age and income sectors in the city. The needs analysis data in this chapter come from a housing needs model created in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on Census figures. Other sources of information include *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.*, a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both owner-occupied and rental housing units at either end of a 20-year period from 2009 to 2029.

The analysis of housing need is based on the following assumptions:

- (1) Vacancy Rates. At any given time, a number of homes within the community are vacant. The 2000 Census identified a 4.5 percent vacancy rate in Aurora. The analysis assumes that this rate will remain the same in 2029.

(2) Persons per household. The analysis uses the 2000 Census household size of 2.64 persons per household and assumes that this household size will remain the same in 2029.

(3) The analysis does not include any reference to persons living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories. The 2000 Census did not identify any persons living in group quarters in Aurora. The analysis assumes that this trend will continue through 2029.

(4) The ratio of owner-occupied units to rental units found in the 2000 Census would remain the same in 2029. It is assumed that 84.8 percent of all units will be owner-occupied units and the remaining 15.2 percent of all units will be rental units.

(5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. The analysis assumes that economic conditions in 2029 will be similar to those in 2000.

### 3. Current Housing Needs

**Table 2** shows various elements of the local housing market in 2007. The table uses the 2007 population projection for Aurora developed by The Center for Population Research at Portland State University.

**Table 2 - Housing Element  
Housing Status  
Aurora, 2007**

Population	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
955	2.64	380	363	17	307	55	84.8	15.2

Source: 2000 U.S. Census, Center for Population Research at Portland State University, 2007

While 15.2 percent, or 55 units, of current housing are rental units, the housing needs model shows that 70 rental units are currently needed. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. Census and building permit data shows that 14 multi-family units are currently located in Aurora. The 2000 Census showed that approximately 75 percent of all local rental units were single-family residences. Using this percentage, approximately 41 single-family units are currently used as rental units. Combined with the 14 existing multi-family units, the estimated supply of rental units in Aurora consists of 55 units where 70 units are needed. As shown in **Table 3**, the estimated supply of rental housing units in Aurora does not meet the current need for rental units. An

additional 4 multi-family units and 11 single-family dwelling units are needed to meet the current rental unit housing need.

**Table 3 - Housing Element  
Rental Housing Supply and Need  
Aurora, 2007**

Rental Units Needed	Existing Multi-Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
70	14	41	55	(15)

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2008

The current code allows for duplexes in the low-density residential (R-1) zone and single family attached residences, duplexes, and triplexes are permitted under the medium density (R-2) zone. In addition, the code allows for dwelling units on the second floor of commercial structures and accessory dwelling units in the Commercial (C) and Historic Commercial Overlay (HC) zones. It is the city's belief that the need for multi-family and rental housing can be met through developments in these various zones.

**4. Projected Housing Needs**

The 2029 population projection for Aurora is 1,804 persons. This projection has been accepted by Marion County for the City of Aurora through a coordinated process required under state law (ORS195.036) and should be adopted by Marion County in 2010. As shown in **Table 4**, 684 dwelling units will be needed to accommodate this population.

**Table 4 - Housing Element  
Projected Housing Need  
Aurora, 2029**

Population (projected) <sup>1</sup>	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units <sup>2</sup>	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
1,804	2.64	684	653	31	554	99	84.8	15.2

Source: 2000 U.S. Census and MWVCOG, 2009

<sup>1</sup>The 2029 population projection has been coordinated with the projections for Marion County as required by Oregon Revised Statutes 195.036.

<sup>2</sup> Based on an assumed vacancy rate from the 2000 U.S. Census of 4.6 percent.

Table 5 shows the total number of additional dwelling units that will be needed for the period from 2009 through 2029. The Oregon Housing and Community Services housing needs analysis assumes three dwelling units will be removed from the inventory over the next 20 years, resulting in an additional three dwelling units being added to the 304 additional dwelling units needed to meet the 2029 population. With 380 existing residential units in 2007, an additional 307 new housing units will be needed to accommodate the 2029 population.

**Table 5 - Housing Element  
Additional Dwelling Units Needed in Aurora by 2029**

Total Dwelling Units 2007	Total Dwelling Units 2029	Additional Dwelling Units Needed
380	684	307

Source: U.S. Census, City of Aurora, and MWVCOG, 2008

**Table 6** shows the residential units needed by 2029. Of the 307 new residential units, approximately 47 new rental units will be needed. The analysis of new rental units assumes that approximately 25 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, then, approximately 12 new multi-family residences and 35 additional single-family dwellings will be needed to meet the projected need for rental units in 2029. In addition, as shown in Table 3, the number of rental units currently available is approximately 55 units (14 multi-family and 41 single-family dwelling units) and an additional 4 multi-family units and 11 single-family dwelling units are needed to meet the current rental housing need of 70.

Consequently, in order to meet existing and projected need for rental unit housing, a total of 15 new multi-family units will be needed over the next 20 years and 47 new single-family dwelling units will be needed over the next 20 years.

**Table 6 - Housing Element  
Additional Dwelling Units Needed in Aurora by 2029**

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

Source: MWVCOG, 2008

#### D. Land Use and Buildable Lands

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

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

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control,

annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

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

**Land Use Element - Table 1  
Developed Land Uses within the Aurora UGB  
By Zone, 2008**

<b>Zoning Designation</b>	<b>Acres<sup>1</sup></b>	<b>Percent of Total Area</b>
Historic Residential Overlay (HRO)	69.11	18%
Low Density Residential (R-1)	124.62	33%
Moderate/Low Density Residential (R-2)	36.02	9%
Commercial (C)	54.94	14%
Industrial (I)	47.94	13%
Flood Hazard (FH)	48.36	13%
<b>Total</b>	<b>380.99</b>	<b>100%</b>

Source: MWVCOG, 2008.

<sup>1</sup> Acreage data is from the Marion County Assessor and does not include public rights-of-way.

**1. Buildable Lands Inventory**

For each land type (residential, commercial, and industrial), the analysis was broken into two parts. First, the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The findings then describe the amount of buildable land located between the city limits and UGB. Land in this area is zoned by the County until it is annexed into the city. The City's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential lands includes totals for land that is completely vacant or land that has infill potential.

OAR 660-0254-0050 provides the following assumptions for local governments with populations less than 25,000 in inventorying buildable lands to accommodate housing needs:

- (a) 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 and assuming that the remainder is buildable land;
- (b) Existing lots of less than one-half acre that are currently occupied by a residence may be assumed to be fully developed.

The following parameters, based upon the above residential "safe harbors", are used to determine whether land is partially vacant or has infill potential.

- Vacant residential land includes all residentially zoned parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$10,000. The minimum lot size for residential parcels in Aurora is 5,000 square feet.

- Residential parcels with infill potential consist of those residentially zoned parcels that are at least 21,780 square feet (0.5 acres) in size with an improvement value of at least \$10,000. This analysis assumes that 10,890 square feet (0.25-acres) is devoted to the existing house, with the remainder considered infill.

Vacant lots of record were also included in the inventory as long as they were approximately 3,000 square feet.<sup>1</sup> The Aurora Municipal Code permits the construction of dwelling units on a residentially zoned lot of record having less width or depth than required by the code, provided that either all required setbacks are complied with or a variance is granted.

The analysis of commercial and industrial land includes totals for land that is completely vacant or land that has infill potential.

OAR 660-024-0050 provides the following assumptions for a local government inventorying land to accommodate industrial. A local government may assume that a lot or parcel is vacant if it is:

- (a) Equal to or larger than one-half acre, if the lot or parcel does not contain a permanent building; or
- (b) Equal to or larger than five acres, if less than one-half acre of the lot or parcel is occupied by a permanent building.

The following parameters, based upon employment land “safe harbors” under OAR 660-0009-005, are used to determine whether land is partially vacant and/or with infill potential.

- Vacant employment land includes commercial or industrial zoned parcels equal to or larger than 21,780 square feet (0.5 acres) that do not contain a permanent building
- Employment land with infill potential includes commercial or industrial zoned parcels equal to or larger than 217,800 square feet (5.0 acres) where the improvement occupies 0.5 acres or less of the parcel. These were identified by properties with improvement values of \$10,000 or more and a review of aerial photos to determine whether or not 0.5 acres or less was occupied by buildings or improvements.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, flood hazards, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

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<sup>1</sup> Lots of Record is defined in the Aurora Municipal Code as, “a legally created lot meeting all applicable regulations in effect at the time of creation”.

- Slope hazard areas- As defined by AMC, slope hazard areas are those areas subject to a severe risk of landslide or erosion. They include any area containing slopes greater than or equal to fifteen (15) percent.
- Flood Hazards Zone- Those properties identified by the Aurora Zone and Comprehensive Plan maps as Flood Hazard and prohibit the development of dwelling or commercial use structures.
- Wetlands- The National Wetlands Inventory does not identify any areas of wetlands within the Urban Growth Boundary. Those potential wetland areas within the Flood Hazard zone are shown as Flood Hazard.

**Figure 1** shows vacant and infill land within the Aurora urban area by Comprehensive Plan designation.

### 1. Residential Land

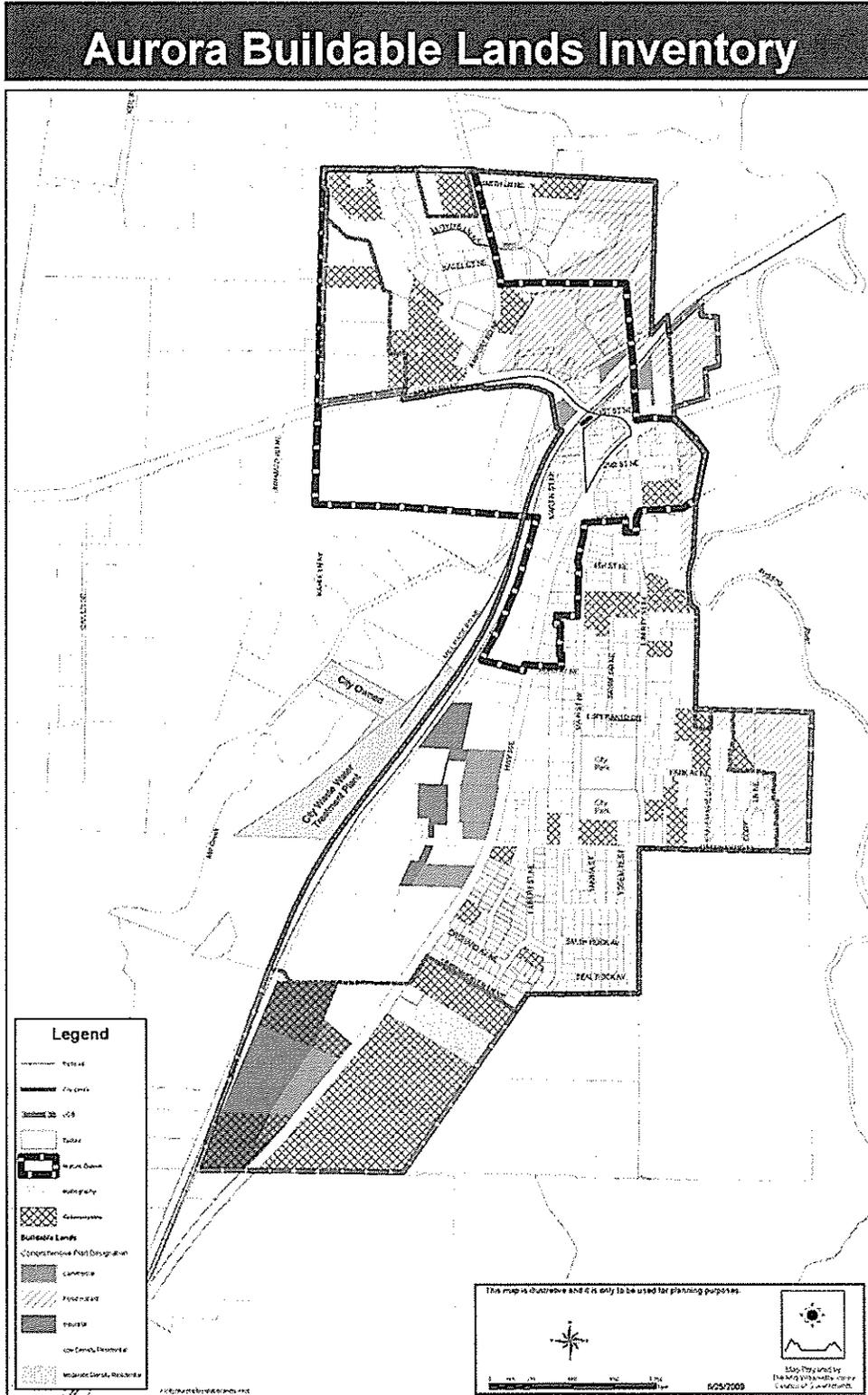
**Table 2** shows the amount of buildable land for each residential zoning district within the Aurora urban area (both city limits and UGB). Approximately 103 gross buildable acres are available for residential development within the urban area. Of that amount, approximately 51.4 acres are available within the city limits and an additional 51.5 acres are available between the city limits and UGB. Approximately 127 acres within the Aurora UGB are currently developed for residential uses.

**Land Use Element - Table 2  
Buildable Residential Land  
Aurora, 2008**

Zone/Plan Designation	Vacant (acres)	Infill (acres)	TOTAL
<b>Within the City Limits</b>			
Historic Residential Overlay (HRO)	0.66	17.90	18.56
Low Density Residential District (R-1)	24.44	6.13	30.57
Low/Moderate Density Residential District (R-2)	1.41	0.86	2.27
<b>Buildable Acres Within the City Limits</b>	<b>26.51</b>	<b>24.89</b>	<b>51.4</b>
<b>Between the City Limits &amp; UGB</b>			
Historic Residential Overlay (HRO)	12.39	3.91	16.3
Low Density Residential (R-1)	0	14.22	14.22
Low/Moderate Density Residential (R-2)	5.1	15.85	20.95
<b>Buildable Acres Between the City Limits &amp; UGB</b>	<b>17.49</b>	<b>33.98</b>	<b>51.47</b>
<b>Buildable Acres Within the Urban Area</b>	<b>44.0</b>	<b>58.87</b>	<b>102.87</b>

Source: Marion County Assessor data, MWVCOG, 2008.

Figure 1 – Buildable Lands Map



## 2. Commercial Land

**Table 3** shows that approximately 8.8 gross vacant acres are available for commercial development within the Aurora city limits. Approximately 4.1 acres designated for commercial use can be considered as having infill potential. No vacant commercial land is located between the city limits and urban growth boundary. Approximately 42.2 acres within the Aurora UGB are currently developed for commercial use.

**Land Use Element - Table 3  
Buildable Commercial Land  
Aurora, 2008**

Zone/Plan Designation	Vacant (acres)	Infill (acres)	Total
<b>Within City Limits</b>			
Commercial District (C)	8.8	0	8.8
<b>Buildable Acres Between the City Limits &amp; UGB</b>	0	4.1	4.1
<b>Buildable Acres within the Urban Area</b>	8.8	4.1	12.9

Source: Marion County Assessor data, MWVCOG, 2008.

## 3. Industrial Land

**Table 4** shows the amount of buildable land for the industrial zoning district within the Aurora urban area. Approximately 13.6 acres designated for industrial use can be considered vacant while 4.32 acres designated for industrial use can be considered as having infill potential. Approximately 30 acres within the Aurora UGB are currently developed for industrial use.

**Land Use Element - Table 4  
Buildable Industrial Land  
Aurora, 2008**

Zone/Plan Designation	Vacant (acres)	Infill (acres)	Total
<b>Within City Limits</b>			
Industrial District (I)	5.15	0	5.15
<b>Buildable Acres Between the City Limits &amp; UGB</b>	8.51	4.32	12.83

<b>Buildable Acres Within the Urban Area</b>	<b>13.66</b>	<b>4.32</b>	<b>17.98</b>
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Source: Marion County Assessor data, MWVCOG, 2008.

## 2. Land Needs Analysis

The buildable lands inventory is used in conjunction with the 2029 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

### *Future Residential Land Needs*

#### Average Net Density

To determine the amount of land needed for future residential development, it is necessary to calculate the average net density for the various types of housing developments including low-density residential, medium-density residential, and the historic residential overlay zone.

Average net densities were developed based on the size of residential lots developed since 2001. It should be noted that the city's sewer system came online in 2001 and not all developments included in 2001 were approved under the revised minimum lot sizes. The average net densities have continued to increase since the sewer system came online. The average net densities used to conduct the analysis of future residential land needs are:

#### Historic Residential Overlay- 3.4 units/acre

Subdivision	Zone District	Single-Family Units	Net Acres Developed	Net Density (units/acre)
Kasel Court	HRO	20	7.01	2.9
Lloyds Lane	HRO	5	2.19	2.2
Sharabarin	HRO	9	2.3	3.9
2001 – 2008 Partitions	HRO	0	0	0
<b>Total</b>		<b>34</b>	<b>11.5</b>	<b>3.0</b>

#### Low-Density residential – 4.7 units/acre

Subdivision	Zone District	Single-Family Units	Net Acres Developed	Net Density (units/acre)
Keil Park I	RS	40	7	5.7
Keil Park II	RS	39	6.75	5.8
Peyton Circle	RS	4	0.64	6.3
Albers Way	RS	10 <sup>2</sup>	3.83	2.6

<sup>2</sup> Net acres does not include Lot 3000 with approx. 338,897sq feet zoned as Flood Hazard.

2001 Partitions	RS	6	1.47	4.1
2002 Partitions	RS	0	0	0
2003 Partitions	RS	0	0	0
2004 Partitions	RS	0	0	0
2005 Partitions	RS	7	1.73	4.1
2006 Partitions	RS	9	3.53	2.6
2007 Partitions	RS	2	0.26	7.7
2008 Partitions	RS	2	0.42	4.8
<b>Total</b>		119	25.6	4.7

**Medium-Density residential – 7.9 units/acre**

Map & Tax Lot	Zone District	Single-Family Units	Net Acres Developed	Net Density (units/acre)
Orchard View	RM	38	4.58	8.3
Ottaway Rd	RM	3	0.48	6.3
New Colony Parks I	RM	12	1.61	7.5
New Colony Parks II	RM	16	1.76	9.1
Filbert Street	RM	13	1.45	8.9
Hazelnut Park East	RM	4	0.71	5.6
Hazelnut Park West	RM	7	0.99	7.1
2001 – 2008 Partitions	RM	2	0.47	4.3
<b>Total</b>		95	12.05	7.9

The housing needs analysis (see Housing Element - Table 5) identified 307 new residential units that will be needed to accommodate the projected 2029 population of 1,804 persons. Of the 307 new residential units, 15 percent, or approximately 47 units, are needed to meet projected need for rental units. Based on 2000 Census figures, about 75 percent of the local rental market is comprised of single-family residences. Therefore, of the additional 47 rental units, it is assumed that 12 units will be multi-family housing units and 35 units will be single family residential.

In addition, as shown in Housing Element - Table 3, the current rental market supply is currently about 15 units short of meeting the existing need (4 units of multi-family rental housing and 11 units of single family rental housing). Consequently, in order to meet existing and projected need for rental market housing, 16 additional multi-family units will be needed over the next 20 years and 46 single family units will be needed.

**Table 5** shows the amount of buildable residential land needed through 2029 to accommodate various types of housing, including multi-family housing and manufactured homes.

**Land Use Element - Table 5  
Projected Housing Mix and Residential Land Needs  
Aurora, 2029**

	Existing	Units	Percent of	Net Density	Acres
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Housing Type	Units 2007	Needed 2029	New Units	(units/acre)	Needed 2029
Single Family	366	307	95%	4.7	65.3
Multi-Family	14	16	5%	7.9	2.03
Total	380	322	100.0%		67.33

Source: MWVCOG, 2009.

