

## **SECTION 9.100 PLANNING**

This introductory element of the Turner Comprehensive Plan 2000 (Plan) describes the Turner area and the land use planning process. Included is a description of the development and purpose of the Plan, the state goals addressed, the citizen and agency programs utilized, a description of the structure and use of the Plan, the general goals and objectives, and the planning policies and recommendations adopted for Plan implementation.

The other seven Sections of the Plan address specific Plan topics.

**The Turner Comprehensive Plan 2001 is a source of information, a guide for development and a record of Public Policy.**

## **SECTION 9.110 CITY OF TURNER**

### **Location**

The City of Turner is located on the eastern side of the Mid-Willamette Valley in southern Marion County (Township 8 South, Range 2 West, Sections 20, 21, 28, 29, 32, and 33). It is approximately eight miles southeast of downtown Salem and less than a mile from the south Salem City Limits. Aumsville is located 3 miles east of the City. The City is 6.8 miles east of the Willamette River and 6.6 miles north of the North Santiam River. It is also equidistant from the area's two major transportation corridors. Interstate 5 is 2.5 miles west of the City and State Highway 22 is 2.5 miles northeast of the City.

### **Description**

Turner has a number of elements that contribute to its unique character. Turner Gap, the flanking hills, Mill Creek, the railroad and Turner Road combine to give Turner its unique setting. The area's significant aggregate resource has resulted in three gravel operations located in or immediately adjacent to the City and a fourth is proposed just south of the City. The Turner Memorial Tabernacle, Aldersgate Conference Center, and the Turner Retirement Home complex all contribute to the community's unique character.

Turner occupies a narrow valley that extends from the Stayton Basin to the Northern Willamette Basin. This valley separates the Salem Hills on the west from the Waldo Hills on the east. At the narrowest point in the valley, "Turner Gap" is only about 1,600 feet wide. This gap was a glacial-era channel for the North Santiam River and now provides a channel for Mill Creek, the City's primary waterway.

The Turner area was occupied by the Santiam Kalapuya Indians prior to settlement of the area in 1843. The Delaney family were the first settlers. Four Donation Land Claims occupied the current City Limits.

Turner is a railroad town founded in 1871 when the Oregon & California Railroad passed through the area. A rail station was constructed at the site and named Turner in

honor of Henry L. Turner a well-known pioneer and a flour mill owner in the area. Henry Turner recorded a town plat at the site of the station on March 9, 1871. By 1878 Turner had a population of 70 and a flour mill and two granaries were the dominant industrial features. An open Mill Race was built to power the mills and was located along the railroad adjacent to Third Street. It was one of the City's primary features until it was filled in the late 1900's by the Burkland Lumber Company, the City's primary industry until it closed in 1974.

The City of Turner was incorporated on February 10, 1905. Today the City contains approximately 922 acres and has a year 2000 resident population of 1,345 with 497 dwelling units in 425 structures and a 1990 employment population of 481 with 86 people that worked in Turner. For additional information see: Turner, Oregon Historic Context Statement, June 16, 1997.

### **Planning Considerations**

The City received a Planning Assistance Grant from the Land Conservation and Development Commission in May 2000 and immediately began preparation of The Turner Comprehensive Plan 2001.

The Turner Comprehensive Plan 2001 is the first complete up-date of the Plan since acknowledgment by the State of Oregon Land Conservation and Development Commission in 1983 and the Periodic Review Amendments in 1989.

The Turner Comprehensive Plan contains background data, policies and recommendations relative to existing issues, problems and needs. It also focuses on the growth implications inherent in expanded sewer service throughout the City.

Two important planning considerations include the orderly and efficient conversion of rural lands to urban uses and expansion and improvements to the municipal water and sanitary sewer systems.

The Turner Urban Growth Boundary (UGB) and the City Limits are contiguous. That is, they are the same boundary. An Urban Growth Notification Area (UGNA) or area of Special Mutual Concern was established in 1982 in cooperation with Marion County replacing the 1980 Turner UGB. The UGNA contains the area removed from the original Turner UGB because it was determined that the removed area would not be needed for the City's future growth without a municipal sanitary sewer system.

The City has outright planning responsibility for the area within the City/UGB boundary. The County has planning responsibility for the UGNA although it will submit proposed changes and development proposals to the City for review and recommendation prior to final action and will discourage developments within the UGNA that would hinder future urban development by the City.

