

SECTION 9.500 LAND USE

The Land Use Element of the Turner Comprehensive Plan contains background data, policies and recommendations relevant to Statewide Planning Goal 2, Land Use Planning; Goal 3, Agricultural Lands; Goal 5, Open Space, Scenic and Historic Areas and Natural Resources; and Goal 8, Recreational Needs.

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

Goal 3 reads in part: "to preserve and maintain agricultural lands".

Goal 4 reads: "To preserve forest land for forest use."

Goal 5 reads in part: "to conserve open space and protect natural and scenic resources".

Goal 8 reads in part: "to satisfy the recreational needs of the citizens of the state and visitors".

The purpose of the land use element of the Plan is to delineate a land use pattern for the Turner urban area that will guide the future use of land. The land use plan is based upon the other elements of the Comprehensive Plan, community desires as expressed by citizen reviews, policy statements, projected land use needs to the year 2020, and existing land use patterns.

Land Use Survey

A land use survey of the planning area was first conducted in 1979 to provide base information for the land use element of the Comprehensive Plan. This information was updated in 1981. A new land use Community Survey was completed in July of 1999. This information is tabulated by Land Use District and by Tax Lot.

The 1999 Land Use Survey was conducted utilizing county tax assessor maps, aerial photographs, a newly created base map and field observations. This information was then tabulated by tax map and tax lot for each land use district.

For residential land, the buildable lands inventory in the 2021-2041 Turner Housing Needs Analysis, Appendix 1 of the Comprehensive Plan, supersedes information in Section 9.500 about information about buildable lands in the R-1, R-2, and R-11 districts. The information about constraints and buildable land in this section is only applicable to the C-1, M-1, and MAR districts, based on information from prior analysis. When the City conducts an Economic Opportunities Analysis the remainder of this information can be replaced.

Primary Land Use Districts

Single-family Residential District	R-1 - 811 ,000 sq. ft. min lot size
Single-family Residential District	R-2 - 6,07,500 sq. ft. min. lot size
Multiple-family Residential District	R-11 - minimum density of 15-10
units per acre	
General Commercial District	C-1
General Industrial District	M-1

Overlay District constraints are also tabulated to arrive at a final buildable lands inventory. Constraints include:

Flood Hazard	FH
Wetlands	WL
Hillside Development	HD
Mineral & Aggregate Resource	MAR
Historic Preservation	HP

The five primary existing land uses in Turner include:

- **Residential.**
Residential land uses include all single-family, multi-family and manufactured homes.
- **Commercial.**
Commercial land uses include all general businesses and service facilities including retail and wholesale stores and shops.
- **Industrial.**
Industrial land uses include all general manufacturing, storage and industrial service facilities.
- **Public and Semi-public.**
Public and semi-public land is a broad category including schools, churches, cemeteries, parks, utilities, and all municipal and institutional facilities.
- **Open Space**
Open Space includes agricultural areas, woodlands and riparian corridors together with parks and small landscaped features within the community.

Urban Growth Notification Area

An Urban Growth Notification Area UGNA was established by the City and County in 1980 that was the former area designated in the 1979 Turner Comprehensive Plan as the City’s Urban Growth Boundary (UGB). This Boundary was intended as a reserve area for future inclusion the City’s UGB when it could be justified. The UGNA contains 422 tax lot acres and is located on the east and south boundary of the City Limits. It is a reserve area for the long-range future growth needs of Turner.

SECTION 9.510 EXISTING LAND USE

An inventory of existing land uses was conducted in July 1999. The inventory findings are tabulated for each of the Primary Land Use Districts together with a Land Use Summary. The Land Use Summary is presented in **Table 9.500 A** for commercial and industrial land. For residential land, the buildable lands inventory in the 2021-2041 Turner Housing Needs Analysis, Appendix 1 of the Comprehensive Plan, supersedes information in Table 9.500A

**TABLE 9.500 A
EXISTING LAND USE DISTRIBUTION, 1999
FOR COMMERCIAL AND INDUSTRIAL LAND**

	CITY/JGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot Acres	Tax Lot Acres	F-1	F-2	R-11	C-1	M-1	MAR	
TAX LOT AREA	800.65	422.48	221.23	183.78	63.98	34.01	119.60	169.05	800.65
PERCENTAGE GROSS AREA	65.46%	34.54%	28.51%	22.95%	8.24%	4.25%	14.94%	21.11%	100.00%
AREA LESS MAR DISTRICT									
	Tax Lot Acres								
City Less MAR	631.60	0.02							
DEVELOPED LAND	297.57		117.47	81.30	33.48	26.51	36.81		297.57
	47.11%		39.48%	27.99%	11.25%	8.91%	12.37%		100.00%
VACANT LAND	334.03	243.74	110.76	100.48	32.50	7.50	82.79		334.03
	52.89%		33.16%	30.08%	9.73%	2.25%	24.79%		100.00%
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		11.64	51.53	11.01	0.15	26.76		114.09
	34.16%		16.34%	50.43%	9.65%	0.13%	23.46%		100.00%
BUILDABLE LAND	219.94	156.56	99.12	49.95	21.49	7.35	56.03		219.94
	65.84%		41.38%	19.53%	9.77%	3.34%	25.48%		100.00%
HOUSING									
Bldg In Flood Plain	HOUSING By Building	By Type	F-1	F-2	R-11	C-1	M-1	MAR	TOTALS
29-SF	346-Bldings	346--SF	22	137	33	53			346.00
11-MH	41-Bldings	41--MH	3	23					41.00
5-2Plex	22-Bldings	46-2Flex Units		2	36				46.00
	11-Bldings	44-4Flex Units	4		36				44.00
4-3Plex	4-Bldings	20-5Flex Units			20				20.00
45-Bldings	424-Bldings	497 Dwelling Units	134	152	110	71			497.00

Source: Turner Community Survey, July 1999.