Looking back at **Table 2**, adequate vacant, partially vacant, or infill land is available to accommodate future housing needs within the existing urban growth boundary. The buildable lands analysis found that approximately 103 acres are available for residential development within the entire urban area, with 51.4 acres available within the city limits. An estimated 67.33 acres will be needed to accommodate residential growth through 2029, as shown in **Table 5** above.

Approximately 2 acres of land designated for multi-family development will be needed by 2029. **Table 2** shows that about 2.27 acres of land currently zoned R2 is currently available for development within the city limits. Duplexes are also allowed in the R1 Zone and some of the need for multi-family land can be met through development of duplexes in this zone.

Approximately 65.3 acres will be needed for single-family residential development through 2029. **Table 2** shows that about 44.8 acres of land currently zoned R1 is currently available for development within the Urban Growth Boundary and an additional 34.9 acres of land zoned Historic Residential Overlay are available for development for a total of 79.7 acres.

Overall, 67.3 acres are needed to accommodate future single- and multi- family development. **Table 2** shows that 51.4 acres are available within the city limits to meet future residential needs and 51.47 acres are available between the city limits and Urban Growth Boundary.

Oregon Administrative Rules (OAR) 660-024-0040(9) allows for a local government to estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for residential land needs. **Table 6** shows adding the 25 percent for public land uses as allowed by OAR 660-024-0040(9) means that an estimated 84.1 acres will be needed to accommodate Aurora's 20-year land needs for future residential development. The buildable land needs analysis found that approx. 102.87 acres are available for residential development within the entire urban area, with 51.4 acres available within the city limits.

**Table 6**  
**Summary of Residential Land Needs**  
**Aurora, 2029**

2029 residential land needs	67.3
Additional land needed for public uses- streets, parks, etc. (25% of 20-year land needs)	16.8
Total land needed for residential use through 2029	84.1

Land currently available within the existing UGB for residential development	102.87
Surplus of land needed for future residential use	18.77

**Future Commercial and Industrial Land Needs**

The Economics Element of the Comprehensive Plan includes a 2029 forecast of local employment (see the Economics Element - Table 6). One purpose for forecasting local employment is to determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development.

**Table 8** shows the forecasted 2029 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance; Professional Services; Administration; Education; Health and Social Assistance
- Industrial: Construction; Manufacturing; Wholesale Trade; Transportation and Warehousing
- Public: Local, State and Federal Employment

Agriculture, Forestry, Fishing and Hunting are not included in the analysis below as these are assumed to predominately occur outside of Urban Growth Boundaries. Public employment is removed from further analysis as growth in the public sector employment is assumed to occur on existing public lands.

**Land Use Element - Table 8  
Total Employment Growth by Land Use Type**

Sector	2007	2029	New Employment 2007-2029	
			Total	Percent
Commercial	105	142	37	48.1%
Industrial	90	121	31	40.3%
Public	25	34	9	11.7%
<b>Total</b>	<b>220</b>	<b>297</b>	<b>77</b>	<b>100.0%</b>

Source: MWVCOG, 2009.

Several assumptions were made to convert the employment growth shown in **Table 8** to vacant acres needed for commercial and industrial uses. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. This analysis assumes that one (1) percent of employment growth will consist of employees who work at home.

- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. A analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Using employment data and the buildable lands analysis, estimates of commercial and industrial employment per acre in Aurora were determined. For developed properties in the Industrial (I) and Commercial (C) Zones, which allows a broad mixture of uses, Marion County Assessor data was used. Based on this information, this analysis assumes 2.5 employees per acre for commercial uses and 3.0 employees per acre for industrial uses. Employees per acre ratios used in similar studies in Independence were 11 employees/acre for commercial and office development and 15 employees/acre for industrial development. A Carlton study used 15.8 employees/acre for commercial development and 10.2 employees/acre for industrial development. The City uses their current employee/acre estimates with the understanding that employee/acre ratios may increase as employment growth occurs and that use of the current City ratio allows for greater employee/acre density to occur.
- **Employment on vacant or infill land.** The recently completed buildable lands inventory for Aurora identified both vacant and infill commercial and industrial land. This analysis does not distinguish between vacant or infill land in determining where new employment will occur. The analysis assumes that 89 percent of employment growth occurs on land that is either vacant or infill. (The remaining 11 percent consists of employees working at home or new employment on existing developed land.)

**Table 9** shows the amount of vacant or infill land needed to accommodate new commercial and industrial employment growth through 2029. Approximately 22.5 acres will be needed for projected employment growth through 2029.

**Land Use Element - Table 9  
Commercial and Industrial Land Needs  
Aurora, 2006-2029**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Infill Acres Needed
Commercial	37	2.5	1	3	33	13.2
Industrial	31	3.0	0	3	28	9.3
Total	68		1	6	61	22.5

**Table 10** shows a comparison of land needed to accommodate new employment growth (demand) and the available supply of vacant and infill land. The comparison shows that sufficient commercial and industrial land is available within the Aurora urban area to meet the forecast demand. Public facilities are available for all of the vacant or infill commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage.

**Land Use Element - Table 10**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Aurora, 2009**

Land Use Type	Vacant/Infill Acres
<b>Supply</b>	
Commercial	12.9
Industrial	17.98
<b>Total Supply</b>	<b>30.88</b>
<b>Demand</b>	
Commercial	13.2
Industrial	9.3
<b>Total Demand</b>	<b>22.5</b>
<b>Surplus (Deficit)</b>	
Commercial	(0.30)
Industrial	8.68
<b>Total</b>	<b>8.38</b>

Source: MWVCOG, 2009.

### **III. LOCAL ECONOMY**

Statewide Planning Goal 9 (Economic Development) requires cities to provide an adequate supply of suitable sites for a variety of industrial and other employment uses. This section of the Aurora Comprehensive Plan serves as an Economic Opportunity Analysis (EOA) to fulfill the Goal 9 requirements and ensure an adequate supply of land is available for new and expanding businesses in Aurora over the 20 year planning horizon. Among other uses, an EOA also helps a community better understand its economy and plan for economic development initiatives. This element of the Comprehensive Plan includes a description of the economic trends combined with an assessment of the community's economic strength and weaknesses to determine the economic development potential of the area.

This chapter also includes a description of the amount of land and types of sites needed to fulfill Aurora's economic needs over the next 20 years. This assessment of future land needs is compared with the supply of vacant and underutilized commercial and industrial lands available to determine whether or not there are any deficiencies in the land supply. The chapter concludes with a discussion of the planning implications and policy recommendations.

#### **Overview of the Aurora Economy**

Religious leader Dr. William Keil originally established Aurora in 1856 as a communal utopian colony. After the colony was disbanded in 1883, the community's homes and businesses were converted to private ownership. For most of the period since, Aurora's economy, like much of the northern Willamette Valley, has been built on the agricultural and forest products industries. Since the closure of the last lumber mill in the 1980s, several small manufacturers and metal fabricating businesses have located in the community, adding employment diversity to the more traditional agricultural and service sectors.

Aurora has seen growth in commercial and retail services in recent years and has attempted to attract visitors and shoppers with an identity tied to its preserved historic buildings, a historic colony museum complex, antiques retailers and special historic-themed events. The central business district, consisting of four blocks near the center of town, includes restaurants, offices, showrooms, services stations and antique stores. Antique businesses comprise the majority of commercial activities in town and serve as a major attractor of dollars into the local economy. A second commercial area is located south of the central business district along Highway 99E and consists of antique stores, grocery and retail shops, storage and service facilities, small manufacturing, and various offices.

Additionally, the Aurora State Airport, located approximately one-quarter of a mile from the current city limits and Urban Growth Boundary (UGB), includes a substantial number of limited commercial activities and uses related to the airport and general aviation. The city is currently experiencing very rapid growth, with a 47% increase in population between the years 2000 and 2008<sup>3</sup>.

**Table 1** shows employment data within the Aurora urban growth boundary in 2007 based on employer records provided by the Oregon Employment Department.

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<sup>3</sup> 2008 Oregon Population Report. Population Research Center, Portland State University.  
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**Economics -Table 1  
Aurora Covered Employment  
2007**

<b>Industry<sup>4</sup></b>	<b>Number of Jobs</b>	<b>Percent of Total</b>
Construction (23)	15	8.1%
Manufacturing (31); Wholesale Trade (42), Transportation and Warehousing (48)	60	32.4%
Retail Trade (44); Arts, Entertainment (71); Accommodation and Food Service (72)	45	24.3%
Finance, Insurance (52), Professional Services (54)	24	13%
Administration (56); Education (61); Health and Social Assistance (62)	16	8.7%
Public Sector (Local, State and Federal Employment)	25	13.5%
<b>Total</b>	<b>185</b>	<b>100%</b>

Source: State of Oregon Employment Department (compiled 2009) sorted and summarized by MWVCOG.  
\* Two-digit North American Industry Classification System (NAICS) code.

### **National, State and Regional Economic Trends**

The Aurora economy is influenced by much larger economic trends and forces at the national, state and regional levels. How well the overall economy is performing at the national level and in the statewide, Portland and Salem metropolitan areas will have major impacts on Aurora businesses. Recent economic trends and the economic outlook in these larger areas are the primary basis for our expectations of future economic development in Aurora.

#### **National Economic Trends**

National trends that will influence economic development in this region over the next 20 years include<sup>5</sup>:

- Continued westward migration of the U.S. population and the increasing role of amenities and other non-wage factors as determinants of the location decisions of households and firms.
- Growth in Pacific Rim trade, with economic growth in China and India as a driving force.<sup>6</sup>

<sup>4</sup> The industry Agriculture, Forestry, Fishing & Hunting (11) while employing a reasonable number of employees within the Urban Growth Boundary is excluded here as the employment number is allocated to one large employer within the UGB according to the Office of Employment and for confidentiality purposes cannot be reported. In addition, future employment under this industry tends to be located outside of UGB's.

<sup>5</sup> ECONorthwest, *Woodburn Economic Opportunities Analysis, June 2001*

<sup>6</sup> E. D. Hovee, & Company, LLC: Marion, Polk, and Yamhill Counties *Regional Economic Profile and Strategic Assessment*, March 2007

- The growing importance of education as a determinant of wages and household income.
- The decline of employment in resource-intensive industries and the increase in employment in service-oriented and high-tech manufacturing sectors of the economy.
- The increasing integration of non-metropolitan and metropolitan areas.
- The rebound of U.S. manufacturing focused on production of durable goods.<sup>7</sup>

### State Economic Trends

The Oregon Employment Department forecasts that total employment in Oregon will add close to 240,000 jobs between 2006 and 2016, an increase of 14 percent<sup>8</sup>. For Region 3, which encompasses Marion, Polk, and Yamhill Counties, the forecast calls for an increase from 179,800 to 205,600 jobs, also an increase of 14 percent. In Region 15, Clackamas County, directly to the north of Aurora, has a forecast calling for an increase in total nonfarm employments from 144,200 in 2006 to 165,300 for 2016, an increase of 15% over the period. The forecasted growth is close to the average ten-year job growth since 1973, but not as large as the state experienced in the 1990's with the growth of the high-tech manufacturing industry. The Oregon Employment Department identified three broad industries that are expected to account for nearly 60 percent of the state's job growth:

- Professional and business services
- Education and health services, and
- Trade, transportation and utilities.

The Employment Department forecasts additional job losses in the resource-based manufacturing sectors, although at a decreasing rate from the previous forecast period. The Willamette Valley, combined with the Portland Metro Area, are expected to add the majority of jobs over the forecast period.

### Regional Employment

**Table 2** shows covered employment data for the North Marion County region and for Clackamas County. Combined employment in the communities of Aurora, Gervais, Hubbard, Scotts Mills, and Woodburn reached 17,402 in 2007. A large portion of the areas employment is based in trade, transportation, and utilities (29 percent of total

<sup>7</sup> E. D. Hovee, & Company, LLC: *Marion, Polk, and Yamhill Counties Regional Economic Profile and Strategic Assessment*, March 2007.

<sup>8</sup> State of Oregon, Employment Department. *Employment Projections by Industry 2006-2016*, April 2009.

jobs). Natural resources and mining also provided 20 percent of total jobs, followed by federal, state, and local government, which provided 11 percent of jobs. While trade, transportation, and utilities also make up a large portion of Clackamas employment (23 percent of total jobs), the region has larger percentages of employment in the financial, professional, business and health service sectors.

The Employment Division reports that manufacturing employment in the area is varied, with wood products and food and beverage manufacturing accounting for almost one-half of total manufacturing employment. The remaining manufacturing employment was in furniture and related products, machinery, metals, and chemicals, plastics and minerals-related products and transportation equipment manufacturing.

**Economics -Table 2  
North Marion County Covered Employment by Industry  
2007**

Industry	North Marion	Clackamas County
Trade/Transportation/Utilities	29%	23%
Natural Resources/Mining	20%	0.1%
Government	11%	12%
Manufacturing	10%	13%
Education/Health Services/Social Assistance	5%	11%
Construction	10%	8%
Leisure/Hospitality	6%	9%
Professional/Business Services	4%	12%
Other Services	2%	4%
Financial Activities	2%	7%
Information	1%	1%
Total	100.0%	100%

Source: State of Oregon Employment Department, Employment Snapshot of North Marion County, 2007.

**Table 3** shows projected employment within Marion, Polk, and Yamhill counties for the period from 2006 through 2016. Industry employment in the region is expected to grow from 179,800 in 2006 to 205,600 in 2016. Industry employment in Clackamas County is expected to grow from 144,200 in 2006 to 165,300 in 2016. This represents a growth rate of 15 percent. This represents a growth rate of 14 percent. Oregon's statewide industry employment is also projected to increase by 14 percent over this time.<sup>9</sup>

**Economics -Table 3  
Employment Projections by Selected Industry  
Marion, Polk, and Yamhill Counties, 2006 and 2016**

Industry	2006	2016	Percent Change 2004-2014
Total Non-Farm Payroll Employment	179,800	205,600	14%
Manufacturing, Total	21,800	22,200	2%
Durable Goods	11,900	12,200	3%
Non-durable Goods	9,900	10,000	1%
Non-Manufacturing, Total	158,000	183,400	16.1%
Construction	11,300	12,900	14%
Financial activities	8,700	9,700	11%
Wholesale and Retail Trade	30,100	33,600	12%
Services	60,400	73,600	21.9%
Government	44,300	50,200	13%

Source: State of Oregon, Employment Department. *Regional Profile Industry Employment in*

<sup>9</sup> Oregon Employment Department, *Regional Profile Industry Employment in Region 3, 2002.*

The Oregon Employment Department indicates that the services and construction industries will experience the most significant job growth within the region through 2016. The region's agricultural and food processors will continue to struggle as they face national and international competition. Manufacturing is forecast to grow more slowly than the average of all industries over the period through 2016.<sup>10</sup>

## **Economic Opportunities and Constraints**

The following section examines factors that influence economic growth opportunities in Aurora, including a discussion of the City's economic strengths and weaknesses. By identifying the City's strengths and weaknesses, the City can begin to understand which industries have the greatest potential for growth and expansion and what issues the city should work on to improve economic opportunity within the area.

### **Location**

Originally known as the Aurora Colony, the City of Aurora was incorporated in 1893. Based upon its proximity to agricultural land within the Willamette Valley, the installation of the Aurora State Airport in 1943, and its proximity to Portland and Salem, the community has continue to develop as essentially a bedroom community to surrounding larger communities. The city's proximity to Salem and Portland markets has resulted in a number of small manufacturing and warehousing locations. Additionally, commercial businesses specializing in antique store, grocery, and retail goods have located in the commercial zoned areas in the central business district and along Highway 99E.

While Aurora's location serves as an advantage for local manufacturing companies and industries that desire a location in close proximity to the Salem and Portland metro areas, the City's proximity to Woodburn, which is less than a ten miles south of Aurora, puts the City at an economic disadvantage for meeting the commercial, retail, and service needs of the local population. However, the city's surrounding natural amenities continue to spur a significant housing growth and as the City's population continues to grow, there will be a corresponding increase in the demand for convenient commercial services to meet the needs of local residents.

### **Transportation**

Available transportation access is one of the most important factors affecting economic development. Transportation affects the cost of doing business at a location. Firms depend on ready transportation access to ship and receive goods. Ready access allows for reduced production costs and more convenient automobile access for customers and employees.

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<sup>10</sup> Oregon Employment Department, *Regional Profile Industry Employment in Region 3, 2002*.

State Highway 99E runs north/south through the City of Aurora and connects Salem and Portland markets with a number of communities in north Marion County. Interstate 5 serves as the primary transportation artery in the Willamette Valley and is located approximately three (3) miles west of Aurora. Access to Interstate 5 is conveniently located via the Donald Interchange (Exit 278), which connects Ehlen Road to Interstate 5, or via the Hubbard Cutoff Road which connects Highway 99E to Interstate 5. Access to the interstate is efficient with few lights and required stops and the route is more efficient than other connections to I-5 to the north and south.

Railroads can be an important form of transportation for businesses that need to transport bulky inputs and finished products. While Aurora is served by the Southern Pacific Railroad that runs north/south through areas zoned for industrial use, railroad access is not available for much of these industrial lands.

### **Airport**

Located approximately one-quarter of a mile to the northwest, the state owned Aurora State Airport and related private businesses employ a work force of over 960<sup>11</sup>, most of whom do not live in the immediate vicinity of Aurora. However, the airport's payroll has an impact on the local economy with an average annual wage of \$56,710 in 2007<sup>12</sup>. The Aurora State Airport is the busiest State-owned airport and the overall fifth busiest airport in Oregon. The facility serves a wide-range of charter, corporate, and recreational users and there are a number of businesses at the airport providing services such as fuel sales, maintenance, storage, charter, aircraft sales, and flight training<sup>13</sup>.

Although excluded from the Urban Growth Boundary, the city and county recognize that the airport and related development will have a significant economic impact upon Aurora. The generation of jobs at the airport will have a secondary effect on increased patronage of local businesses and the potential for cluster industries developing within the UGB. For this reason, the area has been designated as one of joint city and county concern.

In 2008, the City of Aurora, Oregon Department of Aviation, and Marion County signed an Intergovernmental Agreement (IGA) providing for land use planning coordination between the three parties and identifying the Aurora State Airport and surrounding lands as an "area of special mutual concern". The City of Aurora and the Oregon Department of Aviation shall continue to work together to identify relationships needed to achieve mutually beneficial goals and the impact of the Airport on the local economy and on livability issues.

### **Utilities**

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<sup>11</sup> Oregon Aviation Plan 2007. Oregon Department of Aviation.

<sup>12</sup> Oregon Employment Department 2007.

<sup>13</sup> Aurora State Airport Master Plan Update. October 2000. Prepared by W&H Pacific, Inc.

The City water system serves the domestic water needs within the industrial and commercial areas but the existing distribution system needs to be upsized and properly gridded in order to meet the updated Water Master Plan's recommended fire flows. The Water System Master Plan, adopted March 2009, also recommends the installation of a water treatment system no later than 2013, a proposed one million gallon storage tank and booster pump station upgrade be completed no later than 2018, along with other recommended distribution system improvements. With the completion of recommended improvements, the system will be able to meet the City's water and fire flow demands through the 20-year planning period.

The City's wastewater treatment facility, completed in 2001, is expected to serve an ultimate population of approximately 1,600 persons. Based upon the recently adopted population projection of 2.8% Average Annual Growth Rate (AAGR) and current treatment capacity, an expansion to the system will be needed sometime before 2024. The City does not currently have a Wastewater Master Plan, but plans to develop a master plan by 2012. It is estimated that the existing collection system and force mains will be able to meet the demands of the 20-year planning period, but the wastewater pump stations will most likely need maintenance and/or capacity upgrades within the next 10 years.

Areas available for development and zoned for commercial and industrial uses can be served with water and sewer services, but full build-out of these areas may be contingent upon the need to make the above mentioned water and sewer improvements.

