

SECTION 9.800 GROWTH MANAGEMENT

The primary **Statewide Planning Goals** (Goals) related to this Section of the Plan are **Goals 5, 7, 13 and 14**, although Goals 5 and 7 are also included in Section 9.200, Environment.

The Growth Management Element of the Plan builds on the data in all the other plan elements to provide the basic framework for future development in the Turner area. It addresses the basic issues of growth and urbanization, and responds to **Statewide Planning Goal 14**: "To provide for an orderly and efficient transition from rural to urban land uses".

As an introduction to the growth issues and needs of the Turner area, this Element begins with a brief historical profile which responds in part to **Goal 5, Historic Resources**. Subsequent sections address the overall pattern of development in the Turner area and the issues posed by urban growth.

Goal 7, Areas Subject to Natural Disasters and Hazards reads: "To protect life and property from natural disasters and hazards." Developments subject to damage or that could result in loss of life shall not be planned nor located in known areas of natural disasters and hazards without appropriate safeguards. Plans shall be based on an inventory of known area of natural disaster and hazards.

Goal 13, Energy Conservation reads: "To conserve energy." Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

The primary focus of the Growth Management Section is to ensure an orderly and efficient conversion of land to urban use in the future. This Section of the Plan presents the overall development strategy for the lands within the City and the Turner Urban Growth Notification Area (UGNA). The growth needs of the City outlined in this element have been developed based on the background data and findings in the previous Plan Sections. The policies and recommendations of the Plan are intended to implement the Plan's overall growth strategy.

The Turner, Oregon Historic Context Statement, June 16, 1997 and the Turner, Oregon Historic Sites Survey, 1998 by Heritage Research Associates is included by reference as part of the Turner Comprehensive Plan.

SECTION 9.810 HISTORIC & CULTURAL RESOURCES

Historical Background

When the Oregon-California railroad was constructed through the state in the 1870's, officials shipped a load of construction materials to the present site of Turner, with instructions to build a station and warehouse to be known as Marion. The shipment, however, was unloaded in the wrong place some six miles farther south. When railroad

officials discovered the mistake they sent a new consignment to the original site and, after building a station, named it Turner for Henry L. Turner, an early settler and well-known pioneer of the area.

- 1843 The Turner area was occupied by the Santiam Kalapuya Indians prior to settlement of the area in 1843. The Delaney family were the first settlers. Four Donation Land Claims occupied the current City Limits.
- 1852 - Henry Turner arrived in Marion County, Oregon Territory.
- 1863 - Aumsville got its name. Flouring and grist mills were constructed in Turner area using a diverted portion of Mill Creek to furnish power for grinding stones.
- 1871- Construction of at least two general merchandise stores, two blacksmith shops, grocery, hotel, 3-story rooming house, hardware store, implement store, two livery stables, drug store, restaurant, saloon, and a bank.
- 1878 - Grains, flax, fruits and dairy products became the main farm crops. Farmland went from \$15 to \$30 an acre. The population of Turner was 70.
- 1891 - George Turner erected the Tabernacle for use by the State Convention of the Disciples of Christ. The dimensions were 110' x 160' and cost \$5,000.
- The bulk of the Turner family estate was inherited by Cornelia Turner Davis, and from this fund came a donation of money and property for the Turner Memorial Home, the erection of the Christian Church, and a trust fund for operating expenses.
- 1905 - The City of Turner was incorporated on February 10, 1905. The first council meeting was held on June 3. The first electric power was furnished to the town by a generator in a local feed mill. It operated six days a week.
- 1907 - Turner was first platted.
- 1914 - A spring-fed water system was installed.
- 1916 - First volunteer fire department was organized March 1. Also, first paved streets and sidewalks. A vote of August 2 allowed Turner Telephone Company to erect poles and maintain lines within the City.
- 1930 - Turner Power and Light company ceased operation and Portland General Electric took over the electric power franchise.
- 1933 - Turner Memorial Home sponsored by the Christian Church was founded by Elmore Gilstrap. It was built for retired ministers and lay workers.