Notes:¹ The MAR District is unavailable until after the year 2010 to 2020.

~~There are approximately 800 tax lot acres within the existing city limits and 422 acres inside the **Urban Growth Notification Area (UGNA)**. See **Map M-8**. The City has an end of year 1999, or a beginning year 2000, population of 1,345 and a County coordinated estimated population of 2,363 for the year 2020. The population projections may be too low now that a municipal sanitary sewer system and water system improvements have been implemented. Population projections are discussed in detail in **Section 9.300**.~~

~~Within the City, the ratio of developed land to vacant land is approximately 47% Developed to 53% Vacant excluding the MAR District. The MAR District is an aggregate extraction site containing approximately 169 acres that is excluded from the Developed or Vacant land use categories since this area will not be available until 2010 to 2020.~~

~~The existing pattern of development is one of low density with large amounts of vacant and partially vacant land scattered throughout the community on oversized lots. Physical features such as excessive slope, flood hazard areas, soil limitations and small acreage parcels are constraints to development within the City. Approximately half of the City is subject to one or more of the development limitations listed above. Some of these areas are classified as undevelopable although some could be developed if sound conservation and construction practices are followed.~~

Existing MAR District

The MAR District is an aggregate extraction site was established in 1995. It is located at the north end of the City and is owned by River Bend Sand & Gravel. The MAR District contains 169 acres or 21% of the City's tax lot acres. The 169 acres contained in the MAR is presently not included in the ratios of Developed or Vacant land use categories since this area is not available for development and may not be available until 2010 to 2020.

Existing Residential Land Use

~~The 2021-2041 Turner Housing Needs Analysis provides information about existing residential land use in Turner in Chapter 2 of the report, the buildable lands inventory.~~

~~Residential Districts comprise 60 percent of the City's Tax Lots. Historically, low density single-family residential development has been the primary housing type.~~

~~There are 244 acres of vacant residential land although only 157 acres are available for residential development due to some form of development constraints. Buildable lands are available vacant lands without building constraints. **Table 9.500 A** summarizes the various distributions of Developed, Vacant, Constrained and Buildable lands for each Primary Land Use District.~~

~~Within the City, 412 acres are presently designated for single-family dwellings in the R-1 and R-2 Single-family Residential Districts and another 66 acres for multi-family dwellings in the R-11 Multiple-family Residential District. **Tables 9.5.00 B, C & D** summarize land use and housing for each residential district.~~

~~There are 234 acres of developed residential land within the city. In addition, there are 70 dwelling units on 17 acres located in the Commercial C-1 District.~~

~~Existing manufactured homes are located on individual lots and account for only 8 percent of the total housing in Turner. There are no manufactured home parks within the City.~~

**TABLE 9.500 B
R-1 RESIDENTIAL DISTRICT SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
R-1 Totals	228.23	28.51%	117.47	51.47%	110.76	48.53%	92.12	40.36%
	800.65	City Total	R-1 RESIDENTIAL DISTRICT SUBAREAS					
	Acres	% Dist	SF	MH	2Plex	MF	Total	
West of 3rd St								
North of Park	12.53	5.49%						
City Park	13.41	5.88%		1			1	
	25.94	11.37%						
East of 3rd St							0	
Val View	81.16	35.56%	110	1			111	
Central Area	19.06	8.35%	9	6			15	
Reservoir	54.27	23.78%						
Turn Ret Hms	46.87	20.54%						
Downtown	0.93	0.41%	3			4	7	
	202.29	88.63%	122	8	0	4	134	
	228.23	100.00%				1-4Plex		

**TABLE 9.500 C
R-2 RESIDENTIAL DISTRICT SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
R-2 Totals	183.78	22.95%	83.30	45.33%	100.48	54.67%	42.95	23.37%
	800.65	City Total	R-2 RESIDENTIAL DISTRICT SUBAREAS					
	Acres	% Dist	SF	MH	2Plex	MF	Total	
West of 3rd St								
N Delaney	31.84	17.33%	35	4			39	
S Delaney	15.75	8.57%	23	3			26	
S Mill Cr	27.13	14.76%	32	6			38	
	74.72	40.66%					0	
East of 3rd St							0	
Webb SubDiv	10.34	5.63%	18		2		20	
RMA Develop	13.92	7.57%		1			1	
E Delaney	15.59	8.48%	27	4			31	
	39.85	21.68%						
Marion Road								
North Marion	46.50	25.30%	2	3			5	
South Marion	22.71	12.36%		2			2	
	69.21	37.66%	137	23	2	0	162	
	183.78	100.00%						

Existing multi-family residential uses (Larger than a duplex) currently account for less than 2 percent of developed land in Turner. Most of this is owned and operated by the Turner Retirement Homes. There are only three four-plex buildings that are privately

~~owned in the City. This can have an impact on affordable housing alternatives for younger families and singles in the City..~~

~~Turner Retirement Homes administers 132 dwelling units in the City of Turner. This is 26% of the housing in Turner. There are approximately 90 Life-estate units and 42 Care Center units. Turner Retirement Homes, not only accounts for a significant portion of the City's total housing count, it also provides a valuable community service contribution to the needs of our older population.~~