### **Land Cost**

The OregonProspector.com is the state's official public-private website for site consultants and businesses interested in relocating or expanding a business in Oregon. This site provides an on-line database of available commercial and industrial properties in Oregon. A May 2009 database search listed fifteen (15) vacant properties in Marion County with advertised sales prices, the majority of which are located in Salem. These properties range in size from 0.06 acres to 146 acres at the recently created Mill Creek Industrial Park. Sale prices for the properties range from \$63,706/acre to \$317,174/acre with an average sales price of \$147,919/acre.

While none of the properties listed are in Aurora, Marion County Assessor records show that the real market value of several industrial properties in the community as approximately \$76,934/acre. While this obviously does not represent a comprehensive market survey, it does indicate that land costs, particularly in relation to the Salem markets, may be lower in the Aurora area and competitive for the Portland area. Lower land cost is often a primary reason for the firms to locate in smaller communities.

### **Quality of Life**

Quality of life is a subjective standard that is hard to quantify. It includes economic factors, such as income, employment, and housing costs, as well as non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Quality of life plays a role in economic development because it affects the relative attractiveness of the city to migrants. Net migration is expected to comprise about 70 percent of Oregon's population growth over the next 20 years.<sup>14</sup> A more attractive quality of life may help Aurora attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, such as construction, services, and retail trade, but some may also start new businesses in the community.

In 2000, the Oregon Downtown Development Association (ODDA) completed the Aurora Downtown Improvement Plan. The Aurora Downtown Improvement Plan makes a number of recommendations intended to improve the appearance of both the Highway 99E commercial area and the City's Historic District. The Plan also recommends pedestrian and streetscape improvements for both of these areas as well as architectural improvements and infill recommendations for the downtown. Since then, the City also contracted with ODDA to complete an Urban Renewal Feasibility Study to look into the potential establishment of an Urban Renewal Area. The City has strived to increase pedestrian connectivity and recently received a grant from the Oregon Department of Transportation Bicycle/Pedestrian Grant Program for sidewalk and pedestrian improvements along the portion of Highway 99E from Main Street to Bob's Avenue. Construction of the project is scheduled to be completed in August 2009.

In 2008, the City contracted with a landscape architect to develop conceptual plans for improvements to the existing City Park and plans for the future development of a new city park at the north end of town. In 2009, the Aurora Parks Committee submitted a grant application for improvements to the existing city park and will continue to pursue funds for the establishment of the new city park.

Finally, the City completed a community visioning process to create the Aurora 2017 Vision Report. The 2007 Report includes themes and guiding principles which reflects the community's voice to enhance its historic identity while promoting economic development. The 2017 Vision Report will guide the community in its continued efforts to maintain an attractive and desirable location for Aurora's current and future residents and business community.

## **Labor Force**

The cost, availability, and skill-level of the local labor force can affect the comparative advantage of a community. One indication of work availability is an area's unemployment rate. The Mid-Willamette Region (Region 3) tends to have slightly lower unemployment rates when compared with Oregon. In the 2001 recession and the years that followed, unemployment rates in the region reached levels not experienced since the recession of the early 1980s. The region's unemployment rate has since declined

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<sup>14</sup> Oregon Office of Economic Analysis, *Long-Term Population and Employment Forecast for Oregon*, 1997.

significantly as the economy came out of the recession. Seasonally adjusted unemployment for March 2008 was 5.5% for Oregon, while the seasonally adjusted unemployment for the Salem MSA was 6.0%. Although the region's unemployment level may be lower than the state's, the region's jobless rate has generally risen and fallen with the state and national jobless rate, following broader economic and labor market trends. The Oregon Employment Department forecasts Region 3 will continue to have unemployment rates consistently below Oregon's, sometimes by as much as one (1) full percentage point. As a whole, Region 3 will continue to benefit from a more stable labor force than Oregon's rural counties that depend on seasonal employment in agriculture and tourism.

Marion County residents generally enjoy a lower jobless rate for a number of reasons, including higher education levels among its residents and their ability to commute to such communities as Salem, where employment in state government is largely stable, and Portland, where employment is more greatly diversified. The unemployment rate for Marion County in March 2008 was 5.6 percent. In general, a lower unemployment rate does not provide a comparative advantage in a tight labor market.

The Oregon Employment Department notes that in-migration will continue to be a significant factor in determining long-term growth in Region 3, despite the region's having a natural population increase rate that is higher than the state.<sup>15</sup> From 2005 to 2040, projections from the Oregon Department of Administrative Services indicate the region's growth will be considerable higher than the state's (region 64 percent) (state 50 percent). New residents create demand for goods and services and also supply additional workers.

### **Training Opportunities**

The Woodburn Campus of Chemeketa Community College (CCC), which is located within a few miles of Aurora, offers workforce training and career development services. In concert with the Oregon Employment Department, CCC has developed the Woodburn Job and Career Center to assist job seekers find available jobs and receive training to enhance their job skills. The Job and Career Center can also provide specialized training workshops for employers. The Woodburn Campus also offers services to support small business owners through training programs, mentorships, and information on other available resources such as Small Business Administration Loans.

### ***Marion, Polk, and Yamhill Counties Regional Economic Profile and Assessment***

In March 2007, E.D. Hovee & Company, LLC produced the Marion, Polk, and Yamhill Counties Regional Economic Profile and Assessment. The document is intended as a "first step in a regional strategic planning process for the Marion-Polk-Yamhill County

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<sup>15</sup> Oregon Employment Department. *Regional Population Profile - Region 3, 2006*.

region”.<sup>16</sup> The report includes a strategic assessment of the region that includes strengths, weaknesses, opportunities, and challenges as shown in **Table 4**.

**Economics - Table 4  
Marion, Polk, and Yamhill Counties Strategic Assessment**

<i>Strengths</i>	<i>Weaknesses</i>
• Natural Resources with metro proximity	• Low-skilled, low-wage labor force
• Population center with industrial land	• Air, rail, and Highway 99W transportation issues
• Small business innovation	• Education link to economic development?
• State capital with traded sector businesses	• Slow state job growth & no urban sizzle
• Distinctive, livable communities	• Long intra-regional work commutes
<i>Opportunities</i>	<i>Challenges</i>
• 21 <sup>st</sup> century focus on the Pacific Rim	• Job outsourcing
• Pacific Northwest economic and cultural icons (Microsoft, Starbucks, etc.)	• Icon maturation – what's next?
• Livability plus active lifestyle	• Declining regional affordability
• Ethic of green by design and “just do it”	• Geographic isolation from U. S. markets
• U.S. manufacturing resurgence	• Industrial sustainability

Source: Marion, Polk, and Yamhill Counties Regional Economic Profile and Assessment, 2007, page iii.

The Regional Economic Profile and Assessment includes a competitive advantage analysis using IMPLAN. IMPLAN is an input-output model intended, which is an input-output model that can assess the total economic impacts of specific local economic sectors and interrelationships between various local economy sectors and the state.<sup>17</sup>

The IMPLAN model was used to analyze 506 industry sectors of the three-county regional economy. The analysis was intended to identify sectors that are better suited to the region. The analysis found five business clusters that rate highly for comparative advantage within the three county region. These five clusters account for about 56 percent of the region’s 2003 employment based on the IMPLAN county data. These clusters include:

- Agriculture, Food and Beverage Products – including a number of agri-business activities ranging from farming to manufacturing of both commodity and specialized food and beverage products.
- Metals, Machinery and Equipment (including Electrical) – including specialties with a high concentration currently within the region, such as iron and steel mills, secondary

<sup>16</sup> Marion, Polk, and Yamhill Counties Regional Economic Profile and Strategic Assessment, March 2007, page 1.

<sup>17</sup> Marion, Polk, and Yamhill Counties Regional Economic Profile and Assessment, 2007, page 39. E.D. Hovee & Company.

<sup>18</sup> Marion, Polk, and Yamhill Counties Regional Economic Profile and Assessment, 2007, page 42. E.D. Hovee & Company

nonferrous metals processing, ball and roller bearing manufacturing, enameled iron and metal sanitary ware, textile packaging machinery, computer terminals, electric lamp bulbs and parts, and dental equipment.

- Forest Products (including Logging) – including sectors with a high concentration currently within the region, such as prefabricated building manufacturing.
- Specialty Materials Manufacturing – ranging from fabrics to aggregate materials to petro-chemical products.
- Trade sector services- including sectors with a high concentrations currently within the region, such as office administrative services, higher education, and state and local non-education.<sup>18</sup>

### **Business Clustering**

The Oregon Department of Economic and Community Development (OECDD) has adopted a “cluster-based strategy” as a means of promoting economic development throughout the state. Industry clusters refer to groups of similar or interrelated firms that share common markets and technologies and which draw on similar work skills.

The strategy has two primary aims:

1. To understand traded industry clusters that are important sources of innovation, entrepreneurship and employment growth in the state; and
2. Develop policy initiatives to promote collaboration among businesses, facilitate the development of public-private partnerships and create effective incentives to support the growth of traded industry clusters.<sup>19</sup>

Based on a 2003 study of Oregon's industries, the cluster initiative focuses on eleven broad industry groups with significant concentrations of employment in Oregon relative to the US economy as follows

- High technology/software
- Forest products/wood/paper
- Food processing and agriculture
- Apparel and sporting goods
- Transportation equipment
- Creative services
- Recreation-related

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<sup>18</sup> Marion, Polk, and Yamhill Counties Regional Economic Profile and Assessment, 2007, pages 40-42. E.D. Hovee & Company

<sup>19</sup> From the website: <http://www.oregon4biz.com/inn.htm>

- Metals/machinery
- Nursery products
- Professional services
- Biomedical

Under the clustering concept, businesses thrive in particular locations because their network of local connections to a specially- skilled local workforce and the availability of local suppliers in proximity to one another generates business advantages that can not easily be imitated or competed away by low cost competitors.<sup>20</sup>

### ***Oregon Site Certification***

Industrial Site Certification documents and assembles information needed by a business considering acquisition and use of a site. A certified site meets specific, market-driven criteria based on the standards of real estate professionals and of the industries that would develop and operate at these locations. Each site receives a consistent level of analysis for development issues.<sup>21</sup>

In order to be considered for certification, an industrial site will need to contain at least 10 net contiguous developable acres, and preferably, the site should be 25 or more acres in size, as well as vacant. Project-ready sites have had necessary environmental and other investigations performed, but they may necessitate that additional capital investment or mitigation work is undertaken during an up to 180-day period.

Each site will be certified for one or more of eight industry profiles. The use of industry development profiles allows the State to identify needed facilities or site improvements and develop capital investment or mitigation plans prior to certification or an actual recruitment.<sup>22</sup>

The industry profiles used for the first round of certification are:

- Heavy Industrial Manufacturing
- General Manufacturing
- Food Processing
- High Technology manufacturing/processing
- Campus Industrial/Electronics and Computer Assembly
- Warehouse and Distribution
- Call Center/Business Services

<sup>20</sup> From the website: <http://www.oregonclusters.org/faq.html>

<sup>21</sup> From the website: <http://www.econ.state.or.us/IC.htm>

<sup>22</sup> From the website <http://www.econ.state.or.us/ICfacts>.

- Rural Industrial

### **City Policies Affecting Economic Development**

The overall Economic Policies (Goal 9) for the City of Aurora as stated in the Comprehensive Plan are:

#### **Objectives:**

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

#### **Policies:**

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

As part of the 2009 update of the Comprehensive Plan, the following additional economic development policies were adopted:

4. The City will work to create a Wastewater System Master Plan to identify needed improvements and funding options for needed improvements to continue to support wastewater capacity in the industrial and commercial areas.
5. The City encourages the location of businesses within the community that create wages able to support a family.

6. The City will support projects and development in commercial areas consistent with the City's adopted 2017 Vision Report for Aurora.
7. The City will work with Oregon Department of Aviation and Marion County to fund a Feasibility Study to examine the extension of a water and sewer service to the Aurora Airport industrial district.
8. Consistent with Marion County Framework Plan policies, the City of Aurora has conducted an Economic Opportunities Analysis (EOA) consistent with the Goal 9 Rule (OAR Chapter 660, Division 9) that:
  - (a) Describes state and regional economic trends;
  - (b) Inventories lands suitable for employment use by parcel size;
  - (c) Assesses community economic development potential;
  - (d) Forecasts future employment; and
  - (e) Estimates the amount of land needed in Commercial and Industrial plan designations to accommodate future employment;

### **Summary of Economic Opportunities and Constraints**

Aurora has a number of economic opportunities that will help foster economic growth and development over the next 20 years. The city has a number of smaller, less than five (5) acres, vacant industrial and commercial parcels without physical constraints, with good transportation access, and public utilities available. Aurora is located nearly equidistant from the Portland and Salem metro areas, which are easily accessed via Highway 99 and Interstate 5. The proximity to larger markets has attracted a number of small manufacturing firms to the city's industrial areas. A number of commercial businesses, specializing in antiques and furniture as well as various office spaces have located in the commercial areas along Highway 99E. The City continues to attract inquiries from these types of firms interested in locating in Aurora.

Economic constraints include the city's proximity to Woodburn, which has a large supply of vacant industrial land with better access to Interstate 5 and a large supply of commercial goods and services within a short drive of Aurora. It is reasonable to expect that Woodburn will continue to serve as the large-scale commercial retail center for the surrounding area. Lower land costs relative to the region, will attract small and medium-sized businesses to Aurora where an emphasis on reducing business costs is more important than direct access to Interstate 5.

### **Local Employment Growth Projection**

Based upon the economic outlook for the state and region, and the economic advantages to doing business in Aurora along with its proximity to the Portland Metropolitan Area, the city can expect to grow as fast if not faster than the region over the next 20 years. Rather than attempt to project the number of new jobs created as a percentage of the region, which is relatively small, this analysis uses the "Safe Harbor"

method to determine employment needs as identified in Oregon Administrative Rules (OAR) 660-024-0040(8). The Safe Harbor method assumes the number of jobs created in the city will grow at a rate equal to the regional job growth rate provided in the most recent forecast published by the Oregon Employment Department (OED). The most recent forecast provided by the OED estimates the region's employment will grow by 14 percent from 2006 to 2016. This same growth rate was extrapolated throughout the 20 year planning horizon through the year 2029 to develop employment projections for Aurora.

Covered employment includes only those workers covered under unemployment insurance. The data tends to underestimate total employment by excluding certain employees, such as business owners and some agricultural workers. Overall, covered employment accounts for only about 81 percent of all employment in Oregon. In **Table 5**, 2007 covered employment is converted to total employment using statewide conversion ratios. The percentage in each employment sector that is reported as part of covered employment is shown in the column titled "Covered Employment Percentage". Estimated total employment in Aurora in 2007 was 220.

**Economics - Table 5  
Covered and Total Employment  
Aurora, 2007**

<b>Sector</b>	<b>Covered Employment Percentage</b>	<b>2007 Covered Employment</b>	<b>2007 Total Employment</b>
Construction	73%	15	21
Manufacturing; Wholesale Trade; Transportation and Warehousing	87%	60	69
Retail Trade; Arts, Entertainment; Accommodation and Food Service	84%	45	54
Finance, Insurance; Professional Services	84%	24	29
Administration; Education; Health and Social Assistance	74%	16	22
Public Sector (Local, State and Federal Employment)	100%	25	25
<b>Total</b>		<b>185</b>	<b>220</b>

Source: State of Oregon Employment Department sorted and summarized by MWVCOG, 2009.

**Table 6** shows the 2029 total employment projection for Aurora. Total employment is projected to increase to 297 by 2029, an increase of 77 jobs. This represents an increase of 35 percent over 2007 total employment and an average annual growth rate of 1.35%. With its large number of small antique stores, predominately run as owner operated, many of these are not included under Retail Trade covered employment. Oregon Employment Department estimates 12% of all business is owner operated and unreported.

**Economics - Table 6  
Total Employment Projection  
Aurora, 2029**

<b>Sector</b>	<b>2007</b>		<b>2029</b>	
	<b>Percent</b>	<b>Total</b>	<b>Percent</b>	<b>Total</b>
Construction	8.1%	21	8.1%	28
Manufacturing; Wholesale Trade; Transportation and Warehousing	23.4%	69	23.4%	93
Retail Trade; Arts, Entertainment; Accommodation and Food Service	24.3%	54	24.3%	73
Finance, Insurance; Professional Services	13%	29	13%	39
Administration; Education; Health and Social Assistance	8.7%	22	8.7%	30
Public Sector (Local, State and Federal Employment)	13.5%	25	13.5%	34
<b>Total</b>	<b>100.0%</b>	<b>220</b>	<b>100.0%</b>	<b>297</b>

Source: 2007 employment data provided by the State of Oregon Employment Department. 2007 data sorted and summarized by MWVCOG, 2009. Local employment projection for 2029 calculated by MWVCOG.

While the City of Aurora current and future employment numbers are not large, it is of note that the Aurora State Airport, just outside of the current Urban Growth Boundary provides a significant employment base. In 2007, the Aurora State Airport employed over 900 persons with an average annual wage of \$56,710<sup>23</sup>. The City should be prepared for a continued high rate of employment growth at the airport and the potential for a higher rate of employment growth within the City due to its proximity to the airport. In order to encourage family wage employment and industries within the city, the city should examine the potential for interrelated industries which can locate within the city limits.

### **Land Demand Analysis**

A primary function of the Economic Opportunities Analysis is to determine if sufficient land is available to accommodate projected employment over the planning horizon. In order to accomplish that, the employment growth forecasted above must be aggregated into general land use categories. Next, the number of new jobs created for commercial and industrial use must be converted into the number of acres needed for commercial and industrial uses over the 20 year planning horizon.

The employment sectors forecasted above were allocated into the following two (2) land use categories:

- Commercial: Retail Trade; Arts, Entertainment; Accommodation and Food Service; Financial, Insurance, and Professional Services; Administration; Education; Health and Social Assistance
- Industrial: Construction; Manufacturing; Wholesale Trade; Transportation and Warehousing.

This analysis assumes growth in the public sector employment will occur on existing public lands and is therefore removed from future analysis.

Agriculture, Forestry, Fishing and Hunting are also removed as these are assumed to predominately occur outside of Urban Growth Boundaries.

**Table 7** shows the 2029 total employment growth by land use type. **Table 7** indicates there will be an estimated 37 new commercial jobs, 31 new industrial jobs created for a combined total of 68 new jobs created by 2029. The public sector jobs are estimated to grow by 9 jobs by 2029 but are not reflected in the analysis below as public sector employment is assumed to be added to existing public lands.

**Economics -Table 7  
Total Employment Growth by Land Use Type  
Aurora, 2007 to 2029**

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<sup>23</sup> Oregon Employment Department, 2009.

Sector	Projected Employment Growth by 2029
<b>Commercial</b>	
Retail Trade; Arts/Entertainment; Accommodation and Food Service	19
Finance and Professional Services	10
Administration; Education; Health/Social Assistance	8
<b>Total increase in commercial employment</b>	<b>37</b>
<b>Industrial</b>	
Construction	7
Manufacturing; Wholesale Trade, Transportation and Warehousing	24
<b>Total increase in industrial employment</b>	<b>31</b>
<b>TOTAL EMPLOYMENT GROWTH</b>	<b>68</b>

Source: MWVCOG, 2009.

To convert the employment growth shown in Table 6 to the number of acres needed by land use type, the density of employment per acre must be estimated. One of the common methods used to determine the job density of an area is to calculate the number of employees per developed acre of land. Using employment data and the buildable lands analysis, estimates of commercial and industrial employment per acre in Aurora were determined. For developed properties in the Industrial (I) and Commercial (C) Zones, which allows a broad mixture of uses, Marion County Assessor data was used. Based on this information, this analysis assumes 2.5 employees per acre for commercial uses and 3.0 employees per acre for industrial uses. The analysis is shown in **Table 8**.

It should be noted that the assumed employees per acre for Aurora based upon developed properties and total employment from the Oregon Employment Department is extremely low as compared to recent Economic Opportunity Analysis completed for similar areas. For example, the City of Independence assumed 11.2 employees per acre for commercial and 15.2 employees per acre for industrial while the City of Carlton assumed 15.8 employees/acres for commercial and 10.2 employees/acre for industrial. The low ratio may overestimate the amount of land needed to meet future total employment. Future demand and growth in the area should see this number rise as competition and growth occurs.