The City has committed itself to improve and expand the municipal water and sanitary sewer system to accommodate the needs of 3,500 people. In the summer of 2000, a sanitary sewage collection system was completed. With the introduction of sanitary

sewers, the City's growth potential has increased substantially over the rural capacity that was dependant upon septic system feasibility.

The primary question for Turner is, can the City maintain a balance of jobs and housing or, because of its proximity to Salem, will it become primarily a bedroom community?

Present community attitudes appear to prefer maintaining the livability of the community with preference for larger residential lots, expanded commercial services and increased industrial job opportunities. However, growth pressures and the availability of municipal water and sewer service suggest the City should incorporate planning policies and guidelines to provide for the orderly and efficient conversion from rural lot sizes to urban lot sizes to maximize service economies.

The extent of growth and development in the Turner area depends largely upon the availability of public facilities, services and utilities; particularly municipal water and sewer. The new City Sanitary Sewer System is fully functioning in the year 2000 and is already responsible for increased residential construction.

Water and Sewer services are dependent upon the City of Salem. The Water System is a branch of the Salem Water System and Salem provides the sewage treatment for the City's sanitary sewer collection system.

Community growth is dependant upon the ability and desire to provide urban level services to developable areas of the community recognizing the development constraints and opportunities of each area.

Constraints to development include substantial flood hazard areas, wetlands, riparian areas and steep hillsides.

The Plan and implementing ordinances are adopted by the Turner City Council after review and recommendation by the Planning Commission and extensive public participation and public hearings. The Plan will be reviewed and revised as needed on a periodic basis to address changing conditions and community needs.

The Plan, supporting documents, and implementing ordinances will be maintained on file in the Turner City Hall and are easily accessible to the public.

The planning staffs of Salem, Marion County and the Mid-Willamette Council of Governments provided valuable assistance to the City of Turner in preparation of the Plan. This association has also resulted in an ongoing cooperative working relationship with these agencies.

## **SECTION 9.120            COMPREHENSIVE PLANNING**

The purpose of the Comprehensive Plan is to provide guidelines for conservation and development of community resources and to promote the public health, safety and general welfare of community residents. It is intended to ensure that the City's livability will be enhanced rather than weakened in the face of growth and change. It should not

be considered a detailed development proposal, nor is it intended to offer solutions for problems that will require action at higher governmental levels. Nevertheless, local officials, public agencies, and private citizens are continually confronted by developmental decisions that can be facilitated if a general plan for future growth is established.

**ORS Chapter 197**, administered by the Department of Land Conservation and Development (DLCD), requires that cities and counties adopt comprehensive plans and ordinances that comply with Statewide Planning Goals and Guidelines. **ORS 197.010** provides the basic policy by stating that comprehensive plans:

1. Must be adopted by the appropriate governing body at local and state levels.
2. Are expressions of public policy in the form of policy statements, generalized maps and standards and guidelines.
3. Shall be the basis for more specific rules, regulations and ordinances which implement the policies expressed through the comprehensive plans.
4. Shall be prepared to assure that all public actions are consistent and coordinated with the policies expressed through the comprehensive plans.
5. Shall be regularly reviewed and, if necessary, revised to keep them consistent with the changing needs and desires of the public they are designed to serve.

**ORS 197.175** more specifically outlines local government responsibility when it states, "...each City and county in this state shall:

1. Prepare and adopt comprehensive plans consistent with state-wide planning goals and guidelines approved by the commission (LCDC) and
2. Enact zoning, subdivision and other ordinances or regulations to implement their Comprehensive Plans."

**ORS 197.015 (4)** provides the official definition of Comprehensive Plan as follows:

"Comprehensive Plan" means a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county or special district that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational systems, recreational facilities, and natural resources and air and water quality management programs. "Comprehensive" means all-inclusive, both in terms of the geographic area covered and the functional and natural activities and systems occurring in the area covered by the Plan. "General nature" means a summary to policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity, or use. A plan is "coordinated" when the needs of all levels of governments, semi-public and private agencies and the citizens of Oregon have been considered and accommodated as much as possible. "Land" includes water, both surface and subsurface, and the air.

The Turner Comprehensive Plan 2001 is directed towards meeting the applicable **Statewide Planning Goals and Guidelines of the Oregon Land Conservation and Development Commission (LCDC)**.