- 1938 - Eddie and Henry Ahrens, Turner sheepmen, originated the Marion County Lamb and Wool Show which was held annually at a park belonging to the railroad across the stream from the tracks. It is currently held the first Saturday in June at the elementary school grounds.
- 1939 - New volunteer fire department was organized.
- 1943 - First sawmill was owned by Herbert Snider. It changed hands until 1945 when it was bought by Burkland Lumber Company. They jumped the tracks and the little park became a lumber yard.
- 1958 - The last feed mill, owned by Ball Brothers, stopped grinding. Turner State Bank which was built in 1910 closed and became Tincknell Real Estate. Turner got its first police car in May. In June, the Turner Community Center was remodeled from an old creamery building and has since served as a meeting place for clubs and community organizations.
- 1961 - In February, Mill Creek flooded causing damage to the City.
- 1966 - In February, fire destroyed Cascade High School which had an enrollment of 500 students. Students were placed in nearby schools and community buildings were used as classrooms until the school was rebuilt.
- 1971 - On March 7, Turner celebrated its centennial year.
- 1974 - In January, Burkland Lumber Company with about 150 employees, closed down reducing its operation considerably. One-third of the water sold by the City has been sold to the mill.
- 1978 - On April 14, a new fire hall was dedicated for construction.
- 1995 Caliber Forest Products began operation in the old Burkland Lumber Company Mill facilities employing 75 workers.
- 1996 Substantial flooding of Mill Creek within the City.
- 1997 Construction of a new Post Office.
- 2000 Completion of a new municipal sewer system.

The City of Turner obtained the name of "Town of Tomorrow" because it was built later than planned. Today David Hall at Turner Memorial Home serves as a museum displaying the history that has been a vital part of Turner's community of today.

The City has adopted a Historic Preservation Overlay-District in the Turner Code to implement policies and set guidelines for the preservation of historical and cultural resources in Turner. A Historic Context Statement and Historic Site Survey was conducted in 1997 and 1998 with the assistance of the Turner Historical Society.

There are no historic or cultural resources in Turner currently classified in the Statewide Inventory of Historic Sites and Buildings although the Turner Memorial Tabernacle built in 1891 has been nominated for inclusion in the National Register of Historic Places in 1998. Presently, the State's historic and archaeological inventory is a continuous process requiring review and update at regular intervals.

There are a number of federal laws such as the National Historic Preservation Act and the National Environmental Policy Act which seek to protect historic and archaeological sites. The State also has laws, specifically Oregon Revised Statutes 273.705, 273.711 and 273.990 that require the protection of Indian burials on all lands, and historic sites and objects on all state-owned lands. Santiam Kalapuya Indians were the earliest known inhabitants of the Turner area although there are no known sites.

David Hall Museum at the Turner Memorial Home is a cultural resource to the community, and houses historical facts on Turner.

For additional information see: Turner, Oregon Historic Context Statement, June 16, 1997 and the Turner, Oregon Historic Sites Survey, 1998, Heritage Research Associates

SECTION 9.820 CHARACTERISTICS & DEVELOPMENT PATTERNS

Characteristics

Turner is a railroad town founded in 1871 when the Oregon & California Railroad passed through the area. An open Mill Race built to power early flour mills was one of the City's primary features until it was filled in the late 1900's.

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

Franzen Reservoir is also a significant feature, although its presence is screened from the rest of the community by its hillside location and the heavy vegetation surrounding it.

Turner is small rural community that is just beginning to make the transition to an urban development standards.

Development Patterns

~~Today Turner contains approximately 922 acres and has a 1999 resident population of 1,345 with 497 dwelling units in 422 structures.~~

Turner is organized around the north-south axis of the railroad and Third Street and Mill Creek.

Industrial development is located immediately adjacent to the railroad and the Third Street Corridor. One of the primary industrial areas is located in the downtown core area on each side of the railroad. The other area is located in the northern area of the City between Third Street and the railroad. Little new industrial development has occurred during the last planning period.

Commercial development is located immediately adjacent to the Third Street Corridor and the older downtown core area centered on Chicago Street. Commercial development has dispersed along the Third Street Corridor causing a general deterioration within the downtown core area.

Residential development is generally divided east and west by the railroad and Third Street. Residential development is characterized by single-family homes on large lots with a general dispersal of duplexes throughout the community. There are few private multi-family developments and no manufactured home parks.

Turner Retirement Homes has a significant presence in the community with housing and care facilities located in the downtown core area and in the east-side residential areas of the City.

The west residential area is centered on Fifth Street and is generally flat with flood plain impacts from Mill Creek. Properties north of Delaney Road are generally large semi-rural lots except for a new subdivision under development west of Seventh Street. The area south of Delaney is composed of smaller urban scaled lots that were part of the original platted city.

The east residential area is located in close proximity to Third Street except for the newer northeast hillside development in the Val View area. The Val View housing area has distinct characteristics due to its separation from the rest of the City and its treed hillside location. Most of the other east-side properties vary in size and development density. The most significant new housing development is located north and west of Val View Drive in the Webb and Taylor Valley Estates subdivision development.

Another identifiable area is located just southeast of the downtown core area across Mill Creek on each side of Marion Road. This area contains the Twin Oaks Cemetery, Aldersgate Convention Center, the Turner Memorial Tabernacle and a Turner Retirement Homes residential development.