**Economics -Table 8  
Employees Per Acre  
Aurora**

<b>Sector</b>	<b>Total Employment (2007)</b>	<b>Developed Acres</b>	<b>Employees Per Acre</b>
Commercial	105	42.17 <sup>1</sup>	2.5
Industrial	90	29.96 <sup>2</sup>	3.0
<b>Total<sup>3</sup></b>	<b>195</b>	<b>72.13</b>	

Source: MWVCOG, 2009.

<sup>1</sup> Includes 54.94 total acres zoned Commercial (C) minus 12.77 acres determined vacant or infill potential based upon buildable lands inventory.

<sup>2</sup> Includes 47.94 total acres zoned Industrial (I) minus 17.98 acres determined vacant or infill potential based upon buildable lands inventory.

<sup>3</sup> Public "Total Employment" of 25 employees removed from further analysis as assumption is that growth in public sector will occur on existing public lands.

**Table 9** shows the amount of land needed to accommodate new commercial and industrial employment growth through 2029. The recently completed buildable lands inventory for Aurora identified both vacant and infill commercial and industrial lands. The analysis assumes 11 percent of employment growth consists of employees working at home or new employment on existing development land. Approximately 13.82 acres will be needed to accommodate projected commercial employment growth through this period. Approximately 9.3 acres will be needed to accommodate projected industrial employment growth through this period.

**Economics -Table 9  
Land Need by Land Use Type  
Aurora 2029**

<b>Sector</b>	<b>Total Employment Growth</b>	<b>Employees Per Acre</b>	<b>Total Demand (acres)</b>
Commercial	33	2.5	13.2
Industrial	28	3.0	9.3
<b>Total</b>	<b>61</b>		<b>22.5</b>

Source: MWVCOG, 2009.

**COMMERCIAL AND INDUSTRIAL SITE REQUIREMENTS**

An additional consideration is the type of sites needed for future commercial and industrial developments. Site requirements include the physical characteristics required for a particular type of industrial or commercial use to operate, such as parcel size, site configuration, and access to a specific type of transportation facility. Employment growth is forecasted for all of the major commercial and industrial sectors in Aurora over the planning horizon; therefore, it is important that a variety of sites be available to meet the forecasted employment needs

**Table 10** shows the size characteristics of developed commercial and industrial properties in Aurora. Commercial uses in Aurora have developed on properties that are between 3,500 square feet and three (3) acres in size. The average size of developed commercial properties in Aurora is approximately 0.65 acres (26,394 square feet).

Developed industrial properties average about 1.75 acres in size. The current size of developed commercial and industrial parcels in Aurora indicates the need for parcels between one half acre and two (2) acres in size.

**Economics –Table 10**  
**Size Characteristics of Developed Properties by Zone**  
**Aurora 2009**

<b>Zone</b>	<b>Average (acres)</b>	<b>Parcel Size Range (acres)</b>
Commercial (C) <sup>1</sup>	0.65	0.08 – 4.5
Industrial (I)	1.75	0.24 – 5.7

Source: Marion County Assessor data, MWVCOG, 2009.

<sup>1</sup> Includes parcels in the Historic Commercial Overlay

As discussed under the economic opportunities and constraints section above, Aurora is well positioned to see economic growth in small scale manufacturing and retail. A discussion of the specific site requirements for these types of industries is provided as follows.

### **Small Scale Manufacturing**

Small scale manufacturing can thrive in small communities such as Aurora. These businesses often locate on parcels between one (1) to three (3) acres in size that are preferably rectangular in shape with a lot depth of 200 to 300 feet and without severe building limitations. Small-scale manufacturers prefer direct access to a state highway or other well-travel transportation facility. Building configurations should allow for a variety of ancillary uses such as, show rooms and office space. These types of industries do not have as large of an impact as large-scale manufacturers and heavy industries, and thus do not require larger land use buffers of 50 to 100 feet. Consideration should be given to provide some buffering between industrial and residential uses and avoiding truck traffic through residential areas. The current Aurora Municipal Code requires a buffer and screening of up to fifty (50) feet between any nonresidential use which abuts a residential zone in Industrial zones.

While the State has noted a shortage of shovel ready industrial lands to attract employers, the City's proximity to Woodburn, Salem, and Portland markets puts it at a disadvantage as compared to the larger markets. However, marketing one or more larger parcels available for development could potentially attract such a user.

### **Retail and Services**

The city should continue to encourage expansion of existing and new retail and complementary services. The majority of employment growth in retail services will take place in small businesses. Small businesses often lack capital to construct new buildings and therefore, require existing buildings with leasable space. Due to the high turnover in small business start-ups, it is also desirable that building sites provide enough flexibility to accommodate various users. Typically building sizes for restaurant and specialty retail shops are 5,000 to 10,000 square feet. Commercial uses require access to streets with high traffic volumes and visibility to attract customers. These types of uses often locate in close proximity to one another to allow customers the

ability to access other commercial services. Good pedestrian access and attractive streetscapes are important to encourage customers to access nearby services by walking.

## COMMERCIAL AND INDUSTRIAL LAND INVENTORY

In order to determine whether or not there is sufficient land available to meet projected employment over the planning horizon, an up-to-date inventory of the current land supply is needed. The following section identifies the supply of vacant and underutilized employment land within the Aurora Urban Growth Boundary (UGB). **Table 11** shows a summary of the amount of vacant and infill commercial and industrial land available within the Aurora UGB. Physical site constraints, such as steep slopes, wetland, or floodways, were identified in the buildable lands inventory and removed from the amount of land available for development in this inventory.<sup>24</sup> Overall, the industrial and commercial lands are flat and unconstrained beyond the constraints of the railroad to the west and Highway 99E to the east. Access to some of the industrial and commercial properties located south of the central business district and west of Highway 99E have been identified with potential slope access issues requiring fill in order to provide adequate access. However, the slope concerns are not of sufficient cost to justify their removal from the inventory.

**Economics -Table 11**  
**Commercial and Industrial Buildable Lands Inventory**  
**Aurora, 2009**

Zone	Vacant Acres	Infill Acres	Total Acres
Commercial District (C)	8.8	4.1	12.9
Industrial (I)	13.66	4.32	17.98
<b>Total</b>	<b>22.46</b>	<b>8.42</b>	<b>30.88</b>

Source: Marion County Assessor data, MWVCOG, 2009.

**Table 12** shows the number of vacant and redevelopable commercial and industrial parcels by size. A number of small (less than 0.5 acre) commercial and industrial parcels are available for development. The size of available parcels is consistent with the inventory of developed parcels shown in Table 8. The City has a good number of industrial and commercial parcels between 1.5 and 2 acres and larger than 3 acres but there were no parcels smaller than 0.5 acres in size currently identified in the inventory. However, these can be provided based upon demand in the future to provide a more competitive market.

<sup>24</sup> A 2.09 acre Commercial parcel identified as Assessor Map 41W12C, Tax Lot 1900 in the Aurora Comprehensive Plan, was reduced to 1.09 acres as the remainder is zoned Flood Hazard (FH). The property is located within the Aurora city limits and is currently vacant.

**Economics -Table 12**  
**Commercial and Industrial Vacant Land Inventory by Parcel Size**  
**Aurora, 2009**

<b>Parcel Size</b>	<b>Number of Commercial Parcels</b>	<b>Number of Industrial Parcels<sup>1</sup></b>
0.0 - 0.5 acres	0	0
0.6 - 1.5 acres	4	2
1.5 - 3.0 acres	4	2
Larger than 3.0 acres	1	3
<b>Total</b>	<b>9</b>	<b>7</b>

Source: Marion County Assessor data, MWVCOG, 2007.

<sup>1</sup> Includes parcels zoned Industrial-Commercial

**Comparison of Land Demand and Supply**

**Table 13** shows a comparison of land needed to accommodate new employment growth (demand) through 2029 and the available supply of vacant and redevelopable land. The comparison shows that there is sufficient commercial and industrial land available within the Aurora Urban Growth Boundary to meet the projected land demand. In addition, the employee per acre ratio is such that it can be reasonably expected that the number of employees per acre increases in future years.

**Economics - Table 13**  
**Comparison of Supply and Demand for Commercial and Industrial Land**  
**Aurora, 2029**

<b>Land Use Type</b>	<b>Vacant/Infill Acres</b>
<b>Supply</b>	
Commercial	12.9
Industrial	17.98
<b>Total Supply</b>	<b>30.88</b>
<b>Demand</b>	
Commercial	13.2
Industrial	9.3
<b>Total Demand</b>	<b>22.5</b>
<b>Surplus (Deficit)</b>	
Commercial	(0.33)
Industrial	8.68
<b>Total</b>	<b>8.38</b>

Source: MWVCOG, 2009.

<sup>1</sup> Includes parcels zoned Industrial-Commercial

**Short-Term (5 Year) Land Needs**

**Table 14** identifies short-term land needs for the City of Aurora. Short-term land needs are characterized by those lands that will be needed for employment growth within the next five (5) years. Ideally, land available for short-term employment growth is not constrained by the lack of infrastructure or those lands considered unavailable due to land speculation. The five-year demand is approximated as one quarter of the projected 20-year demand. Based upon a review of the buildable lands inventory, the city has adequate commercial and industrial land to meet its short-term land needs. Aurora's short term supply of vacant commercial and industrial lands is not currently constrained by immediate public improvements or natural resource constraints.

**Economics - Table 14**  
**Short-Term Demand for Commercial and Industrial Land**  
**Aurora**

<b>Land Use Type</b>	<b>Vacant/Redevelopable Acres</b>
Commercial	3.7
Industrial	2.6
<b>Total Demand</b>	<b>6.3</b>

Source: MWVCOG, 2009.

Oregon Administrative Rules 660-009-0025 requires that, as part of an Economic Opportunities Analysis, the city must designate enough land to meet the total projected

land needs for each industrial or other employment use category identified in the plan during the 20-year planning period.

### **Key Findings and Future Planning Implications**

Overall, the economy in Region 3, comprised of Marion, Polk, and Yamhill Counties, is expected to experience modest economic growth over the next 20 years. Aurora should be able to capitalize on that growth. Aurora has some comparative advantages related to the availability of suitable commercial and industrial sites that have public services readily available, and transportation access to Highway 99E. While direct access to Interstate 5 is not available in Aurora, Highway 99E connects with Interstate 5 approximately three (3) miles west of Aurora. The city's proximity to the Portland market and Aurora State Airport also places it at an advantage over other Region 3 cities. The city is also located between major markets in Salem and Portland. The City should examine the potential for shared water and wastewater facilities and services to the Aurora State Airport. By encouraging the clustering of inter-related industries, the City can benefit from its proximity to the Airport and could potentially attract additional industrial and commercial businesses within the City.

Total employment in Aurora is projected to reach 297 persons by 2029, an increase of about 35 percent over 2007 total employment. Construction, wholesale trade, and financial service sectors are projected to experience the largest employment growth over the 20-year planning period.

The city's buildable lands inventory shows there are sufficient vacant or infill commercial and industrial lands available to meet the projected need through the year 2029. All vacant and infill properties have services readily available. The type and size of available commercial and industrial sites is typical of sites that have been previously developed.

Some key findings from the analysis to be noted:

- Antiques are a strong economy in Aurora. Aurora should encourage businesses that will complement and improve the existing downtown commercial mix and will enhance downtown's attractiveness to its target markets.
- The City's proximity to the Aurora State Airport and related industries provide an excellent competitive advantage. The City should encourage existing and new businesses to pursue relationships with the airport and the City should market its industrial and commercial lands to attract businesses from outside Aurora that may benefit from proximity to a growing airport.
- The City should continue to evaluate their water and sewer systems to ensure they can continue to meet the needs of industries with large sewer outflows or water demands.
- The underutilized railroad tracks are a potential opportunity.

- Special consideration of the proximity to the Aurora State Airport for industrial needs and complementary services should be taken. The City should determine their ability to zone or develop a new zone specifically related to the provision of complementary industries and services to the Aurora State Airport.
- The City should pursue an Economic Opportunities Analysis (EOA) directly related to the Aurora State Airport and the opportunity to increase local job opportunities related to the airport and airport related industries.
- The City should preserve Commercial (C) and Industrial (I) zoned properties and prevent them from being rezoned.
- Aurora's quality of life is a great advantage to continue to attract employment opportunities.

## IV. HISTORIC DISTRICT

### A. History of Aurora Colony

Aurora was the largest of four towns built in the American west by a communal society founded by Dr. William Keil. Born in Prussia in 1812, he and his wife immigrated to New York where they established a successful tailoring shop. While in New York, Keil became interested in Christian reform movements and developed his own interpretation of the New Testament. With only a limited knowledge of English, Keil found it necessary to sell his shop and travel to Pennsylvania where there was a large population of German speaking people.

While preaching near Pittsburgh, Keil became acquainted with Andrew and Barbara Giesy and their 15 children. Four of the Giesy sons, Andrew Jr., Christian, Samuel and Henry, became students of Keil's teachings and helped spread the "word" in the Pittsburgh area. By 1844, there was a substantial number of Keil followers, including some former members of the Harmony Colony in Economy, Pennsylvania. Due to persecution and the need to be isolated from other basic teachings of the Christian religion, the decision was made to move west. People of all religious backgrounds were accepted into the colony as long as they adhered to Keil's basic Christian principal of "love thy neighbor". The first Christian community founded by the group was called Bethel and located in Shelby County, Missouri. Later, a second community, Nineveh, was founded about sixty miles away from Bethel.

In 1853, Christian Giesy, who had been active in recruiting colonists for Bethel, was chosen to lead an advance party to the Oregon Territory to look for new town sites. The "spies", as the advance party was called, chose a site on Willapa Bay, north of the mouth of the Columbia in the present state of Washington. In 1855 a large wagon train led by Dr. Keil arrived at the Willapa Bay settlement. Within a few months, colony leaders realized that Willapa Bay was too isolated and that a new site should be considered. During the winter of 1855-56 a small party traveled throughout the Willamette Valley in Oregon, finally choosing a site on the Pudding River, about three miles south of its junction with the Willamette River. This site had good water power potential and was on the trail from Oregon City to French Prairie and the upper Willamette Valley. In the spring of 1857 construction of Dr. Keil's home began. When completed, Dr. Keil's home frequently served as a roadhouse for travelers on the overland stage route. During the 1860's, three more wagon trains were sent west from the Missouri colonies and about 100 colonists arrived by ship via the Isthmus of Panama.

The new settlement was known as Aurora Mills and later just Aurora, the name of one of Dr. Keil's daughters. Aurora was a thriving community and generally

known for hospitality, music, fine food, and high quality craftsmanship. As an experiment in communalism and practical Christianity, the Colony was one of the most successful ever attempted.

The experiment endured for nearly 25 years. Unlike other communal, religious, or utopian communities of the time, Aurora had, in the words of Robert Hendricks, "no peculiarity of religious belief, or dress, or living conditions or social relations in any way different from that practiced by its neighbors, other than the one fact that its property was held in common."

Dr. Keil died on December 30, 1877. Two and a half years later on August 1, 1881, the colonies in Missouri and Aurora were legally dissolved and the property was divided among nearly 1000 members. Although there was a board of trustees, Dr. Keil's death left the colonies without a strong leader. It was soon evident that leadership was not the only problem.

The Oregon and California Railroad came through Aurora in 1870, and the effect of outside influences became an increasing factor within the Colony.

In the years before his death, Dr. Keil began making increasing demands upon the young Colony members, first asking that they marry only with other Colony members and later that they not marry at all. These factors, combined with Keil's partial withdrawal from active Colony leadership several years before his death, put the Colony in a state of general discontent.

The economy of the Colony was very good, however, consisting of 23,000 acres of farm land, a thriving town and several mills. Aurora continued as a stop on the railroad for several years after the Colony was dissolved, but it gradually lost its reputation for "old world" hospitality. In recent years, there has been interest in preservation of historic sites and Colony buildings by the Aurora community in general, and by the descendants of former Colony members in particular.

## **B. Historic Inventory**

In April 1974, the 150 acre Aurora Colony Historic District was given the distinction of becoming a National Historic District, the first in Oregon. Detailed on the next page, the district contains 21 buildings and sites considered to be of primary historical significance including homes, stores, mills and a church, hotel, and pioneer cemetery. Most of these remain in private ownership although a few sites have been acquired by the Aurora Colony Historical Society. Some of these, including the Ox Barn, have been converted into a museum complex where the unique treasures of the Colony are preserved and displayed.

These historical roots serve as a focal point for several annual community activities. Each March, there is a spinning wheel showcase, which permits the local residents to display examples of this old-time art. In June, the annual Strawberry Social is held at the Old Aurora Colony Museum; an antique quilt

show is held in October and holiday decorations and activities occur during November and December.

Aurora is known throughout the nation as an antique sales center because of the combination of the City's historic character and the number and variety of antique stores. Aurora is part of the "Circle of Sites" of historical communal societies along with the Shaker communities and other famous groups, past and present.

Because of their contribution to the economic livelihood and social well being of the community, Aurora's historical resources should be maintained and enhanced. To ensure the integrity of these resources, careful management of land use in the historical district is necessary to discourage the inappropriate modification or demolition of historical structures and prevent construction of adjacent buildings which are characterized by incompatible uses and/or architecture. This is accomplished through cultural resources management provisions incorporated in the Aurora Municipal Code. Please see additional historic resource and inventory information attached as Exhibit I-D.

### **AURORA COLONY HISTORIC SITES**

1. Old Aurora Colony Museum - Ox Barn
2. Giesy (Emma Wagner) House, or "Kraus House"
3. Steinbach Log Cabin
4. Keil Cemetery
5. Snyder (Andrew) House
6. Snyder House
7. Fry (William) House
8. Smith (Stephen) House
9. Small Board and Batten House
10. Octagonal Building
11. Colony Store and Hall (Aurora Food Market)
12. Keil (Frederick) House, Synonymous with Elias Keil House
13. Geisy (John) House
14. Miller (Jacob) House
15. Miller House
16. Colony Hotel Site
17. Colony Dam and Mill Pond Site
18. "California" Store Front
19. Sites of Colony Spinning, Lumber and Grist Mills
20. Site of Wilhelm Keil's Gros Haus
21. Site of Aurora Colony Church

## V. RESOURCE INVENTORIES

### A. General Physical Characteristics

#### 1. Topography

Aurora is located on the eastern side of a flat plain known as French Prairie, which includes the entire Marion County region north of Salem. The prairie is bounded on the west by the Willamette River and on the east by the Pudding River. Aurora has a rolling terrain with elevations ranging from below 100 to approximately 200 feet. Slopes of 10% or more are not uncommon, particularly along the Mill Creek and Pudding River stream banks. Flatter land, more typical of French Prairie, is found north and west of the creek and south of the City limits.

#### 2. Climate

The Aurora area has a temperate maritime climate with moderately warm, dry summers and mild, wet winters. Average annual precipitation is approximately 40 inches per year, 60% of which falls between November and February while only 10% occurs between June and September. Snowfall is rare. Prevailing winds are from the west and northwest during the summer and from the south and southwest during the winter. Seasonal temperature variations are relatively small. The average July temperature is 80 degrees while the average January one is 33 degrees. Temperatures below 20 degrees and above 100 degrees are unusual. The frost-free season extends from April through October, approximately 200 days.

#### 3. Soils

Aurora is located in the Willamette River basin which consists of three major physiographic features: The Pacific Coast Range, Willamette Valley Trough, and the Cascade Range. The trough was created as a result of down-folding of regional bedrock which occurred during the formation of the Coast Range. The resulting trough subsequently has been filled with sediment derived from both mountain ranges.