**Section 9.100** of the Plan specifically addresses the first two goals. **Goal 1 Citizen Involvement** reads: "To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process".

The Turner Comprehensive Plan 2001 (Plan) was developed and adopted with extensive citizen participation over a one year period. Provisions are also included in this element for continued citizen involvement in the planning process.

**Goal 2 Land Use Planning** reads in part: "To establish a land-use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions".

The inventories undertaken during preparation of the Comprehensive Plan, in addition to previous studies identified in the referenced studies, provide the factual basis for the plan. Utilizing this factual data, the Planning Commission and City Council with the assistance of citizen involvement, evaluated alternative courses of action and made final policy choices, taking into consideration social, economic, energy, and environmental needs of the community. The information, policies and recommendations of the entire Plan comply with **Goal 2**.

The Comprehensive Plan for Turner is the City's official policy guide for conservation and development of community resources. It is intended to ensure that the City's livability will be enhanced rather than weakened in the face of growth and change and is designed to promote the public health, safety, and general welfare of community residents.

The Comprehensive Plan is the document through which the citizens of Turner will implement their choices on how growth and change will occur and how it will be managed. It should not be considered a detailed development proposal, but a framework within which public officials and private citizens can coordinate their individual developmental decisions.

## **SECTION 9.130 STATEWIDE PLANNING GOALS AND GUIDELINES**

The City of Turner recognizes its responsibility to include consideration of the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development Commission (LCDC).

To fulfill this responsibility, the City has included consideration of the following goals:

- Goal 1** Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases off the planning process.
- Goal 2** Land Use Planning: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- Goal 3** Agricultural Lands: To preserve and maintain agricultural lands.
- Goal 4** Forest Lands: To conserve forest lands for forest uses.
- Goal 5** Open spaces Scenic and Historic Areas, and Natural Resources: To conserve open space and protect natural and scenic resources
- Goal 6** Air, Water and Land Resources Quality: To maintain and improve the quality of air, water and land resources of the state.
- Goal 7** Areas Subject to Natural Disasters and Hazards: To protect life and property from natural disasters and hazards.
- Goal 8** Recreational Needs: To satisfy the recreational needs of the citizens and visitors of the state.
- Goal 9** Economy of the State: To diversify and improve the economy of the state.
- Goal 10** Housing: To provide for the housing needs of the citizens of the state.
- Goal 11** Public Facilities and Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.
- Goal 12** Transportation: To provide and encourage a safe, convenient, and economic transportation system.
- Goal 13** Energy Conservation: To conserve energy.
- Goal 14** Urbanization: To provide for an orderly and efficient transition from rural to urban land use.

### **SECTION 9.131 APPLICABILITY OF GOAL TOPICS**

The following tabulation indicates the applicability of Statewide Planning Goals to the City of Turner.

#### **Goal Topic:**

1.	Citizen Involvement	<u>Yes</u>	7a.	Flooding	<u>Yes</u>
2.	Land Use Planning	<u>Yes</u>	7b.	Ponding	<u>Yes</u>

3.	Agricultural Lands	<u>No</u>	7c.	Erosion Areas	<u>Yes</u>
4.	Forest Lands	<u>No</u>	7d.	Weak Foundation Soils	<u>Yes</u>
5a.	Open Space	<u>Yes</u>	7e.	Other Natural Hazards	<u>Yes</u>
5b.	Mineral Aggregate	<u>Yes</u>	8.	Recreation	<u>Yes</u>
5c.	Energy Sources	<u>No</u>	9.	Economy	<u>Yes</u>
5d.	Fish & Wildlife Habitat	<u>Yes</u>	10.	Housing	<u>Yes</u>
5e.	Natural Areas	<u>No</u>	11a.	Schools	<u>Yes</u>
5f.	Scenic Views and Sites	<u>Yes</u>	11b.	Water Supply	<u>Yes</u>
5g.	Water Areas	<u>Yes</u>	11c.	Sewage Disposal	<u>Yes</u>
5h.	Wetlands	<u>Yes</u>	11d.	Drainage	<u>Yes</u>
5i.	Watersheds	<u>Yes</u>	11e.	Solid Waste	<u>Yes</u>
5j.	Groundwater Resources	<u>Yes</u>	11f.	Other Facilities, Services	<u>Yes</u>
5k.	Wilderness	<u>No</u>	12a.	Streets & Highways	<u>Yes</u>
5l.	Historic Features	<u>Yes</u>	12b.	Bicycle & Pedestrian	<u>Yes</u>
5m.	Cultural Areas	<u>Yes</u>	12c.	Transit	<u>Yes</u>
5n.	Recreation Trails	<u>Yes</u>	12d.	Rail Transportation	<u>Yes</u>
5o.	Wild, Scenic Waterways	<u>No</u>	13.	Energy Conservation	<u>Yes</u>
6a.	Air Resource Quality	<u>Yes</u>	14.	Urbanization	<u>Yes</u>
6b.	Water Resource Quality	<u>Yes</u>	15.	Through 19.	<u>No</u>
6c.	Land Resource Quality	<u>Yes</u>			