**TABLE 9.500 D
R-11 RESIDENTIAL DISTRICT SUMMARY**

	Acres	% City	Develp	%	Vacant	%	Build	%
R-11 Totals	65.98	8.24%	33.48	50.74%	32.50	49.26%	21.49	32.57%
	800.65	City Total						
R-11 RESIDENTIAL DISTRICT SUBAREAS								
	Acres	% Dist					Housing Units	
Tabernacle Ln	21.36	34.62%	8	1	20			29
Central Area	16.97	27.51%	13	4	10	48		75
Cedar Street	5.81	9.42%	7		2			9
5th Street	0.59	0.96%				8		8
Web Subdiv	1.41	2.29%	4		4			8
Va l View Dr	15.55	25.21%	1					1
	<u>61.69</u>	<u>100.00%</u>	<u>33</u>	<u>5</u>	<u>36</u>	<u>56</u>		<u>130</u>
R-11 RESIDENTIAL DISTRICT OWNERSHIPS								
	Acres	% Dist					Housing Units	
Turner Ret Hms	25.51	38.66%	10.03	39%	17	1	32	48
First Christ Ch	8.23	12.47%						
Tur Sch Dist	4.33	6.56%						
Vacant Church	0.16	0.24%						
Private	23.46	35.56%			16	4	4	8
	<u>61.69</u>	<u>93.50%</u>			<u>33</u>	<u>5</u>	<u>36</u>	<u>56</u>
								<u>130</u>

~~Of the 422 acres within the UGNA, outside the City Limits, approximately 345 acres are intended for residential development. The remaining 77 acres are intended for industrial expansion.~~

Existing Commercial Land Use

Turner's commercial core is strongly impacted by the close proximity to retail and service centers in Salem. It is expected that Salem's influence will limit commercial development in Turner until a larger population is achieved. Existing commercial uses comprise about 2% of the developed land in the City, or approximately 7 acres, and are primarily limited to convenience and service businesses.

The C-1 Commercial District contains 34 acres. There are 27 developed acres and 7 vacant or partially vacant acres. However, 16 acres of the developed commercial area is single-family residential and 4 acres is devoted to public use.

Turner's commercial facilities are located along Third and Denver Streets, the City's primary arterial and commercial corridor. The commercial corridor is comprised of four identifiable areas:

Area C1-1. The traditional downtown core is centered on Denver Street east of Third Street. The downtown core is centrally located to the entire community with good access and orientation to the major arterial streets of Turner.

Area C1-2. A highway commercial area is located at the extreme north end of the corridor between the west side of Third Street and the railroad tracks. Commercial activities in this area are generally construction contractors offering goods and services related to the building and automotive trades. This area is well suited for highway commercial uses needing direct auto and truck access.

Area C1-3. Located at Third and Val View. This third commercial center is developing at the north end of the Third Street corridor on the east side of Third Street. The Post Office and City Hall are located in this area together with some other compatible commercial businesses.

Area C1-4. Located just north of Delaney Road to just south of Fir Street on both sides of Third Street. This is primarily a residential area.

The City's commercial areas have become highly fragmented over the years with no clear development strategy.

**TABLE 9.500 E
C-1 COMMERCIAL DISTRICT SUMMARY**

	Acres	% City	Develp	%	Vacant	%	Build	%
C-1 Totals	34.01	4.25%	26.51	77.95%	7.50	22.05%	7.35	21.61%
City Total	800.65							
COMMERCIAL SUBAREAS								
North 3rd St	Area	% Dist	Housing Units					
			SF	MH	2Plex	MF	Total	
N of Mill Creek								
West 3rd	10.73	31.55%	24		2		26	
East 3rd	14.73	43.31%	12	1	6	4	23	
	25.46	74.86%						
Central Area	8.55	25.14%	17	4			21	
S of Mill Creek			53	5	8	4	70	
	34.01	100.00%						
Residential	16.87	49.60%						

Existing Industrial Land Use

Base industries provide the economic foundation for most communities by providing local jobs and by bringing outside money into the community.

**TABLE 9.500 F
M-1 INDUSTRIAL DISTRICT SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
M-1 Totals	119.60	14.94%	36.81	30.78%	82.79	69.22%	56.03	46.85%
City Total	800.65							
INDUSTRIAL DISTRICT SUBAREAS								
North 3rd St	Acres	% Dist	Housing Units					
West 3rd	22.77	19.04%	SF	MH	2Plex	MF	Total	
East 3rd	1.61	1.35%						
	24.38	20.38%						
Central Area								
West RR	6.52	5.45%						
East RR	11.03	9.22%						
RR	0.45	0.38%						
	18.00	15.05%						
South Gaston								
West RR	41.06	34.33%	1					1
East RR	36.16	30.23%						
	77.22	64.57%	1					1
	119.60	100.00%						

The City's industrial objective is to maintain an adequate supply of industrial sites at locations that are compatible with other land uses and to provide assurances that industrial development is consistent with the environmental concerns of the community.

To address industrial objectives, the City has designated that the permitted uses be limited to light manufacturing and warehousing activities within buildings in the M-1 Industrial District. Exterior storage, heavy industrial manufacturing with emissions, and uses with potentially hazardous materials may be allowed by Conditional Use only.

Historically, plans have designated areas for industrial uses much larger than may be needed to provide locational choices to attract potential industries to the community.