~~As indicated in Exhibit D-7, Soils in and around Aurora are predominantly of the Woodburn-Amity-Willamette association situated on alluvial terraces; a majority are Woodburn and Willamette silt loams, providing some of the most fertile agricultural land in the Willamette Valley.~~

~~Exhibit D-8 identifies development limitations associated with soil type, based on the USDA Soil Conservation Service "Soil Survey of Marion County Area, Oregon".~~ The **USDA** Soil Conservation Service classifies its

soil groups by drainage, percolation and engineering characteristics, among others, in the **“Soil Survey of Marion County Area, Oregon”**. From these are derived development criteria, based on the soil’s subsurface drainage capability and their bearing capacity for building foundations, roads and streets. For urban uses general limitation classifications of slight, moderate and severe are given to the soil groupings. Soils with slight limitations do not require any special design restrictions; urban uses are generally easy to achieve. Moderate limitations have restrictions that can be overcome with planning, careful design and usually greater costs. Severe limitations indicate that urban development is highly questionable and should be severely restricted or not allowed at all.

Woodburn soils are moderately well drained with a surface layer of very dark brown silt loam. The upper part of the subsoil consists of dark yellowish-brown silty clay loam and the lower part, dark brown silt loam. Woodburn soils with slopes greater than 12% limit industrial and commercial development.

For Willamette soils the surface layer consists of a very dark grayish-brown silt loam, the upper subsoil, a dark brown silt loam, the lower subsoil, a dark brown silty clay loam, and the substratum, a dark yellowish-brown silt loam.

Soils of this association are suitable for cultivation of small grains, pasture, hay, orchards, and grass grown for seed. Recently, increasing numbers of berries, vegetables, and specialty crops have also been grown in the Aurora vicinity. However, growth of the latter crop is somewhat limited by lack of adequate irrigation. With the exception of the Willamette series, all soils in the area have a perched water table in winter and early spring. Unless drained, these soils are too wet for the proper cultivation of crops. However, natural drainage ways throughout the association provide adequate outlets for artificial drainage.

Soils of the Cloquato-Newberg-Chehalis association, including Cloquato silt loam and Newberg fine sandy loam, are found primarily within the flood plains of Mill Creek and the Pudding River. Soils of this association are deep and subject to frequent overflow. Consisting of a surface layer and subsoil of dark brown silt loam, Cloquato soils are well drained. Newberg soils are somewhat excessively drained and contain a surface layer of very dark grayish-brown fine sandy loam or silt loam and subsurface layer of dark yellow -brown sandy loam.

Like the Woodburn-Amity-Willamette association described above, these soils are suitable for the production of small grains, grass seed, fruits and vegetables. A protective cover of plants is necessary during winter and early spring, when most flooding occurs.

The City is bounded on the west, north, and east by a terrace escarpment which consists of gravelly and silty alluvium too varied to be classified as soil. Forming the sidewalls of the major streams, this escarpment is moderately steep and thus unsuitable for agricultural production. Development in any area defined as terrace escarpment is severely limited by steep slopes.

Existing vegetation includes Douglas fir, maple, hazel, swordfern, bracken fern, poison oak, tussock, sedges, and grasses. Possible uses include pasture, woodland, and open space.

## **B. Open Spaces and Natural Resources**

### **1. Forest Lands**

Except for a stands of trees in the City Park, along the unnamed tributary to Mill Creek in the Ehlen/Airport Road area and along the Pudding River near the east boundary of the City, there are no significant forest resources within the Aurora City limits. Most of the heavily forested areas within the vicinity are associated with the flood plains of Mill Creek and the Pudding River, all but a small portion of which has been excluded from the proposed UGB. Since flood plains are not appropriate for intense urban development, these resources are not endangered.

Furthermore, there are several soils within the vicinity of the City with high forest suitability ratings although most of these areas are currently utilized for agriculture. The Woodburn silt loams (WuA, WuC, and WuD) have a cubic foot site class rating of 2 while the Chehalis silty clay loam (Ch) and Newberg fine sandy loam (Nu) are site class 3.

### **2. Fauna and Flora**

According to the Oregon Department of Fish and Wildlife, wildlife species in the Aurora area include fur bearers such as deer, muskrat, raccoon, possum, beaver, and fox; and upland game such as pheasants, quail, grouse, dove, and pigeon. The lower Pudding River is used heavily by migratory waterfowl in the fall and winter months. Numerous species of non-game wildlife also inhabit stream areas and adjacent habitats; these include blue heron and many species of songbirds dependent upon vegetation for cover, nesting, and feeding.

A wide variety of fish species frequent the Pudding River and, to a lesser extent, Mill Creek. Winter steelhead primarily use the former for a migratory route. Warm water game fish such as catfish, bass, bluegill, and crappie as well as such non-game species as suckers, carp, and

squawfish are found in large numbers. In addition, rainbow trout and cut-throat trout may inhabit the streams part of the year.

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

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

### **3. Open Space**

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

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

### **4. Water Resources**

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

## **5. Other Resources**

Within the City's urban growth boundary there are no:

Mineral and aggregate resources based on information from Oregon Department of Geology and Mineral Resources (DOGAMI) and USDA Soil Conservation Service.

Ecologically and scientifically significant areas based on information from the Nature Conservancy Inventory;

Singularly outstanding scenic views and sites based on local inventories;

Indigenous energy sources based on local inventories;

Cultural areas other than historic resources based on local inventories;

Wilderness areas based on local inventories;

Potential and approved Oregon recreation trails based on information from Oregon State Parks and Recreation Division;

State/federally-designated wild and scenic waterways based on information from Oregon State Parks and Recreation Division;

Wetlands identified on the National Wetlands Inventory.

## **C. Air, Water, and Land Resource Quality**

### **1. Air Quality**

The City of Aurora is located outside the Portland Air Quality Maintenance Area (AQMA) and, therefore, industries located there generally are subjected to less stringent state and federal air quality standards. Within the City limits, there are no major point sources, i.e. industrial facilities with sufficient air pollution emissions to require operational permits from the state Department of Environmental Quality (DEQ). The nearest major source is Northwest Organic Products, located on I-5 near the Aurora/Donald overpass, well outside the UGB.

In general, the area has no serious air pollution problems although it is subject to occasional haziness due to field burning activities and/or temperature inversions which trap pollutants in the mid-Willamette Valley.

## **2. Noise Quality**

According to DEQ, there are three major noise sources within the vicinity of Aurora:

### **a. Aurora Airport**

As indicated in Exhibit D 6, there is significant area around the airport within the 55 Ldn contour, the level of noise considered to be disruptive to human activities. Although none of this area falls within the proposed UGB, a significant portion of the city/county mutual planning area is affected. In its Aurora State Airport Master Plan updated in 1999, the Oregon Department of Transportation (ODOT) Aeronautics Division addresses these noise problems. The City and the County have an intergovernmental agreement that addresses issues related to Airport Area (Exhibit B). The county, under whose jurisdiction the area lies, has developed specific noise policies and standards affecting land uses.

### **b. Southern Pacific Railroad**

DEQ considers the railroad to be a significant source of noise. Although designated by the Plan as either commercial or industrial, much of the land along the railroad is currently developed for residential purposes. Given the existing houses, it is difficult to mitigate other than by encouraging noise buffers.

### **c. State Highway 99E**

DEQ considers a highway to be a significant noise generator if traffic exceeds 5,000 average daily trips (ADT). The 1999 Aurora Transportation Plan indicates the average daily traffic volumes on Highway 99E range from 8,400 to 14,700 vehicles per day in the Aurora Urban Growth Boundary. The adverse impacts of noise can be moderated slightly by adequate setback and/or noise buffers along the highway as required by the Aurora Development Code.

## **3. Water Quality**

Water quality continues to be an area of concern for Oregon and as such, is reflected by the more recent State and Federal water quality regulations. The Federal Environmental Protection Agency delegated authority to the DEQ to implement the Federal Clean Water Act and parts of the Federal Safe Drinking Water Act in Oregon. DEQ develops standards for the protection of Oregon's rivers, lakes, streams and groundwater quality to keep these waters safe for a multitude of beneficial uses such as drinking water, fish habitat, recreation and irrigation.

The Federal Clean Water Act requires DEQ to develop plans with goals and pollution control targets for improving water quality in various water bodies that do not meet current State water quality standards. DEQ is doing this by establishing limits known as Total Maximum Daily Loads (TMDLs) for each pollutant entering the water system.

Aurora is located within the Willamette Basin, and more specifically within the Molalla-Pudding Subbasin. Several tributaries of the Willamette Basin do not currently meet water quality standards. DEQ completed TMDLs for temperature, bacteria and mercury for the Willamette Basin, including most subbasins, in 2006. However, the Molalla-Pudding Subbasin was not included at that time. More recently, DEQ identified a total of nine (9) pollutants as problems for Molalla-Pudding Subbasin water quality: temperature, bacteria, nitrate, DDT, chlordane, dieldrin, iron, manganese, and arsenic. In December 8, 2008, the Molalla-Pudding Subbasin TMDL was issued as a final order by DEQ.

Once a TMDL has been issued as a final order by DEQ, a Designated Management Agency (DMA) is required to develop and implement a water quality management plan (implementation plan) to meet the requirements of the TMDL. The City has been identified by DEQ as a DMA for the Molalla-Pudding Subbasin and is required to develop and submit to DEQ a TMDL Implementation Plan within 18 months from the date the TMDL is issued as final.

An implementation plan describes the actions that are needed to improve water quality once a TMDL has been established. Generally, a plan includes a list of pollutants of concern and their sources (if known), proposed treatment strategies, a timeline for implementation activities, and proposed methods for monitoring the effectiveness of implementation activities.

The City will continue to respond to new water quality standards as when they become developed. It is anticipated that, at a minimum, higher levels of storm water treatment and testing may be necessary.

DLCD in cooperation with the Division of State Lands, has developed stream bank protection standards known as "safe harbor" setbacks. The City has incorporated these requirements in the update of the Development Code.

#### **4. Natural Hazards**

Some areas within the proposed UGB are characterized by flooding, steep slopes, and/or unstable soils. To minimize risks to life and property, development in these areas must be managed carefully.

##### **a. Flood Plain**

The City of Aurora is located south of the confluence of Mill Creek and the Pudding River, both of which have extensive 100-year flood plains. For the most part, the proposed urban growth boundary is drawn to avoid inclusion of these areas. However, approximately 33 acres in the northeast corner of the UGB are within the Mill Creek flood plain; in addition, a narrow strip of land just inside the City's eastern boundary is within the Pudding's flood plain.

The flood season for streams in Marion County begins in October and extends through April with the majority of larger floods occurring in December and January. Cloquato, Newburg and Amity soils associated with these flood plains are characterized by moderate to poor drainage and are subject to major flooding resulting from prolonged rains or heavy snow melts. According to the USDA Soil Conservation District, limitations on urban development, except recreational uses, for Cloquato and Newburg soils are severe due to flood hazard. Limitations on urban development, except recreational uses, for Amity silt loam are severe due to high seasonal water tables. According to 1972 figures, of all insured disaster losses in the United States, 90 percent were due to flooding. For these reasons, urban development of these areas is inappropriate.

##### **b. Slope**

The Soil Conservation Service classifies its soil groups by drainage, percolation and engineering characteristics, among others. From these are derived development criteria, based on the soil's subsurface drainage capability and their bearing capacity for building foundations, roads and streets. Severe limitations indicate that urban development is highly questionable and should be severely restricted or not allowed at all.

The City is bounded on the west, north, and east by a terrace escarpment which consists of gravelly and silty alluvium too varied to be classified as soil. Forming the sidewalls of the major streams, this escarpment is moderately steep and thus unsuitable for agricultural production. Development in any area defined as terrace escarpment is severely limited by steep slopes.

Slopes greater than 25% primarily are associated with flood plains of the Pudding River and Mill Creek. See Exhibit D-5. Steep slopes and unstable soil conditions render these areas most suitable for forest, recreational, and open space uses. Most of these have been excluded from the urban growth boundary or have been subtracted from the buildable lands inventory.

Additionally, in 1999, the Department of Geology and Minerals (DOGAMI) published IMS-8, Relative Earthquake Hazard Map for Selected Urban Areas in Western Oregon. According to this map, the City of Aurora and the areas within the current urban growth boundary are located entirely in Zone B - intermediate to high hazard.

To avoid potential hazards, the City will require engineering studies to identify special design and structural requirements for sites when slopes greater than 25% or unstable soil conditions are indicated.

**c. Soil Limitations**

Many soil types in the vicinity of the City of Aurora are characterized by poor percolation and permeability which can result in structural instability, flood hazards, and inadequate sewer waste disposal. In the absence of sewers, soil conditions constitute the single most severe constraint to development in the City. While still a concern, with the new sewer system, slope protection focuses more on foundation stability and water quality concerns.

## **VI. PUBLIC FACILITIES**

The City will continue to master plan all public facilities, including sanitary sewer, water, storm water, streets, street lighting, solid waste, parks/recreation, schools, police, fire, health and local government services to insure that the public is provided with safe, efficient and effective public facilities and that new growth provides its fair share of all public services in full compliance with all local, state and federal regulations.

### **A. Sewer**

The City's new wastewater treatment plant was constructed from 1999 through early 2001. This system was originally designed to serve the wastewater discharge of the existing City, as of the year 2000, plus a growth of approximately 61 percent over a 16 year planning period. The new treatment plant is made up of a headworks facility, an aeration lagoon, a storage lagoon, a treatment plant building, four influent pump stations, one dual effluent pump station, instrumentation, irrigation effluent filter, chlorination system, dechlorination system, and irrigation system.

Prior to the design of the City's new wastewater treatment plant, a predesign report was prepared. The 1998 predesign study is the only document found in the records that studies the City's wastewater treatment system. At that time, Aurora had no public wastewater treatment plant and the City was served by individual septic tanks and drain fields.

The City plans to develop a Wastewater Master Plan by 2012. The Wastewater Master Plan will summarize and compile all the basic information relevant to the wastewater system into a single dynamic working document, describe the basic functional parameters of the system, present regulatory requirements and planning and analysis criteria for system improvements and future expansions, present an adoptable 20-year capital improvement plan (CIP), and will serve as a basis for identifying priority needs and funding options.

### **B. Water**

The City of Aurora uses groundwater for all of its municipal water supply needs. The City's overall water system primarily consists of five groundwater wells (only two of which are currently used with a third just now being put into production), a nominal 300,000 gallon bolted-steel above-ground storage tank, a booster pump station, distribution piping, and a supervisory control and data acquisition (SCADA) system.

The SCADA system serves as the central focus for all of the operational, emergency, and monitoring functions of the water system. Well operation is automatically controlled at the central control station located next to the storage

tank in the booster pump station building. Each well is set to turn on or off based on tank water levels.

The City's water system pressures are currently maintained by the use of two small booster pumps and one large fire pump, which run and cycle as needed to meet the system demands. The entire distribution system is served by a single pressure zone with typical system pressures throughout the majority of the City ranging between approximately 50 psi and 70 psi.

In 2008, the City updated the previous 1996 Water System Master Plan. The master plan update was written to comply with the master plan requirements established under the Oregon Administrative Rules (OAR) for Public Water Systems, Chapter 333, Division 061.

Please see Water System Master Plan Update and Map attached as Exhibit D-1 for additional information. With the addition of Well #4 #5 and other Water System Master Plan recommended improvements, the City is anticipated to have adequate water supply to accommodate development throughout the planning period.

The Oregon Department of Environmental Quality (DEQ) and Department of Human Services (DHS) completed "source water assessments" for each public water system in Oregon under the requirements of the Federal Safe Drinking Water Act. One of the components of the assessments was to identify potential risks within the watershed or recharge area that supplies wells, springs or intakes for public water supplies.

The aquifer that provides Aurora's water supply must be protected from negative impacts such as may result from chemical spills, and underground storage tank leaks, and other harmful substances. Drinking water protection involves reducing the risk of contamination of the groundwater, rivers, streams, and lakes that serve as sources of drinking water for local communities. There are currently no State or Federal regulations requiring communities to protect drinking water, but communities can take their own steps to address this issue. The City will consider adding provisions regarding drinking water protection areas within the City to address impact on water quality.

### **C. Storm Drainage Facilities**

Large portions of the City are not served by adequate storm drainage facilities with existing storm drainage systems being undersized or nonexistent. Currently, the City Public Works Department is conducting a survey of existing facilities to determine what remedial program is necessary. Provision of adequate storm drainage for new development is required in the City's Development Code.

The City plans to develop a Stormwater Master Plan by 2011. The Stormwater Master Plan will summarize and compile all the basic information relevant to the

storm drainage system into a single dynamic working document, describe the basic functional parameters of the system, present regulatory requirements and planning and analysis criteria for system improvements and future expansions, present an adoptable 20-year capital improvement plan (CIP), and will serve as a basis for identifying priority needs and funding options.

#### **D. Street Lighting**

The City street lighting system consists of various types and power of lights. The system is maintained and serviced by the Portland General Electric Company (PGE). In a recent survey, a lighting specialist found this system to be adequate.

However, focused planning efforts to enhance the downtown core have led to upgraded lighting standards, with poles of historic character. Generally, provision of street lighting for a new development is required by the City's development code, consistent with PGE standards.

#### **E. Solid Waste**

The City of Aurora contracts with a franchise holder to haul solid waste from individual property owners to the Marion County transfer station at Woodburn. The combustible refuse is then taken to the Ogden-Martin burner in Brooks.

#### **F. Recreation**

Approximately seven acres in size, Aurora City Park is located between Main and Liberty Streets at the south end of the community. Classified as a neighborhood park, it contains a ball diamond, tennis courts, restroom facilities, and a picnic area. The City has also recently constructed a public restroom in downtown, on 2<sup>nd</sup> Street within the Historic Colony District.

The Oregon State Park and Recreation Department recommends 10 acres of parkland for every 1000 residents. The City of Aurora and Aurora Parks Committee recently completed a master plan for a new 9 acre park on property owned by the city located just north of the railroad tracks and east of Ehlen Road.

According to the Department, a community park would be the most appropriate new facility. A community park is defined as one which serves the whole community and is no more than 30 minutes by foot, 20 minutes by bicycle, or 10 minutes by car from the residences it serves. The portion of Mill Creek flood plain included in the proposed UGB is a likely site for a new park since it is not suitable for other urban development. There is also interest in developing a downtown park and/or plaza which would enhance the Historic District's tourist appeal. The City's Vision also anticipates linear greenway parks and pathways along the river and creek.

Other recreational facilities within the vicinity of Aurora include the Pudding River and Mill Creek. In addition there are several county and state facilities, including Champeog State Park, in the north Marion County area.

The City of Aurora adopted a Parks Master Plan in January 2005.

### **G. Schools**

North Marion School District #15 provides the basic public education facilities and programs in north Marion County. The district was formed in 1960 as a consolidation of six smaller districts. The elementary school was constructed in 1962. A 6-room addition to the elementary school and a 3-room addition to the high school were completed in 1965. Additions to the high school were made in 1968, 1975 and 1999. A new middle school was completed in January 1981, and a new pre-kindergarten through second grade was constructed in 2000.

The school district serves grades preschool through 12<sup>th</sup> grade. All the facilities are located on a 64-acre site at the intersection of Boones Ferry and Grim Roads approximately 2 miles southwest of Aurora. Currently, there are no plans for a building site in Aurora. However, the district's planning committee is studying long-range needs.

Only about 20% of the students attending the North Marion County School District live in Aurora. By comparison, approximately 38% live within the City of Hubbard and 10% in Donald. The remaining 32% live in surrounding rural areas.

### **H. Police Protection**

Established in July 1981, the City's Police Department is funded from the tax base approved by voters. The department is manned by full-time staff and volunteer reserve officers. Additional support is available from Marion County sheriff's substation located in Woodburn, approximately eight miles to the southwest. Residents have 24 hour access to the police department via the 911 dispatch service provided by Willamette Valley Communications.