Goal topics with a "No" indication are not given detailed consideration in the Plan since these elements do not exist within the Planning Area or the topic does not apply.

**SECTION 9.140            TURNER CITIZEN INVOLVEMENT PROGRAM**

The City of Turner recognizes its responsibilities under the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development Commission to prepare, adopt, and implement a "Citizen Involvement Program". This program is intended to assure that all citizens have an opportunity to be involved in all phases of the planning process.

In order to fulfill this responsibility, the City has adopted the following Citizen Involvement Program:

1. The Turner City Planning Commission is designated as the Committee for Citizen Involvement (CCI). The CCI will establish and maintain an effective communications link between decision-makers and those citizens desiring to be involved in the planning process.
2. Members of the Planning Commission will be chosen by an application-review-appointment method with selection based on maintaining a broad cross section of interest and geographic area representation on the Commission.
3. The City will provide for an ongoing citizen involvement program that will allow all residents the opportunity to be involved in the planning process. This will include, but not be limited to, the following:
  - a. The formulation and development of plans, maps, surveys, inventories, special studies, or other key components of the planning process.
  - b. The determination of goals and policies which guide decision-making.
  - c. The review, evaluation, and recommendation regarding proposed changes to the comprehensive plan and implementing ordinances.
4. The City encourages organizations, special districts and other government agencies to participate in the planning process and to coordinate their planning efforts with those of the City of Turner.
5. The City will communicate planning information to citizens and government agencies through the use of public meetings, the news media, the mailing of notices and the Turner Community Newsletter.
6. Open public meetings will be conducted by the City at key points during the course of the planning program. Through these meetings, citizens will be given the opportunity to participate in planning activities such as data collection, plan preparation and plan implementation.
7. The time and place of public meetings addressing local planning issues shall be widely publicized. Notification shall be by posting at the City Hall, Fire Station and the Post Office and by notification in the Turner Community Newsletter. Affected agencies will be notified and individual notifications will be provided on issues that could change the classification of property or that limits or prohibits land uses previously allowed.



8. The public shall be given the opportunity to review and comment on planning proposals both verbally at public meetings and in writing. The City will make an effort to respond to these comments in an appropriate fashion.
9. Minutes of all Planning Commission and City Council meetings and all technical information, plans, studies, and ordinances shall be maintained and available for public use at the City Hall.
10. Communication between citizens and city officials shall be encouraged to continue.

### **SECTION 9.150            TURNER AGENCY INVOLVEMENT PROGRAM**

The City of Turner recognizes its responsibility under the Statewide Planning Goals and Guidelines as adopted by the Land Conservation and Development Commission, to prepare, adopt and implement a program for "Agency Involvement and Coordination". This program is intended to assure an effective working relationship with those local, state, and federal agencies which may have an interest in the City and its surrounding area.

In order to fulfill this responsibility, the City has adopted the following agency involvement program:

- (1) The City will establish direct contact with the following agencies:

#### **Regional and Local Agencies (RLA)**

1. Marion County
2. City of Salem
3. Cascade School District
4. Turner Elementary School
5. Cascade Junior High and High School
6. Chemeketa Community College
7. Turner Rural Fire District
8. Santiam Canyon Communications Center or 911 Center
9. Santiam Water Control District
10. Marion County Health Department
11. Marion County Housing Authority
12. Mid-Willamette Valley Council of Governments

#### **State-Agencies (SA)**

1. State Housing & Community Services
2. Department of Environmental Quality
3. Department of Geology and Mineral Industries
4. State Health Division
5. Division of State Lands
6. Economic Development Department
7. Department of Transportation
8. State Department of Corrections