Currently, the City has 120 acres of designated industrial land within the M-1 Industrial District. Only 37 acres are actually in industrial use leaving 83 acres of vacant industrial land although only 56 acres is available for new industrial development due to flooding and significant wetlands.

The M-1 District is located in three distinct areas of the City.

Area M1-1. The North Third Street area has 22 acres located on the west side of Third Street that is nearly fully developed. The east side of Third Street has less than 2 acres developed that also qualify as highway commercial.

Area M1-2. The Central Area has 18 acres located north of the Gaston Street Right-of-way adjacent to the downtown core area. This area is highly developed although there is potential for some industrial expansion or additional development. The most significant feature of this area is the Caliber Forest Products Mill, formerly Burkland Lumber Company that closed in 1974.

Area M1-3. The South Gaston area has 77 acres of open pasture with some woodland areas containing only one farmstead. This is the City's largest developable industrial property. The M3 area on the east side of the railroad contains the Perrin Lateral Canal and the Mill Creek By-pass with substantial riparian and wetland areas.

Existing Public & Semi-Public Land Use

Table 9.500 G summarizes the primary public landholders.

**TABLE 9.500 G
PUBLIC LAND USE SUMMARY**

	Total Ac	%	Develp	%	Vacant	%	Build	%
Public Totals	156.77	19.58%	98.72	62.97%	58.05	58.80%	42.65	27.21%
	800.65	City Total						
PUBLIC SUBAREAS			HOUSING UNITS					
	Acres	% Dist	SF	MH	2Plex	MF	Total	
Tabernacle	19.41	12.38%		2			2	
Aldersgate	35.85	22.87%	2	3			5	
Sch Dist 79	8.62	5.50%						
Salem Reserv	54.27	34.62%						
City of Turner	15.49	9.88%		1			1	
Turner RFPD19	1.67	1.07%						
Cemetery	10.65	6.79%						
Other	10.81	6.90%	2	6	0	0	8	
	<u>156.77</u>	<u>100.00%</u>						

There is no Public or Semi-public Land Use District or Zone. Public and semi-public uses are permitted in any of Turner’s Land Use Districts under the Conditional Use procedures of the Turner Land Use Code. There are approximately 157 acres of public and semi-public uses located throughout the City comprising 20% of the City, although 27% is vacant buildable land capable of further development.

Public and Semi-public facilities are essential to the community. These facilities are either owned by various governmental agencies or are operated by private institutions. Public uses include parks, schools, fire districts, Franzen Reservoir, and other governmental facilities providing a local service. Semi-public uses include privately owned institutions that provide services to residents including, churches, cemeteries, camp grounds, fraternal organizations, utilities, Turner Retirement Homes and other institutions.

Existing Open Space

The most significant scenic resources in the Turner area are the water courses, the hillside woodlands and the open farmlands. **The Natural Environmental Element 9.200** contains a detailed description of the natural vegetation within the Urban Growth Boundary.

There are no true forest lands within the City of Turner. There are, however, an estimated 72 acres of woodlands, consisting primarily of riparian vegetation along Mill Creek and the smaller water courses and within the hillside areas of the City.

The agricultural lands are also a valuable scenic resource. Ensuring the orderly planned conversion of agricultural lands within the City and prevention of haphazard development will help preserve these values until urban conversion actually occurs. There are approximately 80 acres of pasture land within the City that is located in the M-1 Industrial District that will be protected and maintained until industrial development occurs. Maintenance of agricultural areas outside the Urban Growth Boundary are also essential to preserve the rural vistas of the surrounding area in addition to their value as agricultural land.

The Turner City Park is important in addressing the recreational needs of the community and in providing an attractive natural environment. Parks not only enhance the community's appeal but can also contribute to a community's economic potential by helping to attract new people, businesses and industry. Parks are discussed in detail in **Section 9.700, Public Facilities & Services.**

In the southern part of Turner, with its potential for industrial development, the open space provided along Mill Creek, The Turner By-pass and the Perrin Lateral is significant for several reasons. It can help reduce air pollution and provide visual relief and buffering from industrial facilities. The natural vegetation also helps preserve the natural character of the creeks and helps prevent stream bank erosion.

SECTION 9.520 LAND USE TRENDS

~~As noted in **Section 3, Population & Economy**, population growth in Turner has been less than 0.7% per year since 1980 and has resulted in a population increase of only 214 people and 96 housing units during the last 20 year planning period. Therefore statistical trending for Turner provides little predictive value for the future.~~

~~What is important is the construction of the new municipal sewer system. This now permits developments that are not constrained by on-site sewage disposal. Already in the year 2000 the City has experienced a substantial increase in housing development that may exceed the previous 20 year planning period by the year 2001.~~

~~Although statistical trending has limited value, there are developing trends that could have a significant impact on community development.~~

MAR District Trends

It is assumed that the existing gravel extraction process will continue to operate throughout the first half of the planning period although this time period could extend further into the planning period depending upon market conditions.

The MAR District was established in 1995 reducing the City's available land for development in three categories:

- **Residential**
~~14.31 acres have been removed from the City's residential inventory.~~
- **Commercial**
33.77 acres have been removed from the City's commercial inventory.
- **Industrial**
120.94 acres have been removed from the City's industrial inventory.

The extraction process will create a lake of approximately 90 acres. Although reducing the City's buildable land by that amount, it will provide an attractive open space feature for the community that could attract additional development.