### **I. Fire Protection**

The City of Aurora is served by the Aurora Rural Fire Protection District No. 3. The district is headquartered in Aurora with a second station in Donald. Like the police force, it is operated with a chief and volunteer force. Additional volunteers and equipment are available from the Donald station when needed.

In 1981, the City had an Insurance Standards Organization (ISO) fire insurance rating of 7 on a scale of 1-10, with 10 being no organized fire protection available. This rating is used by the insurance industry to determine insurance premiums. In order to reduce the fire rating, cities normally improve the water system, add additional equipment, and provide more full-time fire fighters. In

1996, the City's fire insurance rating was officially decreased by ISO to 5, because in recent years, the City has improved the water distribution system and the fire district has added additional equipment and improved operations.

Existing fire fighting capacity is adequate to meet current City needs. The department periodically replaces outdated equipment, as the budget allows. It is estimated that existing facilities can service significant residential growth. Existing staff exclusive of volunteers includes a part time Fire Chief and one full time operations manager. More paid staff will only be required at such time that the number of calls daily makes it unfeasible for a volunteer force to cover the demand. Industrial development of the airport could strain existing capacity unless the district requires the installation of internal sprinkler systems in new industrial facilities.

#### **J. Health Services**

First aid services are provided by seven local volunteer firemen trained as Emergency Medical Technicians (EMTs), and four First Responders. Please see Exhibit D-12 attached hereto for additional training information.

Ambulance service is provided by the Woodburn Ambulance Service, with the Canby Fire Department and Tualatin Fire and Rescue providing back up ambulance service. The nearest full service emergency room is located at Meridian Park Hospital, about 10 miles to the northwest in Tualatin. Residents may also use Willamette Falls Hospital in Oregon City. Aurora's residents can seek medical care in Canby, Hubbard, Woodburn, Salem, Silverton, and the greater Portland area.

#### **K. Local Government Services**

All powers of the City are vested in the council which is composed of a mayor, elected for a two year term, and four councilman elected at large for four year terms. The City Council by its charter authority currently contracts for the outside professional consultant services of a City attorney, municipal court judge, City planner, City engineer, financial planner and auditor. The City Council currently employs the City Recorder, Superintendent of Public Works, part-time Police Chief, a full-time Administrative assistant, a part-time finance officer, a full-time public works person, and a full-time wastewater treatment plant operator.

The City Planning Commission is composed of seven members appointed by the Council. Two of the seven members may reside outside the City limits but within the UGB.

Also meeting monthly, the Historic Review Board is composed of five members appointed by the Council. These five members consist of a representative from the Council, a representative from the Planning Commission, a member of the Aurora Colony Historical Society, a resident of the Historic District and either a

licensed builder or architect, or a citizen at large. The Historic Review Board is authorized by the Council to protect the cultural resources within the National Historic District.

Local government activities are conducted in two connecting buildings which house the City offices, Public Works department, council chambers, and police department, located at 21400 and 21420 Main Street NE.

## **VII. TRANSPORTATION**

### **A. Street Classification and Conditions**

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

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

### **B. Highway 99E**

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

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

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

### **C. Main Street**

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

### **D. Ehlen Road**

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

Cut-off) and the Interstate 5 Interchange and serves commercial and industrial facilities at the south end of the Aurora Airport as well as future residential growth in the northwest corner of the City. The City should work with Marion County and the Aurora Airport to encourage widening and straightening improvements to Keil Road cutoff to alleviate the existing physical constraints to truck traffic.

Recently, Marion County completed improvements to Ehlen Road, west to I-5. Improvements included replacement of the Mill Creek bridge.

In anticipation of further development, the right-of-way of Ehlen Road has been increased to 84 feet and a centerline setback of 50 feet should be implemented to provide additional space for future widening and improvements. In addition, creation of access points along the arterial must be carefully designed and developed; county and state highway departments should be consulted prior to allowing any new access points or rights-of-way along Ehlen Road.

#### **E. Airport Road**

Developed at county standards, Airport Road (Market Road 59) parallels the Aurora State Airport and provides access to the City from the north. It is classified as a minor arterial in the Aurora Transportation System Plan.

Use of Airport Road to access the City Center is anticipated to increase as the airport industrial district continues to develop. Any future development, access, or right-of-way along the Airport Road should be carefully reviewed and designed to reduce potential traffic hazards. Furthermore, development standards should be formulated which accommodate increased automobile and truck traffic resulting from future airport development, while protecting and enhancing pedestrian and non-motorized vehicle traffic.

#### **F. Local Streets and Ways**

The Transportation System Plan identifies all major streets and provides guidance for development of a collector system, as well as a local street network. As areas of the community are developed, public rights-of-way should be built to City standards. Where necessary, additional right-of-way should be dedicated as part of the development process. The City's Vision calls for a "walkable village" atmosphere.

## **G. Mass Transit**

Mass transit is defined as any form of passenger transportation that carries multiple members of the public on a regular scheduled basis. It can include buses, taxis, shuttle trains and carpools. The Canby Area Transit (CAT) provides public transportation service to North Marion County, including the City of Aurora. CAT fixed route service to Canby and Woodburn is provided several times a day at fixed stop locations.

The Union Pacific Railroad currently does not make freight stops in Aurora and there is no passenger service available.

With assistance from the state and the City of Salem, the Mid-Willamette Valley Council of Governments developed a carpool program which is available to all cities in Marion County, including Aurora. The carpool matching program is now operated by the City of Salem, and continues to be available to all commuters, regardless of where they live. However, due to the community's size and the variety of destinations, carpooling is not a feasible alternative for many Aurora commuters.

Although Tri-Met does not serve north Marion County, a number of commuters in the Aurora area drive or use CAT to Canby and Wilsonville to catch commuter buses. As the cost of commuting increases, greater numbers of commuters may avail themselves of this service. Therefore the City will continue to coordinate and support Wilsonville's Smart system and Canby Area Transit, which now has routes to Salem and Woodburn's bus system, in an effort to enhance transit options.

As local employment opportunities increase, the need for inter-city mass transit should be somewhat reduced. The close proximity of employment opportunities would allow residents to take advantage of means of transportation other than automobile.

## **H. Bicycle/Pedestrian Facilities**

As indicated above, Aurora's transportation system is almost totally dependent on the automobile and, thus, offers few alternatives for the transportation disadvantaged. The county has adopted an element of its transportation plan to address the needs of this segment of the population.

Sidewalks are not common and minimal bicycle paths or trails have been developed within the City. Bike paths occur intermittently along a portion of Ehlen and Airport Roads. The TSP calls for bike lanes and/or multi-use paths along Ehlen Road, Airport Road and Oregon 99E to provide designated bicycle facilities to serve the entire city.

A pedestrian sidewalk along 99E is being implemented incrementally by the Oregon Department of Transportation, working with the City of Aurora, as funding and slope conditions allow. For details of the planned pedestrian facilities, please see the 2009 Aurora Transportation System Plan.

## VIII. GROWTH MANAGEMENT

### A. Urban Growth Boundary

In April 1986 and again in 2009, the City of Aurora and Marion County signed an agreement to establish and manage an urban growth boundary. As indicated in Growth and Urbanization Land Use section, there are approximately 381 acres of land within the UGB, approximately 103 acres of which are considered vacant or redevelopable.

The existing Urban Growth Boundary contains an adequate supply of residential properties based on projected population for the 20 year planning period. However, due to the size and location of commercial and industrial parcels, a need for additional commercial and industrial parcels is anticipated within the next 20 years.

The following locational and size factors were taken into consideration when the UGB was originally established in 1979 and reviewed in 2001 and 2009.

The UGB coincides with manmade features and boundaries including a rail line and roads, property lines, and City limits.

Approximately two-thirds of the UGB lies between the Southern Pacific Railroad and the Pudding River. These provide a natural buffer between urban uses and the rich farmlands further to the west and east.

The remaining one-third of the UGB extends north-westerly from the current City toward the Aurora Airport, itself the focus of continuing development. In addition, this area encompasses almost the entire portion of the Aurora Colony Historic District now located outside the City boundaries.

According to its original master facility plans, it was both technically and economically feasible for the City to extend water and sewer service throughout the UGB, as this property was and still is needed for urban development. Therefore, the UGB constitutes the City's urban service area. The City's wastewater system has adequate capacity to serve the existing City limits and some additional extension into the UGB. The recently updated Aurora Water Master Plan (2009) shows adequate capacity to serve the existing city limits and UGB while also identifying improvements needed to ensure continued water quality and the ability to accommodate future growth.

In order for the City to provide public facilities and services to all of the land currently located with the UGB, the City will have to first make certain that capacity exists to serve all of the vacant land currently located within

the City limits and then carefully and incrementally expand public facilities and services into the UGB.

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

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

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

## **B. Growth Management Framework**

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

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

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

As shown in the Annexation Criteria below, a three tier priority system shall manage sequencing of future annexations. However, in order to allow annexation there must be sufficient sewer and water system service capacity to serve all net buildable lands inside the City, plus the proposed annexation area. No reserve system service capacity needed to serve the existing City limits shall be allocated to serve an area to be annexed.

**NOTE:** For the purposes of this policy, Service System Capacity includes both treatment and collection for sewer; and both supply and distribution for water. It further is calculated based on the maximum density or intensity of land use allowed by the various land use designations.

## **2. Density and land development within City Limits.**

It is the City's intent to promote maximum efficient use of available lands inside of the City limits prior to annexation of additional lands within the UGB. Yet, in doing so the City also desires to spread the cost of urban services to the largest logical and legal amount of vacant land.

The City's targeted overall average residential density of 6 units per acre applied to the Buildable Lands Inventory. The targeted density is not a mandatory delivery level, as actual densities are intended to vary by employing an average density criteria in order to create variety. However, to ensure efficient use of available land, the City has established minimum density thresholds as set forth in the Annexation criteria.

Residential zoning will be categorized into the following density districts:

- a. R1 Low Residential Density Zoning: Average lot size 7,500 square feet = 4.36 units per acre.
- b. R1H Historic Residential Density Overlay: Average lot size 10,000 square feet = 3.27 units per acre
- c. R2 Moderate Residential Density Zoning: Average lot size 5,000 square feet = 6.53 units per acre.

## **3. Annexation criteria.**

Prior to approving an annexation, it must be found that:

- a. There is sufficient sewer and water system capacity to serve all net buildable lands inside the City at the maximum allowed density, plus sufficient additional capacity to adequately serve the proposed annexation area at its maximum allowed density, and
- b. The proposed annexation complies with the following priority list for annexation:
  - 1. Land which is immediately adjacent to the current City limits, and for which there is sewer and water service immediately available. Residential designated land which is immediately adjacent to the current city limits

and for which there is sewer and water service immediately available must also comply with the 60% of net buildable land and 80% of maximum density requirements described in Subsection b. below.

2. Commercial and Industrial designated land which is located less than 250 feet from the current City limits, and for which sewer and water service can be provided by minor line extensions.
3. Residential designated land which is located less than 250 feet from the current City limits and for which sewer and water service can be provided by minor line extensions when at least 60% of the net buildable land for the applicable zoning district within the current City limits has actually been developed, or is committed to development; and that such development has occurred at an average of not less than the following minimums in the zone, which represents approximately 80% of maximum density:

R-1	3.5 units per acre*
R-2	5.2 units per acre*

\*Note: For properties included in the Historic Residential Overlay, this requirement shall be satisfied if developed or committed to development at a density of 2.6 units per acre. Committed to development means there is a valid approved land development permit, for which approval has not expired under the two year limit.

4. On a case by case basis and without setting precedents for other annexation actions, the City Council may approve a proposed annexation that meets all other annexation criteria, but does not meet the criterion in Subsection (b)(3) above, based on findings that all of the following criteria are satisfied:
  - a. A significant public need exists, within the City limits at the time of the proposed annexation, in at least one of the following:
    1. Efficient provision of municipal utility services; or
    2. Effective multi-modal transportation access and circulation patterns; or

3. Logical and economic provisions of governmental services limited to police, fire, public works, schools, or parks and recreation facilities; and
  - b. Approving the proposed annexation shall address and satisfy the above identified public need.
  - c. Under this exception, the identified public need is not required to be the exclusive purpose of the proposed annexation.

#### **4. Expansion of the Urban Growth Boundary**

Notwithstanding that the City includes vacant land inside the current urban growth boundary, a number of outside factors impact the liveability of Aurora such that the City may need to expand its urban growth boundary for unique historical, economic, land use and transportation reasons.

First priority shall be given to properties to be designated commercial or industrial which provide employment generating uses and for which sewer and water service can be provided. The amount of land required for the use shall not dominate the amount of employment generated by the use.

## IX. POLICIES

### A. Overall Objectives

The objectives of this Comprehensive Plan are to:

1. Implement Aurora's declared Vision.
2. Maintain and enhance the City's historic character and community identity.
3. Influence, manage, and control the transition from rural to urban uses on lands outside the City's UGB which are logically within the City's area of interest for planning.
4. Allow property owners in the urban service area to exercise their right of development, at such time as adequate public services are available, in accordance with comprehensive plan policies and implementing regulations.
5. Meet the intent of state goals and county plans which require rational urbanization and appropriate provision of public facilities.
6. Retain and improve the City's livability and economic stability.
7. Preserve and protect natural features from undesirable effects of growth to the maximum degree practical.

### B. Citizen Participation (Goal 1)

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

**Policies:**

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

### C. Planning Process (Goal 2)

**Objective:** Establish a land use planning process and policy framework document (comprehensive plan) as a basis for all decisions and actions related to use of land and ensure an adequate factual base for such activities.

**Policies:**

1. The City will update its comprehensive plan at least every ten years to ensure that it remains consistent with local issues and concerns. As needed, it will also make amendments to align with new state laws and administrative rules.
2. The City will involve citizens and affected local, state, and federal agencies in the comprehensive plan update process.
3. With construction of the approved public sewer system, the City will coordinate with Marion County to monitor population growth as compared to estimates and official allocations. It is the City's intent to manage the availability of adequate vacant land within the UGB.
4. Elements in the comprehensive plan which will receive special attention include growth and urbanization, transportation, public facilities, recreation, and economic development.
5. The City will modify existing ordinance and/or draft new ordinances, historic preservation guidelines and other measures as needed to implement the provisions of the comprehensive plan.
6. The City Council will adopt procedures and criteria for reviewing applications for plan amendments which are submitted in the period between major plan updates. These will be in compliance with all applicable local and state requirements.
7. The City will seek funding to support increased municipal participation in coordinated planning efforts with Marion County.

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

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

**Policies:**

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

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

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

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

**Policies:**

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

2. The City will encourage plans for development which include preservation of open space areas, and protection of adjacent natural resources, i.e., riparian greenbelts. The City will consider appropriate "Safe Harbor" setbacks to protect stream banks and water quality, consistent with EPA and DEQ standards.
3. The City supports the implementation of the Fish and Wildlife Habitat Protection Plan for Marion County developed by the Oregon Department of Fish and Wildlife.
4. The City will explore the establishment of an inter-governmental agreement with Marion County to manage and enhance historic resources outside of Aurora's UGB.

**F. Air, Water, and Land Resources (Goal 6)**

**Objective:** Enhance community livability by protecting air, water, and land resources.

**Policies:**

1. The City will require all developments to adhere to applicable federal and state air quality standards.
2. The City supports the county's efforts to minimize noise at the Aurora Airport through enforcement of noise standards specified in the county's airport overlay zone, and incorporated into the City's Development Code.
3. The City will more carefully control the relationship of future development to and abutting Highway 99E. Permitted development will be subject to adequate setback and buffer requirements to minimize noise impacts.
4. The City will encourage the planting of trees along its streets and thoroughfares in the downtown corridor as shown in the Downtown Improvement Plan.
5. The City will require future development activities which generate significant noise to adhere to all noise regulations of the State of Oregon.
6. The City will require all development to adhere to applicable federal and state clean water requirements.

**G. Natural Hazards (Goal 7)**

**Objective:** Protect life and property from natural hazards due to flood or landslide.

**Policies:**

1. The City will prohibit any urban development within the 100-year flood plain. These areas will be preserved as agricultural land or open space.
2. The City will require a licensed engineer's assessment of design and structural techniques when appropriate; restrict or prohibit construction of structures on slopes with a 25% or greater gradient; and restrict or prohibit construction on soils which pose a threat to structural stability.

**Implementing Actions:**

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

**H. Recreation (Goal 8)**

**Objective:** Provide adequate recreational opportunities for City residents.

**Policies:**

1. The City will provide additional park and recreational facilities as needed to meet statewide park and recreational standards subject to economic constraints.
2. The City will seek new sources of revenue to finance the acquisition, development, and maintenance of additional park and recreational facilities.
3. The City will explore the feasibility of acquiring a future park site in the northeast portion of the UGB.

## **I. Energy (Goal 13)**

**Objective:** Conserve energy where possible through land use planning, education, and adoption of conservation oriented policies.

### **Policies:**

1. The City will review site design criteria to ensure greater energy efficiency.
2. The City will discourage leap-frog development through its growth management framework.
3. The City will support the local recycling facilities and programs.
4. The City will support development of mass transit, car-pooling, and bicycle and pedestrian facilities to reduce dependence on the automobile.
5. The City will encourage creation of local employment opportunities particularly industries and businesses which are energy-efficient.

## **J. Historic Resource Policies (Goal 5)**

**Objective:** Protect the community's historic character and sense of identity by conserving buildings and sites of historic significance and increasing the zone of control to include more of the original colony property.

### **Policies:**

1. The Historic Review Board will be responsible for:
  - a. Interpreting the requirements of the Historic Preservation Ordinance;
  - b. The protection of identified historic resources from demolition or inappropriate alteration; and
  - c. Maintaining the historic context within which significant sites and structures are located by managing of existing and future development.
2. The Planning Commission will be responsible for interpreting the elements of the Development Code relating to the Historic Commercial and Historic Residential Overlays.

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

### **Objectives:**

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

### **Policies:**

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

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

### **Objectives:**

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

### **Policies:**

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

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

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

**Objectives:**

1. Provide adequate public facilities and services necessary to accommodate the City's growth until the year 2029.
2. Plan and develop these facilities and services in a coordinated, efficient, and economical manner.

**Implementing Actions:**

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

**Policies:**

1. To ensure orderly and economic extension of sewer facilities when available, the City will encourage in-fill and development immediately adjacent to existing City limits before permitting development further out in the urban growth boundary.
2. The City shall consider extension of a sewer line to the Aurora Airport industrial district if it is determined by the City and county that:

- a. The City is the most logical service provider; and
  - b. The extension benefits the City economically; and
  - c. Precautions prevent hook-ups to the line by property owners in the rural area between the urban growth boundary and airport; and
  - d. In full compliance with applicable laws.
5. Water: Guided by the water facilities master plan, the City will extend or require the extension of water mains and construct storage facilities as needed to accommodate increased population growth.
  6. The City will strive to preserve and protect both the quality and quantity of its water source.
  7. To ensure orderly and economic extension of water facilities, the City will encourage in-fill and development immediately adjacent to existing City limits before allowing development further out in the urban growth boundary.
  8. The City shall consider extension of a water main to the Aurora Airport industrial district if it is determined by the City and county that:
    - a. The City is the most logical service provider; and
    - b. The extension benefits the City economically; and
    - c. Precautions prevent hook-ups to the line by property owners in the rural area between the urban growth boundary and airport; and
    - d. In full compliance with applicable laws.
  9. Storm Water Drainage: The City will require future development to include adequate storm drainage facilities.
  10. The City will construct storm drainage facilities in existing neighborhoods where economically feasible.
  11. The City will make appropriate code amendments to implement changes in state and federal water quality standards.
  12. Street Lighting: The City will require future development to include adequate street lighting facilities.
  13. Solid Waste: The City will support Marion County in its efforts to manage solid waste disposal.
  14. Schools: The City supports increased coordination between the school district and City, particularly in regards to educational objectives, community plans, and large scale development proposals.