9. Parks and Recreation Department
10. Department of Water Resources
11. Department of Fish and Wildlife

**Federal Agencies (FA)**

1. Federal Emergency Management Agency (FEMA)
2. US Army Corps of Engineers
3. US Department of Agriculture Rural Development
4. US Department of Housing and Urban Development
5. US Environmental Protection Agency
6. US Natural Resource Conservation Service

**Others (O)**

1. Union Pacific Railroad
  2. Portland General Electric Company
  3. Northwest Natural Gas Company
  4. Verizon Telephone Company
  5. Uvision Television Cable
  6. Pacific Sanitation Company
- (2) The City will inform affected agencies of the status of current planning efforts, future planning work schedules, and regular meeting dates of the City Planning Commission and the City Council.
  - (3) The City will provide to the various agencies, on request, copies of studies, plans and ordinances which are related to the City's planning program.
  - (4) The City will request each agency to designate a contact person who will be responsible for coordination with the City.
  - (5) The City will inform the various agencies of public hearings and other meetings, where they may have an interest. The public, and the agency will be given notice of and an opportunity to participate in the meeting or hearing.
  - (6) The City will encourage each agency to provide the information which is needed by the City to carry out its planning program. This may involve such activities as:
    - a. Provision of plans or studies prepared by the agency that are needed by the City.
    - b. Participation by the agency in public hearings or other meetings.
    - c. Direct assistance by the agency in the development of a plan or study or in the consideration of a specific planning-related problem.
  - (7) The City will use the services of the County Planning Coordinator to facilitate intergovernmental coordination between the City and appropriate agencies and to assist in identifying and resolving conflicts.

- (8) The City recognizes the value of the Mid-Willamette Valley Council of Governments and the State in enhancing needed intergovernmental coordination.
- (9) The City understands that the Statewide Goals of LCDC require that federal, state and other local agencies coordinate their planning efforts with the City, and that plans and actions of these agencies shall be consistent with the City's adopted Comprehensive Plan.

## **SECTION 9.160 STRUCTURE AND USE OF THE PLAN**

The Comprehensive Plan is structured into nine elements:

- 9.100 Planning**
- 9.200 Environment**
- 9.300 Population & Economy**
- 9.400 Housing**
- 9.500 Land Use**
- 9.600 Public Facilities & Services**
- 9.700 Transportation**
- 9.800 Growth Management**
- 9.900 Comprehensive Plan Maps**

At the beginning of each Section, introductory paragraphs identify the particular statewide goals which are addressed in that element. Each element then contains sections on individual topics which present the background information and findings relevant to the problems, needs and goals of the community. Each element concludes with overall goals, policies and recommendations pertinent to the topics discussed. The entire Implementation Element is a series of recommendations.

### **Background Data and Findings**

The background data and findings presented in each element is based on previous studies and the land use and environmental surveys specifically conducted during preparation of the Plan. Sources are identified in the bibliographies at the end this section.

The background data provides the factual basis for the Plan. The data was evaluated relative to the goals of the community and findings and conclusions were then made. The findings contained in each plan element identify the relevant issues, conditions and needs which must be responded to in order to fulfill state and local goals. Findings also include an identification of the opportunities and constraints that could influence plan implementation.

Illustrative maps and diagrams have been prepared to assist in understanding various aspects of the Plan. Many are included with the Plan although some are not, due to reproduction constraints. Those not included are referenced in the background data and source section and are on file at the Turner City Hall.

**Goals**

In addition to the applicable Statewide Planning Goals, the City has adopted additional goals for each plan element.

The goals represent the ideals, results or achievement toward which the Plan is directed. They are statements of purpose and specify, on a general level, what the planning effort is intended to accomplish.

**Policies**

Policies are identified as "shall" statements (i.e. "The City shall"). The policies are the means by which the City will implement the Plan.

Policies are official statements of strategy or principle that specify the intent of the City concerning the future growth and development of the community. Adopted by the City Council, they represent the official position of the City of Turner while also providing:

1. A long range guide for the evaluation of various proposals for physical change and improvement.
2. A framework for making sound decisions on zoning, subdivisions, capital improvement programs, and other codes and ordinances.
3. A guide for public programs and expenditures.
4. An indicator of more detailed and specific studies that are needed.
5. A source of information and a statement of planning policy that is useful to the local business community, the general public, and other governmental units in making decisions regarding their individual development plans.