Residential Land Use Trends

~~The 2021-2041 Turner Housing Needs Analysis provides information about residential land use trends.~~

~~With the completion of the municipal sanitary sewer system in September 1999, development and population is already increasing at higher densities than previously permitted with on-site sewage treatment. The City has implemented the R-2 Residential District, a new higher density single-family residential zoning district that permits a minimum lot size of 7,500 sq. ft. A Planned Development Overlay District has also been implemented that allows even higher densities with an approved development plan. It is expected that higher residential densities will continue throughout the planning period.~~

~~The availability of large acreage parcels suitable for subdivisions is limited within the City. However, there are numerous parcels capable of further partitioning that can provide opportunities for additional in-fill development.~~

~~Multi-family development is expected to increase due to the increasing cost of housing, particularly for young families and the elderly.~~

~~Manufactured Homes are also expected to increase for the same reasons. Manufactured home parks are now possible with the new sewer system, and although there are none in the City, their introduction is probable since they are permitted in single-family zoning districts by State Law.~~

Commercial Land Use Trends

The City has too much commercially zoned land that has diluted the City's commercial core. A commercial land area needs projection to the year 2020 based on existing acres per 100 population could require 5 more acres in addition to the 7 acres currently in use. With 34 acres designated for commercial use and over 7 acres actually vacant, there is an excess of commercially zoned property. This would explain why 16 acres remain in residential use.

Area C1-1. The City's downtown core area has continued to decline due primarily to the dispersion of commercial areas within the community. The location and redevelopment of the downtown core area will become increasingly important as a center for those persons who do not drive automobiles by providing a walking environment for students and those living in the adjacent retirement and multi-family facilities.

Area C1-2. The highway commercial area at the north end of the City performs well for commercial facilities needing direct truck and auto access.

Area C1-3. Located at Third and Val View, this area is suited for reinforcement as a compact commercial center containing an intermix of public, office and service businesses in addition to multi-family housing.

Area C1-4. Located between Delaney and Fir. This area has started to convert to commercial development due to the C-1 Commercial Zoning District designation.

The City's commercial development has been diluted due to Salem's proximity and the limited development that has occurred has been allowed to disperse throughout the community by extended commercial zoning.

Industrial Land Use Trends

The City's Industrial properties are well located and suited for industrial development. Their location minimizes impacts on residential areas and they are adjacent to the railroad with direct access to major transportation routes, including Interstate Highway 5.

Area M1-1. The North Third Street area is nearly fully developed with some potential expansion area to the north on the west side of Turner Road. The two uses on the west side developed parcel could remain industrial although the use is primarily highway commercial.

Area M1-2. The Central Area adjacent to the downtown core area is developing and has some industrial expansion potential particularly on the west side of the railroad.

Area M1-3. The South Gaston area has been maintained as open pasture with some woodland until industrial conversion occurs. This is the City's largest industrial reserve.

The City has designated permitted industrial uses to be light manufacturing and warehousing activities within enclosed buildings in the M-1 Industrial District. Exterior storage, heavy industrial manufacturing and uses with permitted emissions may also be allowed by Conditional Use.

The City has lost 135 acres of previously designated industrial land due to the MAR aggregate extraction facility and the RMA Housing Development that should be replaced.

Public And Semi-Public Land Use Trends

Because of the wide differences in public and semi-public uses it is virtually impossible to define a land use district applicable to all. Therefore the Public District contained in the previous Plan was eliminated allowing public and semi-public uses to be located in any zoning district under specified conditions as a Conditional Use.

Open Space Trends

With a population of only 1,330 people and an area of 922 acres, the need for preservation of open space has not yet become a critical issue in Turner. However, increasing impacts to the community's water courses and natural vegetation suggest that protecting these resources should not be delayed.

The policies and recommendations related to this section and those contained in **Section 9.200, Environment** are directed toward achieving this goal and thereby ensuring the preservation of open space, the protection of scenic and natural resources, and the promotion of a healthy and visually attractive environment in Turner.

SECTION 9.530 PROJECTED LAND USE NEEDS

The designation of future land uses was based upon the findings and needs identified in all the elements of the Comprehensive Plan and the citizen participation achieved through reviews during the public hearing process for commercial and industrial uses. The 2021-2041 Turner Housing Needs Analysis provides projected land needs for residential uses.

The general criteria which guided the selection of lands for future use were:

1. The existing land use pattern and growth trends of the area.
2. The land ownership patterns, particularly public and semi-public, industrial and agricultural land ownerships.
3. The natural environmental constraints, including topography, geology, soils, water resources, natural vegetation, wildlife, and air resources.
4. The accessibility of existing and proposed transportation systems.
5. The availability of existing and proposed community facilities, utilities, and services.

- 6. The locational suitability for each land use classification with respect to available natural amenities.
- 7. Previous planning and zoning commitments to each land use.
- 8. Turner's role relative to the Salem Urbanizing Area.
- 9. The need to maintain an adequate supply of land for each land use.

The above criteria was utilized to determine the needs for the six land use districts applicable to the Turner Area. Incremental and systematic expansion from the core area outward along existing service corridors is the preferred growth pattern and offers the greatest efficiency and economy of development.

MAR District

The area within the present MAR District will be included in the City's inventory of available sites following completion of the extraction process and approval of a final Redevelopment Plan. It is projected that this area will not be available until sometime between the year 2010 and 2020.