15. The City will encourage the use of school facilities to increase the availability of recreational opportunities for area residents.
16. Police Protection: The City will continue to provide police protection at levels deemed adequate to maintain public safety.
17. Fire Protection: The City will continue its present agreement with the rural fire district unless and until other alternatives become feasible.
18. The City will encourage the District to hire trained fire fighters only when a volunteer force becomes operationally infeasible.
19. The City will make improvements to its water system as needed to ensure adequate storage and fire flows, and to improve it overall fire rating as funding permits.
20. Health Services: The City will encourage the continuing provision of high quality first aid care with prompt access to medical and hospital facilities.
21. Local Government Services: The City will expand government services as the need requires and as funding permits.

## **N. Transportation Policies (Goal 12)**

### **Objective:**

1. Implement the 2009 update of the Transportation System Plan.
2. Encourage transportation improvements which support the community's economic development and create a pedestrian friendly atmosphere.
3. Establish a street system which is consistent with orderly growth, minimizes conflicts with adjacent land use, and provides a circulation system which is safe and efficient for both vehicles and pedestrians.
4. Encourage energy conservation through efficient transportation planning.
5. Promote a multi-agency regional transportation strategy.

### **Policies:**

1. The City will be guided by the updated 2009 Transportation System Plan in developing a transportation system including, but not limited to:
  - a. Continue to identify public transportation services to meet the needs of those who are transportation disadvantaged.

- b. Encouraging the use of carpools, vanpools, and other strategies to increase automobile and energy efficiency.
- c. Continue to provide bike paths and ADA compliant sidewalks to connect schools, parks, and shopping facilities with residential areas when economically feasible.
- d. Establish priorities for the expenditure of state and federal highway funds within the City.
- e. Designate and protect corridors for future collector streets to ensure adequate access for developing areas within the City and urban growth boundary.

**Comprehensive Plan Update  
2009-2029  
City of Aurora**

**Index of Exhibits**

<u>Exhibit</u>	<u>Title</u>
A	General Vicinity Map for the City of Aurora
B	Urban Growth Boundary and Policy Agreement with map of Airport Impact Area (2010)
C	Supporting Documents
<p>The following documents provide additional technical information in support of the Aurora Comprehensive Plan. Each has been adopted separately and are specifically not a part of the Comprehensive Plan itself. Due to the size of the documents, copies are not included with the Comprehensive Plan but are available at Aurora City Hall.</p>	
	<ol style="list-style-type: none"><li>1. 2008 Water System Master Plan</li><li>2. 1996 Wastewater Facilities Master Plan</li><li>3. 1999 Transportation System Plan</li><li>4. 2000 Downtown Improvement Plan</li><li>5. Map of Steep Slopes</li></ol>
D	Historic Resource and Inventory information <ol style="list-style-type: none"><li>1. Map of 1877 Land Holdings of the Aurora Colony</li><li>2. Map of Aurora Colony 1860 to 1870</li><li>3. Map of Aurora Mills- The Colony Town, 1856-1883</li><li>4. Map of Historic Commercial and Historic Residential Overlays</li><li>5. Map of National Historic District</li></ol>
E	Aurora Comprehensive Plan Map
F	Aurora Zoning Map

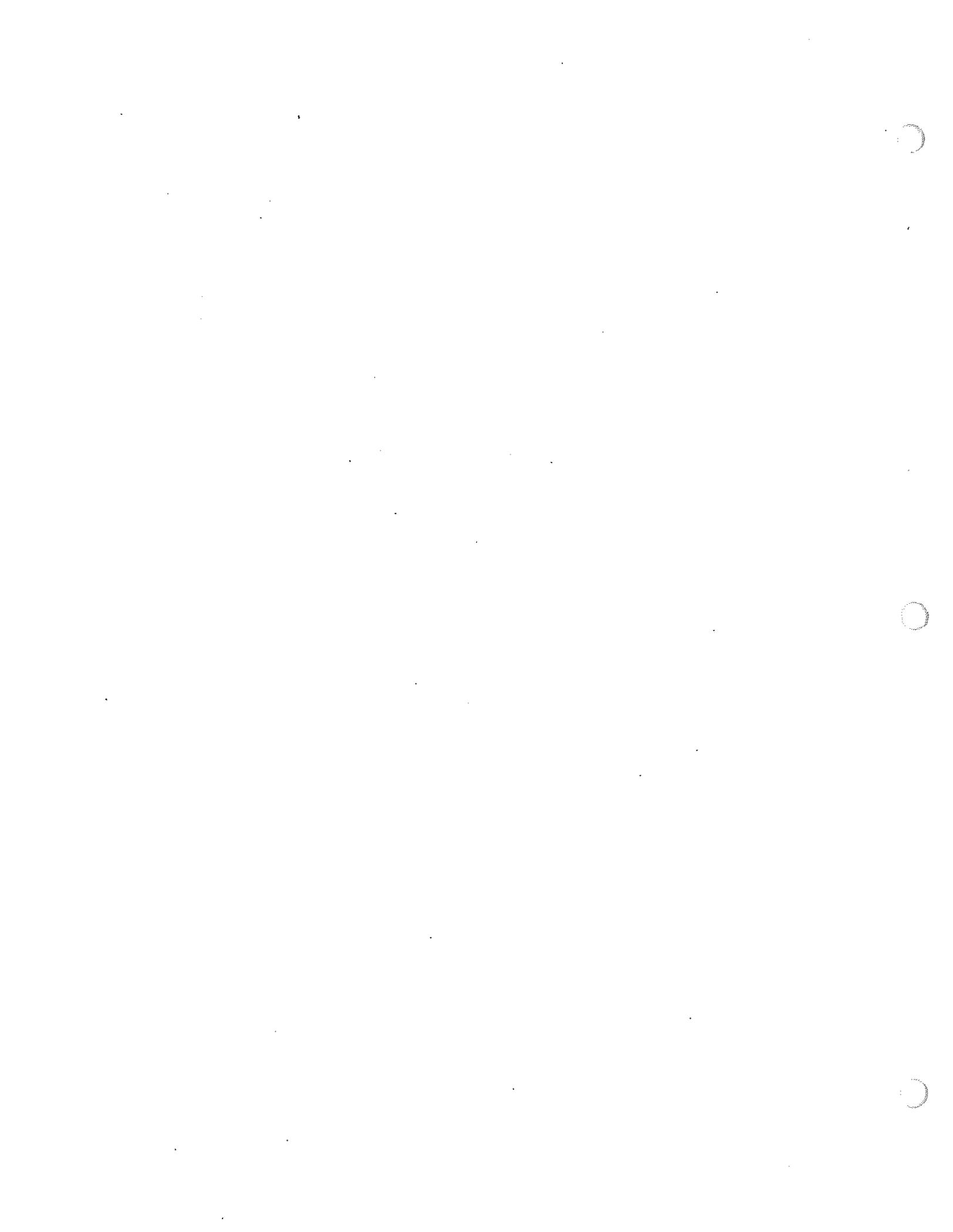
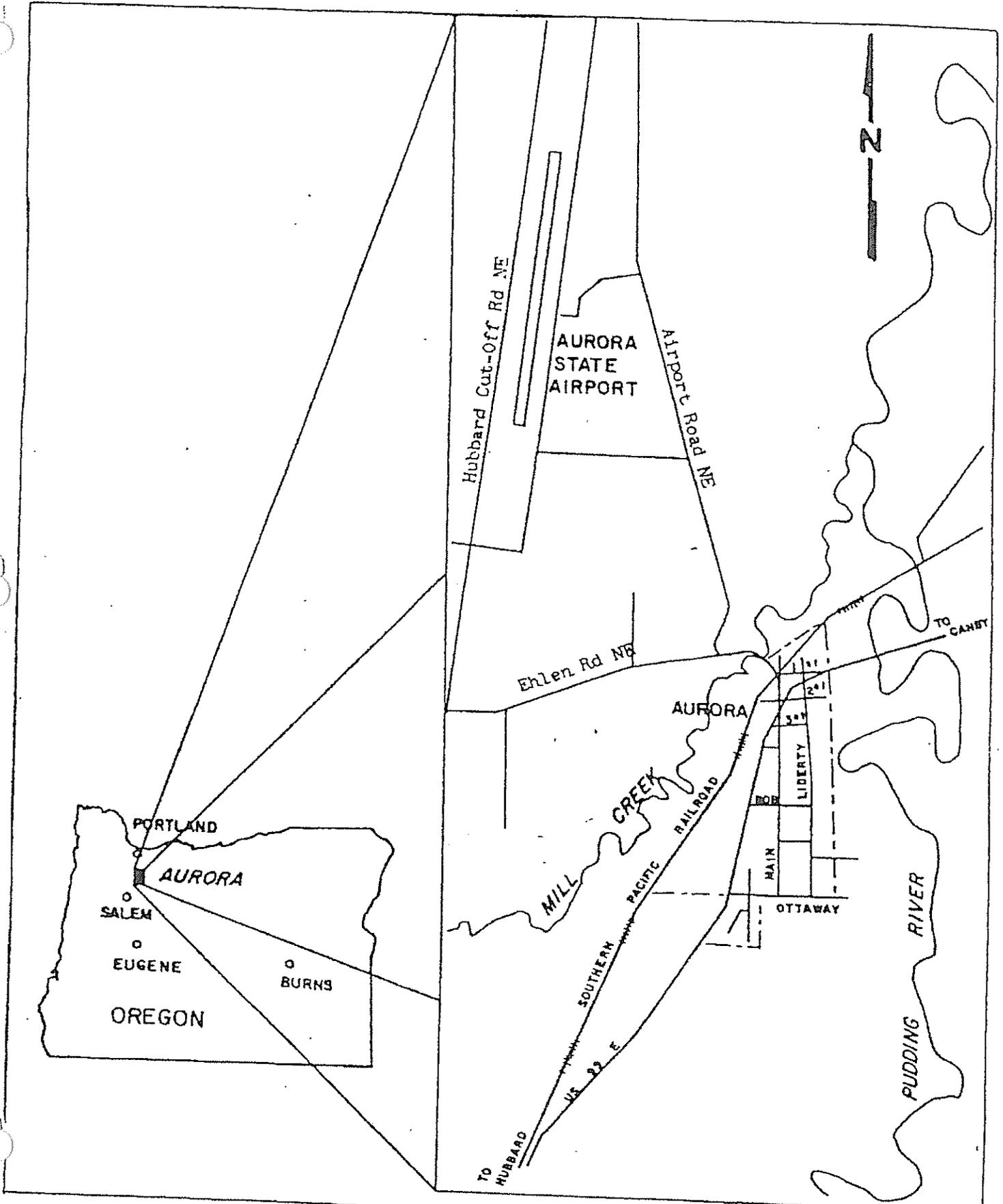


Exhibit A  
Aurora Comprehensive Plan  
General Vicinity Map



**CITY OF AURORA/MARION COUNTY  
URBAN GROWTH BOUNDARY COORDINATION AGREEMENT**

This Agreement made and entered into this 10 day of September, by and between the City of Aurora, a municipal corporation, hereinafter called "City" and Marion County, a political subdivision of the State of Oregon, hereinafter called "County."

**WITNESSETH:**

**WHEREAS, IT APPEARING** to the City and County that ORS Chapter 197 and the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 14 (Urbanization) requires that an urban growth boundary (UGB) be established around each incorporated city in the State of Oregon, and that the "establishment and change of the boundary shall be a cooperative process between a City and the County or counties that surround it"; and

**WHEREAS**, pursuant to the above noted statutory duty and Goal 14, and the authority granted by ORS Chapter 190 concerning intergovernmental agreements, City and County have adopted an urban growth boundary, coordination policies and procedures for amending the UGB and for revising the City and County comprehensive plans within the UGB and outside the City limits, and a coordination process for county land division and land use decisions within the urban growth area (UGA) surrounding the City of Aurora; and

**WHEREAS**, the intent of the urban growth program for the City is as follows:

1. Promote the orderly and efficient conversion of land from Rural/Resource uses to urban uses within the UGA.
2. Reduce potential conflicts with resource lands.
3. Promote the retention of lands in resource production in the urban growth boundary until provided with urban services and developed.
4. Coordinate growth in accordance with the Aurora Comprehensive Plan and the Marion County Comprehensive Plan.

**NOW, THEREFORE**, the City and County adopt the following coordination and revision procedures and policies that, along with the policies of the Aurora Comprehensive Plan, shall serve as the basis for land use decisions within the UGA (i.e., the area between the city limits of Aurora and the urban growth boundary (UGB)). It is the intent of the parties that the boundary and coordination policies and procedures

expressed in this agreement shall be consistent with Oregon State Laws, the Marion County Comprehensive Plan and the Aurora Comprehensive Plan.

## **I. COORDINATION POLICIES AND PROCEDURES**

1. The County shall retain responsibility for regulating land use on lands within the UGA until such lands are annexed by the City. The City and County identify the UGA as urbanizable and available over time for urban development.
2. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the UGA. The County shall forward land use activities being considered within the UGA by the County to the City for comments and recommendations. The City shall respond within twenty (20) days, unless the City requests and the County grants an extension.
3. Upon receipt of an annexation request or the initiation of annexation proceedings by the City, the City shall forward information regarding the request (including any proposed zone change) to the County for comments and recommendations. The County shall have twenty (20) days to respond unless they request and the City allows additional time to submit comments before the City makes a decision on the annexation proposal.
4. All land use actions within the UGA shall be consistent with the Aurora Comprehensive Plan and the County's land use regulations.
5. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the Aurora Comprehensive Plan that apply to the UGA.
6. The area outside the UGB shall be maintained in rural and resource uses consistent with Statewide Planning Goals.
7. The City and County shall promote logical and orderly development within the UGA in a cost effective manner. The County shall not allow uses requiring a public facility provided by the City within the UGA prior to annexation to the City unless agreed to in writing by the City.
8. City sewer and water facilities shall not be extended beyond the UGB, except as may be agreed to in writing by the City and County, consistent with Oregon Administrative Rules, the Aurora Comprehensive Plan and the Marion County Comprehensive Plan.

9. Conversion of land within the UGA to urban uses shall occur upon annexation and be based on a consideration of applicable annexation policies in the Aurora Comprehensive Plan.
10. The City shall discourage the extension of public facilities into the UGA without annexation. However, if the extension of public facilities into the UGA is necessary because of an emergency, health hazard or the City determines it is otherwise desirable, the facilities may be extended subject to terms and conditions contained in a service contract between the City and the property owner.
11. Pursuant to OAR 660-011-0045, the City is the designated provider of public water, sanitary sewer and stormwater facilities within the UGB and is responsible for preparing the public facilities plan within the UGB. This designation does not obligate the City to provide services to any properties that are not annexed.

## **II. AMENDMENTS TO THE URBAN GROWTH BOUNDARY (UGB) AND THE URBAN GROWTH AREA (UGA)**

The UGB and plan designations applicable to land within the UGA shall be reviewed by the City and County as required by the Land Conservation and Development Commission (LCDC) under their periodic review rules or as the City updates its comprehensive plan where County concurrence is necessary. These, and any other amendments to the Plan, UGB or zoning in the UGA shall be reviewed and approved in the manner provided below.

1. City initiated Comprehensive Plan amendments for lands in the UGA and proposed UGB amendments.
  - A. Upon receipt of notice of periodic review, the City shall review its Comprehensive Plan to determine if it needs updating. The City may also propose comprehensive plan amendments, including UGB amendments, at times other than specified by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

The City shall develop proposed amendments and forward them together with all exhibits, findings of fact, and conclusions of law regarding the amendments to the County for review and comments at least 20 days before the City's initial evidentiary public hearing. The City shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

The City shall hold one or more Planning Commission and one or more City Council hearings. Upon conclusion of its deliberations, if the City Council concludes it will approve the proposed amendment(s), it shall conduct the first reading of an ordinance to adopt the proposed amendments with findings of fact and conclusions of law supporting the Council's decision.

- B. After conducting the first reading of the ordinance, the City shall forward the proposed amendments to the County for a hearing along with any comments from DLCD or other interested parties received by the City. Within 90 days after the date the City provides its ordinance along with all supporting studies, exhibits, comments and findings of fact and conclusions of law to the County, the County shall hold a public hearing on the City's proposal. If the County decides to reject the proposal or wishes to propose modifications, either party may request a joint meeting to resolve differences.
  - C. Upon concurrence by the County, the County shall adopt the amendments by ordinance. After the County adopts its ordinance, the City shall adopt its final ordinance.
2. County initiated Comprehensive Plan Amendments within the UGA or Amendments to the UGB.
- A. Upon receipt of notice of periodic review, the County shall review its Comprehensive Plan to determine if it needs updating. The County may also propose amendments at times other than specified in the Plan or by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

The County shall develop proposed amendments and forward them together with all exhibits, findings of fact and conclusions of law regarding the amendments to the City for review and comments at least 20 days before the County's initial evidentiary public hearing. Within 90 days after the County provides the proposed amendments to the City, the City shall schedule at least one public hearing by the City Planning Commission. The County shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

- B. The City Planning Commission may hold one or more public hearings. After the Planning Commission has concluded its hearing(s), it shall make a recommendation to the City Council. The City Council and the County Board of Commissioners may each hold a public hearing or may jointly conduct one or more

public hearings. The two governing bodies may deliberate together on the proposed amendment(s). At a minimum, the County Board of Commissioners shall hold one or more public hearings. At the conclusion of those deliberations, if the conclusion is to approve the proposed amendment(s), the City Council and the Board of Commissioners shall each adopt an ordinance to amend their respective comprehensive plans accompanied by agreed upon findings of fact and conclusions of law.

3. County Zoning Amendments in UGA. Whenever the County proposes an amendment to its zoning map or regulations for lands within the UGA, the County shall provide notice and request for comments on the proposed amendment to the City at least 20 days before the County's initial evidentiary public hearing.
4. In amending the UGB, the city limits or their respective comprehensive plans, the City and County shall follow all procedures as required by Oregon State Law. In the case of an amendment to the UGB, the governing bodies shall base the amendment on consideration of Goal 14 (Urbanization), applicable planning statutes and Administrative Rules.

### **III. ADMINISTRATION OF ZONING AND SUBDIVISION REGULATIONS**

In making land use decisions within the UGA, the City and County agree to the following:

1. The County shall provide notice and request for comments on conditional uses, variances, adjustments, land divisions, property line adjustments and administrative reviews within the UGA to the City at least 20 days before the County's initial evidentiary hearing or land use decision when no hearing is held. The County shall provide the City a notice of decision for all such applications in the UGA when requested by the City.
2. Applications for uses permitted outright in the applicable county zone including ministerial actions will not involve any notice or request for comments to the City.
3. The County shall, to the extent feasible, require City development standards for development within the UGA, including dedication of additional right-of-way or application of special street setbacks when requested by the City. The County shall, to the extent feasible, require compliance with City development standards, in lieu of County standards if the development is other than a single-family dwelling.

4. For development approved under (1) or (2), if public sewer and water facilities or city limits are located within 300 feet of the subject property, the County shall require that the development connect to the facilities unless use of wells or other means are allowed in writing by the City. The City will require any property connecting to City sanitary sewer or water facilities to annex to the City. The City shall provide the County information about the location of public sewer and water. The County may approve development of permitted uses on properties more than 300 feet from the city limits, or from a public sewer or water facility using wells and DEQ approved wastewater disposal systems.
5. If a proposed use is not specifically identified in the Marion County Urban Zoning Ordinance (MCUZO), and the County is proposing an interpretation classifying the use as permitted in the applicable zone under the interpretation provisions of the MCUZO, the County shall give the City an opportunity to comment before the County makes a final land use decision.

#### **IV. MARION COUNTY URBAN GROWTH MANAGEMENT FRAMEWORK**

The Coordination Agreement between a city and the County is required to be consistent with the Urban Growth Management Framework of the Marion County Comprehensive Plan. The Framework provides guidelines a city may choose to follow when coordinating urban growth boundary needs with the County. The decision on how to use any applicable coordination guidelines of the Framework is up to a city and there can be several approaches taken by cities to coordinate planning efforts with the County consistent with the Framework.