SECTION 9.830 DEVELOPMENT CONSTRAINTS

Constraints on future development in Turner include economic, availability, and environmental constraints.

Economic constraints are related to Turner's location and proximity to Salem that may limit certain types commercial and industrial development.

Availability constraints include large acreage properties that are publicly and semi-publicly owned. These areas contribute to the vacant and partially vacant lands in the City but are unavailable for development. Areas include the Franzen Reservoir Property, Aldersgate Convention Center, the Turner Memorial Tabernacle, and the MAR aggregate extraction area.

The Plan includes inventories of natural hazards and development limitations within the Turner Planning Area. These inventories indicate that flooding and steep slopes with potential hillside slide areas are the primary hazards and constraints to development. Lesser problems include localized ponding, high water table and stream bank erosion problems. Development Limitations, Maps M-5 and M-6, have been prepared to guide the City's planning decisions. Plan policies and Code development standards also provide appropriate safeguards to help protect against loss of life and property from natural disasters and hazards. City is also committed to carefully reviewing and guiding development proposals on lands subject to these limitations.

Environmental constraints to development include substantial flood hazard areas, wetlands, riparian areas and steep hillsides. These are summarized below and in **Section 9.200**.

Flood Hazard

Within the planning area, one of the major constraints to development is the Mill Creek floodplain. Lands along Mill Creek and the channel to the south and portions of the central city area are subject to flood hazard (See Maps M-5 and M-6).

The City participates in the federal National Flood Insurance Program. The program seeks to provide flood insurance nationwide and encourages state and local governments to regulate development of land exposed to flood damage and to direct future construction, where practical, away from locations threatened by flood hazards. As part of this program, the City has adopted a Flood Hazard Overlay District and policies to guide new development in flood prone areas.

Topography & Slope

Excessive slopes are another development limitation within the planning area. The slopes in the east and northeast Sections of Turner often exceed 25 percent with the much of the area having slopes between 5 and 15 percent.

Areas having slopes in excess of 15 percent and in excess of 25 percent are shown on Maps M-5 and M-6. To avoid future construction problems and to provide open space amenities to the community, development of areas with slopes above 15 percent should be carefully controlled. It is possible to develop residential uses in these areas provided the slope is adequately addressed in the design and construction of a development.

The excessive slope designation is intended to be used as a guide in preparing and reviewing specific developments and as a basis for application of adequate development standards. Due to the high cost of construction and the limitations that steep slopes greater than 25 percent have, these areas have been excluded from the "Buildable Lands" inventory and are recommended for open space buffers and slope protection.

The City has adopted a Hillside Development Overlay District in the Land Use Development Code to guide development on slopes over 15 percent.

Soils & Geology

The soils and geology within the Turner planning area present additional concerns regarding the location and density of development.

The considerable groundwater movement in the Turner area occurs, caused by porous soils and the large volume of water reaching the water table. The direction of movement essentially parallels that of surface water. The water table in some places extends to within a foot or two of the soil surface. During heavy rains the water table extends to the surface and cause ponding and surface flow. Near Turner, the groundwater flows north through Turner Gap.

The characteristics of considerable groundwater movement, a high water table, excessively well drained soils over fractured bedrock may provide additional constraints to development in Turner from older failing septic systems that can be a source of groundwater contamination.

Within the Columbia River Basalt Formation, groundwater tables are perched above the valley water table. As a water bearing layer, basaltic lavas may be expected to yield low to moderate amounts of water. High yields of several hundred gallons per minute (to as much as 1000 GPM) are generally obtained in areas of waterworn, fragmented rocks. However, yields are usually in the 10 to 30 gallons per minute range.

The Development Limitations Map, M-6, indicates a setback area of 1000 feet from Franzen Reservoir for slopes draining toward the reservoir. This area has been excluded from the "Buildable Lands" inventory and is recommended for open space buffers and slope protection. This may change when the project to line and cover the reservoir is complete, estimated for 2003.

Section 9.200, Environment has a description and references to other sources for a more detailed summary of environmental constraints.