Upon completion of the extraction process and City approval of a final Redevelopment Plan this land will become available for development. Presently the preliminary Redevelopment Plan anticipates a 90 acre Lake, 47 acres of residential development, 24 acres is reserved for commercial or public use and 8 acres of protective landscaped buffers.

Residential Land Use Needs

The 2021-2041 Turner Housing Needs Analysis provides information about residential land use trends.

~~Low density residential developments can be expected to predominate in Turner. Lower density is necessitated by the constraints of the steeper hillsides, by drainageway protections and by the maintenance of the natural resource characteristics of the area.~~

~~It is also recognized that not all designated land will be available for development through personal choice. Additional land beyond the calculated net residential land need has been included in the buildable land need to provide land for roads and utilities and to provide locational choices to help maintain lower land costs~~

~~Table 9.500 H summarizes the buildable land needed to support the coordinated population projections to the year 2020.~~

~~**TABLE 9.500 H
Projected Buildable Land Demand 2000-2020**~~

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Planning Period	Est Pop Increase	Req New Housing	Required Build Acres
2000-2005	204	79	20
2005-2010	216	83	21
2010-2015	291	112	28
2015-2020	307	119	30
Total	1018	393	99

~~¹—Assumes 6 housing units per net acre with an additional 25% for roads and services and an additional 25% to provide locational choice.~~

~~Turner requires 99 acres of buildable land to accommodate the additional housing needs of the community for a coordinated population projections of 2,363 people by the year 2020.~~

~~Large subdivision parcels are lacking in the City. The City needs to preserve the remaining larger acreage parcels for subdivision development that can more economically provide services while maintaining the natural features of an area in support of community livability. Planned Residential Developments are encouraged for larger housing developments within the City to provide adequate review and consideration of proposed developments.~~

~~The areas projected to accommodate the majority of sub-division residential growth in Turner are located east of Third Street. Many of the smaller vacant and partially vacant parcels in the City that are capable of further development are located west of Third Street. These areas will generally develop more slowly by small contractors as owners decide to sell portions of their larger lots. This is a slower in-fill process that will address only a portion of the City's residential need.~~

~~Trends indicate that multi-family housing will increase by 72 units although the percentage share will decrease slightly. Most of these multiple-family units should be encouraged to located close to city services and retail areas to lessen transportation needs and to support the downtown core area. The location of multi-family uses has traditionally been adjacent to commercial areas as a supporting use that forms a transitional buffer between the commercial and single-family residential areas. In a community of Turner's size and physical characteristics, it is reasonable to encourage this practice.~~

~~There are also 345 acres reserved for residential development within the UGNA that appears sufficient to accommodate the long-range future residential needs of the City. The area designated within the UGNA also preserves the natural features of the area as an urban reserve until needed for future residential use. The City's long-range expansion needs, the need to preserve quality areas for future residential development, the need to provide a variety of locational choices, and the need to maintain Turner's small town rural atmosphere are all factors that determined the boundary of the UGNA.~~

Commercial Land Use Needs

Commercial activities that provide goods and services to area residents are essential to a viable community. The location and distribution of commercial facilities is also crucial to the organizational structure of a community and can substantially influence the quality of life of any city.

Area C1-1. The downtown core area should remain the central commercial focus of the community with the majority of the retail, office and service businesses locating there. A strong downtown area can serve as a focal point for the community, encourage business activity, increase service efficiency, and stimulate residential development in the adjacent areas. Adequate off-street parking should be provided and a pedestrian-oriented atmosphere should be encouraged.

Area C1-2. The highway commercial area located at the extreme north end of the Third Street corridor between the west side of Third Street and the railroad tracks is approaching full development although some redevelopment can occur. Additional Highway Commercial that is not appropriate for the downtown core area may be needed in the future and is proposed for some of the MAR District located adjacent to Third Street when redevelopment occurs.

Area C1-3. Located at Third and Val View. The commercial and public facilities in this area would have provided good support for the downtown core but can develop as a secondary compact commercial center.

Area C1-4. Located between Delaney and Fir. This area is not needed for commercial use and commercial facilities locating in this area will dilute the emerging commercial centers noted above if the area is allowed to spot develop into a commercial strip. The area could support higher density housing that would add a support population for the other commercial centers.

Commercial centers can provide the structure for quality community development. Random strip development along a highway has traditionally not contributed to a sense of community. Designating more commercial land than is needed along an arterial road will guarantee fragmented random strip development at the expense of the community.

If the needed amount of commercial land is located wisely in commercial centers new commercial businesses will be attracted to the community and have a higher potential for success because they are supported by the activities from other adjacent businesses and are more efficient and convenient for area residents. The City's land use plan and transportation systems are thereby supported and the quality of life in the community is enhanced.

Industrial Land Use Needs

There are cost advantages for industries to locate in small communities and Turner's services and proximity to Salem and Interstate 5 could increase interest in the community by potential industries.

Area M1-1. The North Third Street area could expand to the north on the west side of Turner Road if needed by inclusion in the City's UGB. The developed parcel on the west side of Third Street should be changed from industrial to commercial zoning to limit industrial development on the east side of Third Street adjacent to residential areas.

Area M1-2. The Central Area adjacent to the downtown core area is developing and has some industrial expansion potential particularly on the west side of the railroad. This area is suited to warehousing and light industrial activities compatible with the adjacent residential areas.

Area M1-3. The South Gaston area is the City's largest industrial reserve containing 77 acres although only 56 acres are developable due to flooding, wetlands and riparian corridors in the area.