To facilitate coordination between the City and County, the Aurora Comprehensive Plan has been amended to incorporate applicable policies and guidelines found in the Marion County Urban Growth Management Plan. The City shall consider applicable Aurora Comprehensive Plan policies and guidelines when making land use decisions within the UGA.

#### **V. AREA OF MUTUAL CONCERN (AMC)**

The area of land identified in Exhibit "A", attached to this agreement, lies outside the Aurora UGB and shall be known as the Area of Mutual Concern (AMC). Land use decisions within this area may have a significant impact on future growth plans of the City of Aurora. The County recognizes this interest and agrees to coordinate with the City as follows:

1. The County shall retain responsibility for land use decisions and actions concerning and affecting lands within the AMC.

2. The County shall provide notice and request for comments of pending land use actions within the AMC to the City at least 20 days before the initial evidentiary hearing or land use decision when no public hearing is held. Where the first scheduled action on a proposal is a public hearing and the City responds in writing within 10 days requesting additional time in which to review the proposal, the City's time for submitting comments may be extended until the next regularly scheduled hearing before that body. If no additional hearing is involved, the City shall be allowed an additional 10 days to submit comments.
3. The County shall discourage development and zone changes that would preclude future redevelopment and urbanization of the area. The County shall encourage applicants for land divisions to submit plans for the efficient future re-division of the land to urban densities.
4. The County shall send notice of land use decisions within the AMC to the City when requested by the City, when such decisions are issued. Applicable appeal periods set by County ordinance or State statute shall apply to such decisions.
5. The County shall send notice of public hearings to the City within the times prescribed by County ordinance or State law prior to hearings on appeals of such decisions, when requested by the City.
6. The City may at its discretion develop studies as to the suitability, feasibility, and effectiveness of extending urban facilities such as water and sewer service to land within the AMC. Such studies shall not be construed by Marion County or others as being a violation of the City's or County's Comprehensive Plans. The City will not, however, extend such facilities into this area without first obtaining appropriate amendments to the City and County's Comprehensive Plans. This provision is intended to recognize that certain facility planning requires consideration of timetables that extend beyond the 20-year planning period recognized in the City Plan and it is therefore appropriate for specialized facility planning to be undertaken for the area.

## **VI. APPEALS**

If no mutual agreement can be achieved in the course of reviewing amendments or land use applications as noted in Sections II, III and V, each party retains its right to appeal as provided in State law.

**IT IS HEREBY UNDERSTOOD AND AGREED** that this agreement shall remain in effect unless terminated by one of the parties through the formal action of its governing body by giving the other party a thirty day (30) termination notice, in writing.

It is further understood that this agreement may be reviewed by the City and County every year.

The City shall pass a resolution authorizing the Mayor and City Recorder to enter into this agreement on behalf of the City. The resolution shall be made a part of this agreement and attached hereto.

**IN WITNESS THEREOF**, the respective parties hereto have caused this Agreement to be signed in their behalf the day and year first above written.

**MARION COUNTY BOARD OF COMMISSIONERS**

\_\_\_\_\_  
Chair

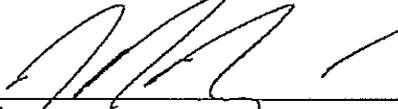
\_\_\_\_\_  
Commissioner

\_\_\_\_\_  
Commissioner

**APPROVED AS TO FORM:**

\_\_\_\_\_  
Marion County Legal Counsel

CITY OF Aurora \_\_\_\_\_

  
\_\_\_\_\_  
Mayor

Kelley Richardson  
\_\_\_\_\_  
City Recorder

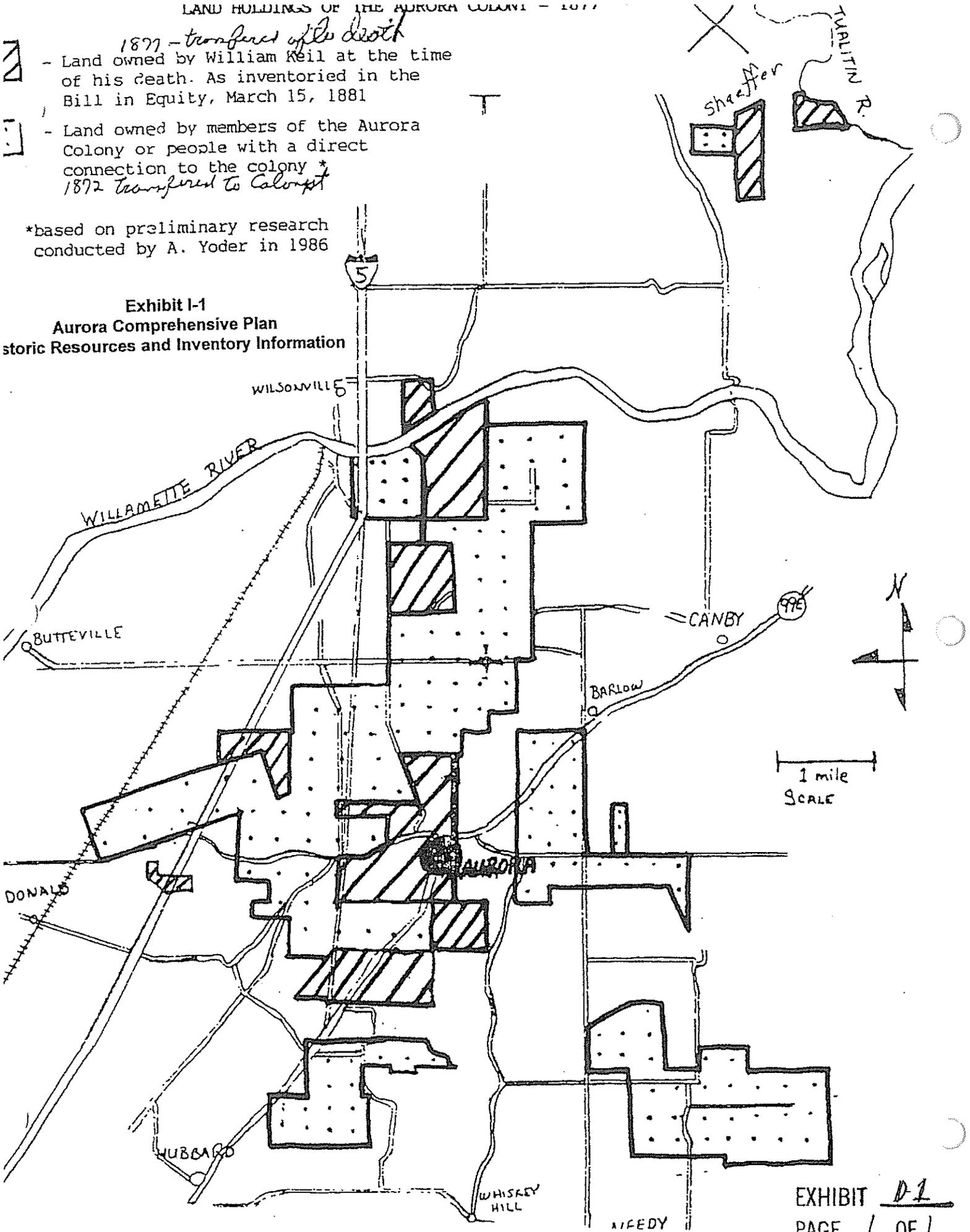
1877 - transferred after death

- Land owned by William Keil at the time of his death. As inventoried in the Bill in Equity, March 15, 1881

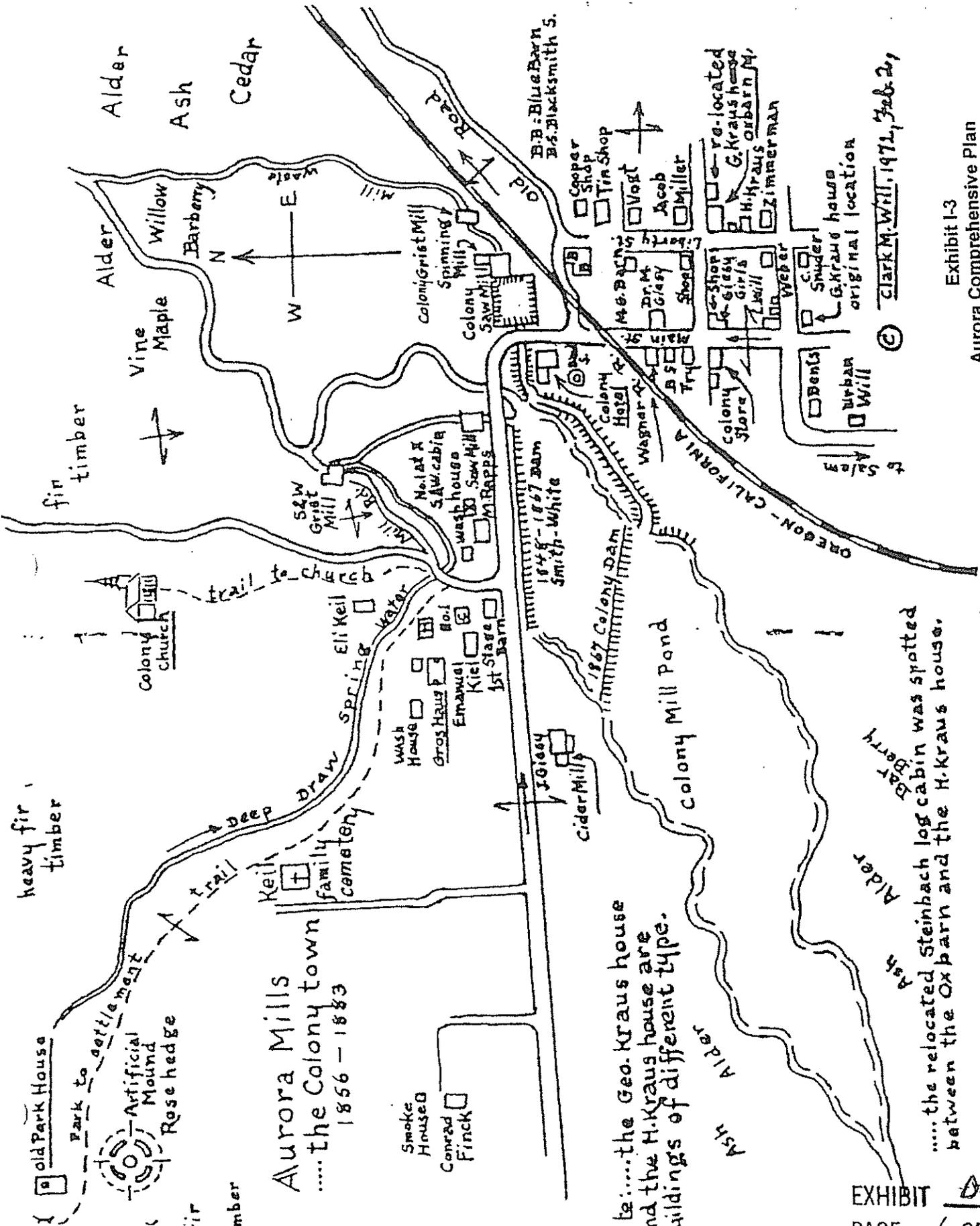
- Land owned by members of the Aurora Colony or people with a direct connection to the colony \*  
1872 transferred to Colony

\*based on preliminary research conducted by A. Yoder in 1986

Exhibit I-1  
Aurora Comprehensive Plan  
storic Resources and Inventory Information



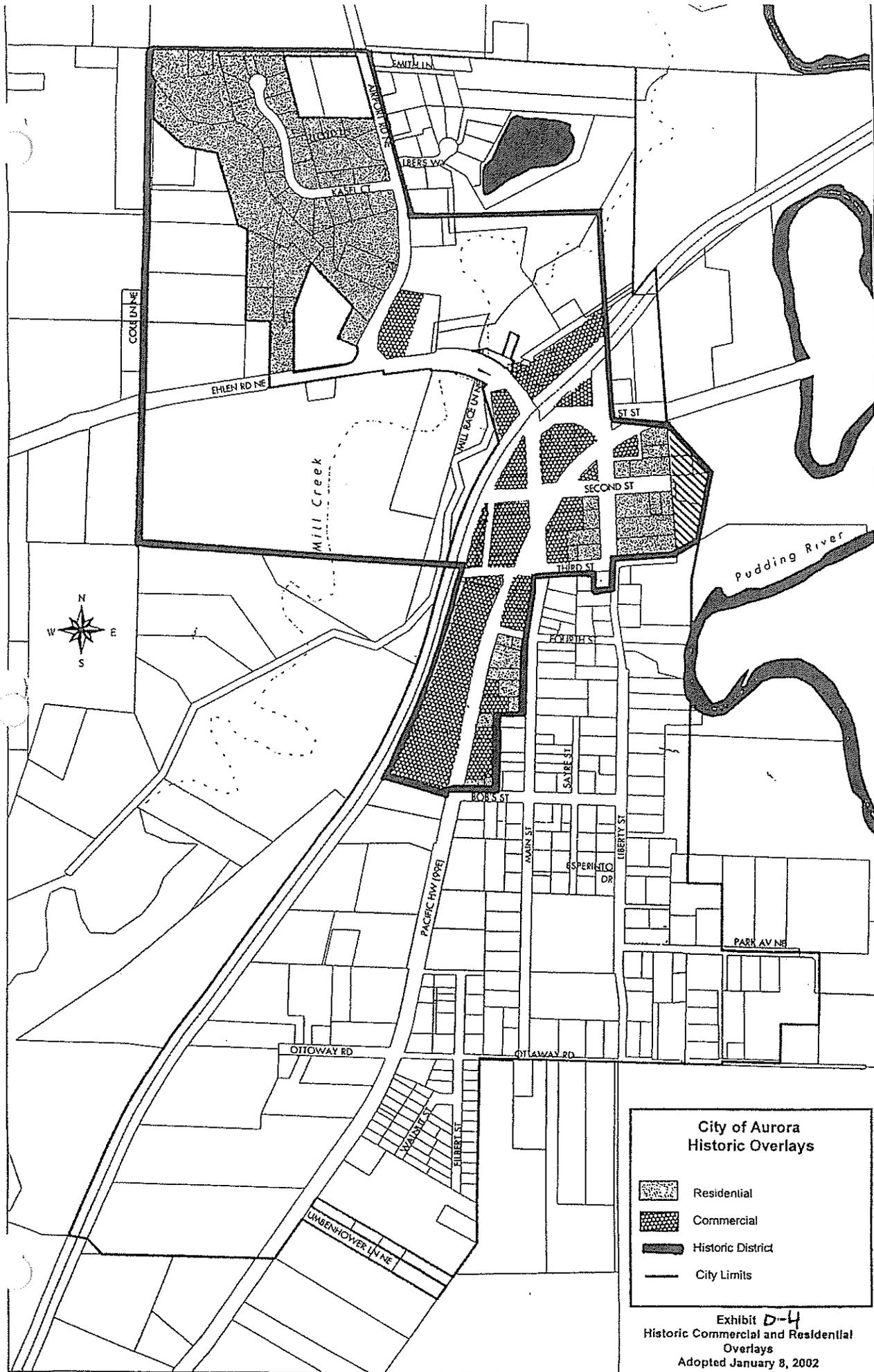




be.....the Geo. Kraus house and the H. Kraus house are buildings of different type.

.....the relocated Steinbach log cabin was spotted between the Ox barn and the H. Kraus house.

© Clark M. Witt, 1971, Feb. 29

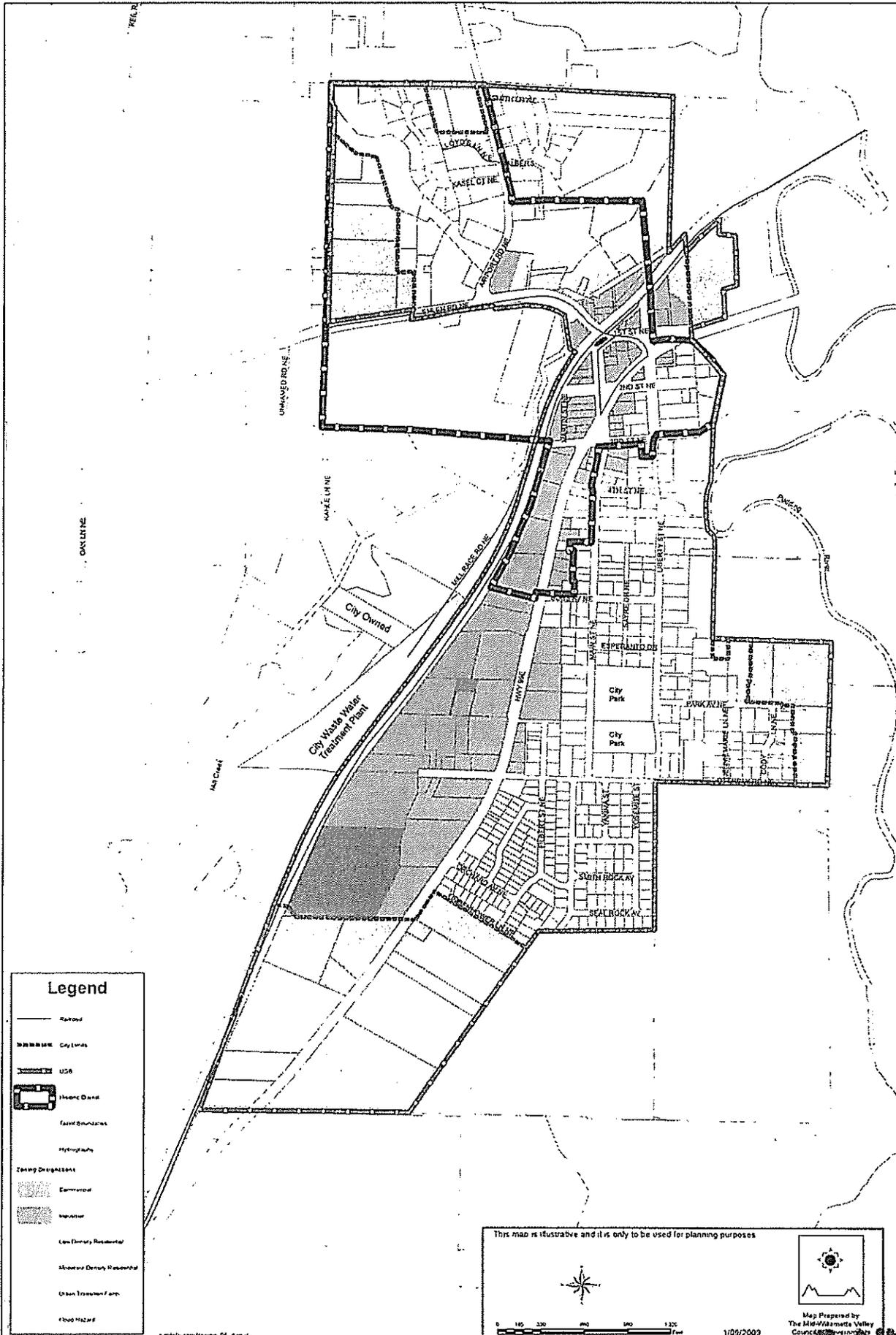


**City of Aurora  
Historic Overlays**

-  Residential
-  Commercial
-  Historic District
-  City Limits

Exhibit D-4  
Historic Commercial and Residential  
Overlays  
Adopted January 8, 2002

# City of Aurora Zoning Designations



**Legend**

- Railroad
- City Limits
- USA
- Historic District
- Parcel Boundaries
- Hydrography
- Zoning Designations**
- Commercial
- Industrial
- Low Density Residential
- Medium Density Residential
- Urban Treatment Plant
- 1:500 M2:1

This map is illustrative and it is only to be used for planning purposes

1/09/2009

Map Prepared by  
The Mid-Piedmont Valley  
Council of Governments