Conservation policies identify those elements or conditions of the community environment the citizens wish to preserve or enhance.

Development Policies identify those elements or conditions which require change or improvement and needed elements or conditions now lacking within the community.

Official City Planning Policies are the foundation of the Comprehensive Plan. They are the primary means of achieving the goals and objectives of the Plan and the Statewide Planning Goals and Guidelines of the Oregon Land Conservation and Development Commission.

**Recommendations**

Recommendations are identified as "should" statements (i.e. "The City should"). Recommendations are suggested actions that should be considered to assist in implementing the planning policies of the City.

**Plan Amendments**

Plan Amendments should be made as needed to maintain the Plan as an up-to-date guideline for urban development in the Turner area. **Section 2.700** of the Code provides the procedures for Code or Plan Amendments.

The City should undertake a general review of the Plan every two years to determine if any changes have occurred that would warrant amendments to the Plan. A complete Plan review should also be performed at least once every five years to determine if major revisions to the Plan or Code are necessary. A public notice should be issued if it is determined that amendments are needed.

**Major revisions** include text or land use changes that have widespread and significant impact within the community.

The Plan or Code should be revised as community needs and desires change or when development occurs at a different rate than contemplated by the Plan. Major revisions should not be made more frequently than every two years unless changing conditions strongly warrant this significant action.

**Minor changes** do not have significant effect beyond an immediate area, such as a request for a Land Use District or Zone Change affecting a single ownership that does not represent a policy change relative to the community as a whole. Minor changes should be based on data, special studies or other information that serves as the factual basis to support the change. The need and justification for the proposed change should be clearly established. Minor changes should be made as needed to maintain the Plan as an up-to-date guideline for community growth and development.

Major revisions and minor changes to the Plan or Code must be adopted by the City Council following a recommendation by the Planning Commission based upon citizen involvement, and coordination with other governmental units and agencies. Citizens in the area and affected governmental units will be given an opportunity to review and comment prior to any proposed Plan or Code change.

Amendments to the Plan or Code may be initiated by the City Council, the Planning Commission, a property owner, or an affected citizen.

Amendments to the Urban Growth Notification Area require agreement by both the City of Turner and Marion County. Amendments to the Plan area within the Turner City Limits may be enacted by the City.

Adopted changes shall be maintained in the Record File of the proceedings at City Hall and copies of the amendment shall be placed in the applicable sections of the Code. Review copies shall be available to the public and personal copies may be purchased at the Turner City Hall.

## **SECTION 9.170 IMPLEMENTATION**

Implementation measures are intended to assist in putting the Plan into effect. Generally, Plan implementation includes the enactment of regulatory measures pertaining to land development such as zoning and subdivision regulations that are

contained in the Turner Land Use Development Code, but should also include capital improvement programs or other management measures and detailed site-specific development plans.

The greatest value of the Comprehensive Plan is through its use as a policy guide for decision making. However, it can only have limited value unless it is supported by the community as well as city government. Possibly the most important factor in such a relationship is simply patient leadership, supported by citizens who feel that community improvement is a worthwhile aim.

### **Plans, Codes and Ordinances**

There are several basic implementation instruments available to help the City achieve planning aims. The following implementation instruments are utilized by the City of Turner:

#### **Plans**

There are several specific planning studies that are incorporated by reference into the Turner Comprehensive Plan. They include

1. Turner Transportation System Plan
2. Turner Water System Master Plan
3. Turner Sanitary Sewer System Master Plan
4. Turner Storm Drainage Master Plan
5. Turner Local Wetland & Riparian Area Inventory
6. Turner Parks Master Plan
7. Downtown Turner Development Plan

#### **Zoning**

Zoning is probably the most familiar legal instrument used in plan implementation. While the Comprehensive Plan specifies the principals and policies for conservation and development of community resources, the zoning provisions of the Code actually provide the definite and precise standards and procedures to implement the Plan.

#### **Zoning and the Comprehensive Plan**

The Comprehensive Plan, while a guide for zoning actions, is not a zoning regulation. Zoning regulations are detailed pieces of legislation that are intended to implement the proposals of the Comprehensive Plan by providing specific standards for use of land in various districts within the community.