This area has marginal soils for agricultural use although the City will maintain the agricultural uses as the only outright permitted uses until industrial conversion occurs. In this way agricultural lands are protected until conversion.

The UGNA immediately south of this area contain an additional 77 acres that could be included in the City's industrial inventory when needed. These properties are already partially in the City and partially in the UGNA. Inclusion of this area would replace some of the City's lost industrial property and would unify these tax lots now arbitrarily divided between the City and the County.

The water courses and vegetation in this area provide protective buffers between future industrial developments and the adjacent residential areas.

Public And Semi-Public Land Use Needs

Since public and semi-public uses may be located in any zoning district they have the maximum flexibility to locate where they are needed.

Presently, all of the public and semi-public needs appear to be accommodated adequately although a new City Hall facility is needed.

Open Space Needs

The City has a strong interest in preserving the considerable open space and scenic resources of the community and the surrounding area.

Open space may vary from active uses such as agricultural or recreational areas to more passive areas preserved for conservation or scenic values, including unique natural features such as wooded areas, or other places of scenic or special interest.

Open land may have obvious economic value, as is the case with agricultural and forest lands, but it also has other values that are not always readily apparent. Natural vegetation on steep slopes, for example, protect soils from erosion and thereby

preserves clean water resources. Open areas also provide a variety of habitat for wildlife. These and other natural resource values are discussed in more detail in **Section 9.200, Environment**.

In addition to economic and conservation values, in recent years there has been a growing awareness of the value of open lands as an esthetic resource which is also important to the general quality of life and livability of an area. Thus open land in general, has a number of significant values and certain types of open land have special significance as needed open space for the community.

Open space can be any size. It can range from broad expanses of agricultural and woodland areas to mini-parks and landscaped areas. Various landscaping measures can be undertaken in new developments which can enhance their appearance while increasing the amount of open space in the community as a whole. These measures range from preserving existing trees and other natural vegetation to provisions for "cluster developments".

Scenic and open space values should be protected and enhanced both within the Urban Growth Boundary and within the surrounding area. Open space greenways should be maintained throughout the community and into the surrounding area. Mill Creek and other drainage channels should be preserved as open space greenway buffers.

SECTION 9.540 BUILDABLE LAND NEEDS

Buildable land needs are addressed in detail in the **Section 9.800, Growth Management**. However, it is evident from the needs analysis summarized in **Table 9.500 I** that additional ~~residential~~, commercial or industrial land is not needed to support the City's growth and development throughout the planning period to the year 2020. [The 2021-2041 Turner Housing Needs Analysis, Appendix 1 of the Comprehensive Plan, supersedes information in Section 9.500 about information about buildable lands and land needs in the R-1, R-2, and R-11 districts.](#)

TABLE 9.500 I BUILDABLE LAND NEEDS FOR COMMERCIAL AND INDUSTRIAL LAND

	CITY/UGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot acres	Tax Lot acres	R-1	R-2	R-1	C-1	M-1	MAR	
Tax Lot Acres	800.65	422.48	229.23	183.78	65.98	34.01	119.60	169.05	800.65
Percentage	65.46%	34.54%	28.51%	22.65%	8.24%	4.25%	14.94%	21.11%	100.00%
Gross Area Acres	922.00	439.00							
AREA LESS MAR DISTRICT									
City Area Less MAR	631.60								
DEVELOPED LAND	297.57		117.47	83.30	33.48	26.51	36.81		297.57
	47.11%		39.48%	27.99%	11.25%	8.91%	12.37%		100.00%
VACANT LAND	334.03		110.76	100.48	32.50	7.50	82.79		334.03
	52.89%		33.16%	30.68%	9.77%	2.25%	24.79%		100.00%
Total Less MAR	631.60								631.60
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		18.64	57.53	11.01	0.15	26.76		114.09
	34.16%		16.84%	50.43%	9.65%	0.13%	23.46%		100.00%
BUILDABLE LAND	219.94		92.12	42.95	21.49	7.35	56.03		219.94
	65.84%		41.88%	19.63%	9.77%	3.34%	25.48%		100.00%
Total Vacant	334.03								334.03
PROJECTED LAND NEEDS									
NEED BASIS									
2020 Population Land Needs	99.00		40.00	40.00	19.00	34.01	56.03		
Projected Housing Distribution			40.00%	40.00%	20.00%				
2020 NEEDED LAND			-52.12	-2.45	-2.49	0.00	0.00		
In excess of City Buildable Lands									

~~There is 220 acres of Buildable Land within the City to accommodate the growth needs of the City. This includes an excess of 52 acres in the R-1 Residential Zone, and excess of 3 acres in the R-2 Residential Zone, and an excess of need of 2.5 acres in the R-11 Multi-family Residential Zone.~~ There is an excess of Commercially Zoned land that also includes 7 acres of vacant buildable land. There is also 56 vacant acres of Industrially Zoned buildable land to support industrial growth.

~~The City of Turner has an excess of buildable land to accommodate needs for commercial and industrial development through of the community for a coordinated population projections of 2,363 people by the year 2020.~~

The City also has a designated Urban Growth Notification Area (UGNA) containing 422 tax lot acres that can accommodate the long-range future growth of the City if needed. Without an Urban Growth Boundary outside of the City Limits, it is essential to maintain the UGNA as the City’s urban reserve and protective buffer from County resource lands.