Two cases heard by the Oregon Supreme Court have had a profound impact on the relationship between the Comprehensive Plan and its implementation through zoning. In the case of **Fasano v. Washington County Commissioners** it was determined that: "the plan embodies policy determinations and guiding principles; the zoning ordinances provide the detailed means of giving effect to these principles," and that "it must be proved that the (zone) change is in conformance with the Comprehensive Plan."

The earlier decision was emphasized to a much greater extent in the 1974 case of **Baker v. City of Milwaukie**. In that case it was concluded "that a comprehensive plan

is the controlling land use planning instrument for a city. Upon passage of a comprehensive plan, a city (or county) assumes a responsibility to effectuate that plan and resolve conflicting zoning ordinances. We further hold that the zoning decision must be in accord with that plan and a zoning ordinance which allows a more intensive use than that prescribed in the plan must fail."

It is important that zone change proposals be considered in relation to the policies and aims of the Comprehensive Plan. Amendments to the Zoning provisions of this Code that are consistent with the Comprehensive Plan can proceed as provided in the Code. However, zoning amendments that are contrary to the intent of the Comprehensive Plan should be reviewed first as a potential Plan change. If the zoning amendment is deemed in the public interest, then the Comprehensive Plan should be so amended before action on the zoning amendment proceeds. This procedure should guarantee essential coordination between the two planning instruments.

The City of Turner has prepared a Land Use Development Code in conformance with the City's Comprehensive Plan and has incorporated the Plan therein to facilitate coordinated decision-making.

To further facilitate coordinated planning efforts, the Zoning Map and the Comprehensive Map have been combined into a single Land Use District Map.

### **Land Division Regulations**

Review of proposed Land Divisions by the City is a useful means of achieving planning goals. Dedications of land to assist in street widening or extensions can be made a condition of approval for new developments. The overall design of Land Divisions, including the installation of required improvements, will have a direct bearing on the quality of new residential districts in Turner. The negative effects of an ill-conceived, poorly constructed Land Division are difficult to overcome at a later date.

Land Division regulations provide the City with guidelines for approval of subdivision or partition plats. It specifies procedures for plat approval; contains design standards for streets, lots, and blocks; and lists improvements such as streets and utilities which are to be provided by the Land Divider.

Turner has adopted Land Division regulations into the Code in conformance with the Comprehensive Plan.

### **Building Permits**

The City issues Building Permits although Marion County administers the State Building Code and provides inspection services. The building permit is forwarded to the County and a copy is maintained on file at the City providing a continuous building and development record.

Outright permitted uses are issued a building permit without prior approval by the City. Developments requiring review and approval by the City are issued a building permit only after final approval is obtained.

Vigorous code enforcement helps to significantly reduce the number of deteriorating and dilapidated structures, as well as assuring that new buildings meet basic development requirements.

### **Official Street Map**

The Comprehensive Plan is the Official Street Map for the City showing alignments of existing and proposed streets. In this way, the City can greatly facilitate the eventual realization of planning recommendations for streets and thoroughfares by indicating areas in which construction should be avoided, so that purchase and removal of improvements will not be necessary at a later time.

Although the Transportation Element focuses on highways, arterials and collector streets as primary network elements, there is also a need for local street continuity and extensions. Local streets are usually planned by individual developers and in most cases cannot be predetermined by the City in advance. Where needed local streets can be identified, they should be located on the Plan Map. Where they cannot be specifically located, they should be considered as part of the project review procedure.

Each project should clearly identify street extensions, closures or modifications within and beyond the project boundary as an integral part of the project proposal and review procedures. Approved development plans should be considered a plan amendment to guarantee that recommended street alignments beyond the project boundaries are officially designated.

### **Capital Improvement Program**

**It is essential that long range financial planning, based on available and anticipated resources, be maintained by the City.**

Capital Improvements Programming is one of the programs available to the community for long range financial planning. The long range Financial Plan encompasses estimates of the City's expenditures for establishing, operating and maintaining public services and for constructing capital improvements.

A long range financial plan must be based on the following:

1. An Operating and Maintenance Budget for public services.
2. A Capital Improvements Program based on a Comprehensive Plan.
3. A Comprehensive Revenue Program.

Upon completion of the financial plan, it is carried out with the following programs:

1. A priority list of proposed capital improvements.
2. A five-year capital improvement budget.
3. The annual city budget.