SECTION 9.590 LAND USE GOALS & POLICIES**GOALS & OBJECTIVES**

1. To provide a land use policy plan which sets forth the suitable kinds, amounts, and intensities of use to which land in various parts of the City should be put.
2. To create and maintain an efficient and aesthetically pleasing living and working environment for city residents.

GENERAL POLICIES & RECOMMENDATIONS

1. Sufficient area shall be maintained for the balanced expansion of all major land uses.
2. Areas with existing consistent land use patterns shall be preserved and reinforced unless other overriding factors suggest a change
3. The officially designated safe carrying capacity of air, land and water resources to accommodate pollutants shall be utilized in determining appropriate land uses within the community.
4. Standards shall be adopted and enforced to ensure the preservation and provision of natural vegetation in all development areas.
5. The extent and boundaries of each land use district shall be shown on the Comprehensive Plan Map.

Residential Land Use

1. The City shall provide adequate residential land areas to address the housing needs of its residents
2. A variety of lot sizes, housing types and street patterns shall be encouraged.
3. Residential districts shall be protected from heavy through traffic, conflicting land uses, or other encroachments that would impair a safe, quiet living environment.
4. The City shall encourage compact residential development to provide more efficient land utilization and to help reduce the cost of housing, public facilities and services.
5. Residential development shall be located only where adequate public services and facilities can be efficiently provided.
6. Residential uses should avoid locating in areas that are subject to, and/or generate adverse environmental impacts.

7. The City shall allow single-family residential development within all residential districts.
8. The City shall encourage in-fill development of over-sized lots to increase the efficiency of public services and facilities in developed areas.
9. Higher density multi-family development should be encouraged in the downtown core area should serve as a buffer between commercial and single-family uses, where feasible.
10. New residential developments shall pay the costs of capital improvements needed to support the development.

Commercial Land Use

1. Existing commercial areas should be reinforced with new commercial development before permitting new commercial developments in other areas of the City.
2. The downtown area shall be reinforced as the primary commercial area in Turner. Adequate parking should be provided, multi-family housing should be encouraged on the perimeter and pedestrian-access businesses should be encouraged.
3. A pedestrian friendly downtown shopping environment should be created that is attractive, convenient and accessible that will address the needs of city residents.
4. The City shall encourage new commercial and public uses, other than uses requiring direct vehicular access, to locate in the downtown area.
5. Vehicular access commercial uses should locate in the commercial area at the northern end of the City on the west side of Third Street.
6. Commercial developments shall be planned as compact centers rather than scattered along roadways or mixed in with conflicting non-commercial land uses. Commercial Centers should be compact developments with possible shared parking.
7. Vehicular and pedestrian efficiency and safety shall be required criteria for all commercial developments.

Industrial Land Use

1. The industrial Districts shall be reserved for industrial development although interim farm use shall be allowed until industrial development occurs.
2. Industrially zoned sites should remain at their present parcel size until a specific development plan is approved.

3. All industrial development shall strictly comply with the environmental quality standards of the State of Oregon, including all applicable standards and regulations of the Oregon State Board of Health, the Oregon Department of Environmental Quality and any other public agency having regulatory jurisdiction.
4. Industrial developments shall not result in disruptions to residential, commercial or other areas due to excessive traffic, noise and pollution, or otherwise detract from the livability of the community.
5. Industrial districts shall be protected from encroachment by incompatible land uses.
6. Industrial proposals shall provide sufficient parcel size for building setbacks, expansion, off-street parking and loading, natural buffers and landscaping, and controlled access locations.
7. Limited access and joint-use roads, and parking to serve industrial developments shall be encouraged.
8. Access to the industrial area south of Gaston Street shall be provided by Whipper Road or 55th Avenue.
9. Review criteria for industrial proposals shall include adequacy of site size for the proposed use, utilization of the natural features of the site and Turner's capacity to accommodate the transportation needs and the demand for public services.
10. Utilization of natural features and landscaping as screening buffers, to reduce the impact of industrial developments on the community shall be encouraged.
11. Industrial uses which minimize visual conflicts, noise, traffic and environmental degradation and are compatible with adjacent land uses and the livability of the community shall be encouraged.

Open Space

1. A system of open space including agricultural lands, woodlands, parks, recreation areas, and scenic resources shall be maintained within and around the Turner Urban Growth Boundary.
2. Natural areas that are generally unsuited for development purposes shall be preserved as protecting buffers; protection for soils; watersheds and wildlife habitats; and as recreational and scenic resources.
3. Places of natural scenic beauty, particularly woodland areas, streams and Mill Creek, shall be preserved to the maximum extent possible.

4. Natural areas shall be maintained as protecting buffers where noise and visual conflicts could occur.
5. Open space lands shall be integrated with urban growth to enhance the urban environment. Specifically, streams within the community shall be preserved as open space greenway buffers.
6. The City shall encourage preservation of natural features and natural vegetation as open space to the maximum extent possible.
7. The City shall ensure that landscaping is included as an integral part of site and street developments through the Code's review criteria.
8. Existing agricultural uses within the community shall be maintained as an interim use until a development proposal is approved by the City.
9. Wooded areas shall be preserved to the maximum extent possible. Highest priority should be given to open space or park use with secondary priority given to other public uses which would preserve the natural features. Private developments shall be encouraged to preserve these areas through the City's development standards.
10. Slopes over 25 percent should be preserved in a natural state as protection against erosion hazards.
11. The City shall cooperate with other units of government in coordinating open space areas and needs within the community with those planned in the surrounding region.