It is essential that additional operating expenses brought about by capital expenditures be included in the annual budget to insure correlation of operating and capital budgets.



In estimating revenue sources, those public agencies not directly controlled by the City, but responsible for the provisions of certain capital expenditures relative to City requirements, must be related to priority scheduling in time and coordinated as to their availability of funds.

Based on detailed programs expressing levels of service, and a definition of facilities to provide this service, cost estimates for capital expenditures may be prepared and individual program priorities assigned. Priority projects for the various program areas can then be selected to prepare an annual capital expenditure budget, based on the anticipated revenues of that year.

## **SECTION 9.190 PLANNING GOALS & POLICIES**

### **GOALS & OBJECTIVES**

There are certain basic aims to which the Comprehensive Plan is broadly committed. These general goals and objectives are:

1. To encourage development in a planned and considered manner consistent with the community's general health, safety and welfare.
2. To achieve an environment that assures each individual the widest possible choices and opportunities for a productive and meaningful life-style within the community.
3. To preserve those features that are special and unique to the community while also being responsive to changing needs and conditions.
4. To achieve public interest, understanding, and support of the planning process and the goals toward which the process is directed.
5. To provide effective communication between city residents and city officials and to provide an ongoing opportunity for all persons to participate in all phases of the planning process.

### **POLICIES & RECOMMENDATIONS**

If the Comprehensive Plan is to be of value as an on-going decision making guide, it must be maintained as an up-to-date working manual.

1. The Comprehensive Plan is the controlling planning instrument for the City of Turner. All other land use, development and management plans shall be in conformance with the Plan.
2. The Turner Comprehensive Plan shall be maintained as an on-going decision making guideline for planning and development actions within the Turner Urban Growth Boundary.

3. The adopted Comprehensive Plan Policies shall be considered the City's official guide for decisions on specific development proposals within the local planning area and represents the City's official stand with regard to a specific issue.
4. The adopted policies should be reviewed periodically as needed, and may be revised and amended to reflect changing needs and conditions within the planning area.
5. All proposed revisions or amendments to the adopted policies shall be reviewed at public hearings before final adoption.
6. All local codes and ordinances shall be in conformance with the adopted policies of the Comprehensive Plan. Code or ordinance amendments, deemed in the public interest, that are contrary to the intent of the adopted policies shall be reviewed and amended as policy changes to the Comprehensive Plan before approval of an ordinance amendment.
7. Since planning problems requiring area-wide action cannot be solved by the City alone, joint cooperative solutions involving more than one level of government shall be actively encouraged.
8. Close coordination shall be maintained between the school district, serving utilities, Marion County, the City of Salem, and other governmental agencies having facilities or programs in the area.
9. Development patterns and the results of City actions should be reviewed periodically to insure that the Comprehensive Plan and community needs are being adequately met.
10. All 1990 Population and Housing Census data contained in the Turner Comprehensive Plan shall be replaced with 2000 Population and Housing Census data when it becomes available to the City.
11. The City should also monitor significant area developments outside of the City that could affect the City's growth, such as Mill Creek Industrial Center.
12. An active and on-going citizen involvement program shall be maintained by the City to insure that all citizens have an opportunity to be informed and involved in the planning process that includes issuing required public notices and providing other methods of announcement as they are available.
13. The City of Turner hereby adopts the applicable Statewide Planning Goals as they apply to the community and reinforces them through specific goals, objectives and policies in response to community needs.
14. Staff, City Council and Planning Commission members should record notes on planning issues directly in the plan text as they occur so they are not lost or forgotten before needed changes can be made.

15. Plan maps should also be used to record changes and proposed amendments. As the Official Street Map, it is essential that the plan map be kept up-to-date to protect needed alignments and right-of-ways.
16. Land use data should be maintained on a continual basis as part of the building permit procedure to eliminate the need for future land use studies. As each building permit is issued, it should be recorded on the land use map and added to the statistical data base.
17. All future plan-related studies and reports should be recorded as source references. Specific conditions, issues, or needs identified in these studies should also be referenced in the appropriate element of the Plan to guarantee that future community projects are in legal conformance with the Plan as required by state law.
18. The studies and plans of other agencies should also be referenced and noted in the applicable element of the Comprehensive Plan.
19. A Capital Improvement Program shall be developed and maintained as an on-going implementation component of the Comprehensive Plan.