Constrained Lands

[The residential buildable lands inventory in Chapter 2 of the 2021-2041 Turner Housing Needs Analysis, Appendix 1 of the Comprehensive Plan, supersedes information in Section 9.800 about information about buildable lands in the R-1, R-2, and R-11](#)

~~districts. The information about constraints and buildable land in this section is only applicable to the C-1, M-1, and MAR districts, based on information from prior analysis. When the City conducts an Economic Opportunities Analysis the remainder of this information can be replaced.~~

~~**Table 9.800 A** summarizes the constrained lands identified in the Land Use Inventory. Of the 800 acres within City Limits, the Land Use Inventory identifies 298 acres as developed and 334 acres as vacant or partially vacant. However only 220 acres are considered "Buildable" due to environmental, economic and availability constraints.~~

~~There are 114 acres of Constrained Lands. This is 34% of the Vacant land in the City and 14% of the City's total Tax Lots.~~

~~The 169 acres contained in the MAR is excluded from the Developed or Vacant land use categories since this area will not be available until 2010 to 2020. A final Redevelopment Plan will be submitted for approved by the City when this land becomes available for development. Presently the proposed Plan anticipates a 90 acre Lake, 47 acres of residential development, 24 acres is reserved for commercial or public use and 8 acres of protective landscaped buffers.~~

TABLE 9.800 A
LAND USE INVENTORY
FOR COMMERCIAL AND INDUSTRIAL LAND

	CITY/UGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot acres	Tax Lot acres	P-1	R-2	R-11	C-1	M-1	MAR	
TAX LOT AREA	800.65	422.48	221.23	181.78	65.98	34.01	119.60	169.05	800.65
PERCENTAGE	65.46%	34.54%	28.51%	22.05%	8.24%	4.25%	14.94%	21.11%	100.00%
GROSS AREA	922.00	439.00							
AREA LESS MAR DISTRICT									
CITY/UGB Less MAR	631.60								
DEVELOPED LAND	297.57		117.47	83.30	33.48	26.51	36.81		297.57
	47.11%		39.48%	27.09%	11.25%	8.91%	12.37%		100.00%
VACANT LAND	334.03		110.76	100.48	32.50	7.50	82.79		334.03
	52.89%		33.16%	30.08%	9.73%	2.25%	24.79%		100.00%
Total Less MAR	631.60								631.60
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		18.64	57.53	11.01	0.15	26.76		114.09
	34.16%		16.34%	50.03%	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%		41.38%	19.53%	9.77%	3.34%	25.48%		100.00%
Total Vacant	334.03								334.03

Note: Information in the 2021-2041 Turner Housing Needs Analysis supersedes the information in this table about buildable residential land.

SECTION 9.840 DEVELOPMENT OPPORTUNITIES

The City has well defined areas available within the City to accommodate needed industrial ~~and~~, commercial ~~and residential~~ expansion for the 2020 Planning Period and has maintained the Urban Growth Notification Area (UGNA) for the future long range needs of the community.

Industrial land is zoned and available for development in the southern area of the City south of Gaston Street and the Mill Creek Bypass. There are 56 developable acres within the City and there is another 77 acres available within the UGNA for future growth. The tax lots in this area are currently divided between the City and the UGNA. The City has lost 135 acres of industrially zoned land to other uses that could be replaced in the future if the remainder of these tax lots within the UGNA were brought into the City.

Commercial land is zoned for development although most of the property is in other uses except for approximately 7 vacant acres. There is an excess of commercially zoned property to accommodate Turner's needs during the planning period, although the City should seek to encourage development in the downtown core area to restore the community's center.

~~**Residential** land is described in the 2021-2041 Turner Housing Needs Analysis. is zoned and available for development within the City. However, of the 234 acres of vacant residential land, only 157 acres are buildable. Much of this land is comprised of medium sized rural parcels that could be divided to urban sized lots although this in-fill process usually develops more slowly than larger parcels that could accommodate~~

~~larger subdivisions. There are also a few properties within the City large enough to support large residential subdivisions. The UGNA has expansion area for future residential growth if needed that is attractive and does not utilize prime farm lands. There are 226 acres of potential residential land in the UGNA immediately adjacent to the City that could be included within the City in the future.~~

Open Space

Mill Creek and the other drainage channels together with other areas containing trees and natural vegetation offer an opportunity to provide valuable open space for the community while providing habitat protection and additional safeguards from flooding. These areas can add visual amenities and buffers that enhance developments environmentally and economically.

Planning Considerations

The primary planning consideration focuses on the orderly and efficient conversion of semi-rural lands within the City to urban development standards and the need to maintain the UGNA as a reserve for the future needs of the City.

~~The City's 1980 Turner Comprehensive Plan previously committed itself to revise the City's Urban Growth Boundary (UGB) to accommodate the needs of 3,500 people should a commitment to a sewer system be made by the time of the next Plan update. In the summer of year 2000, a sanitary sewage collection system was completed. With the introduction of municipal sanitary sewers, the City's growth potential has increased substantially over the rural capacity that was dependent upon septic system feasibility and may exceed the adopted population projection of 2,363 approved by the County and State.~~

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

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

~~Two factors will play an important role in Turner's future potential for growth. First is the new municipal sewer system. Second is the proximity of Turner to the City of Salem. The livability of a small rural community together with accessibility to a regional market place and employment center enhances Turner's potential for residential growth.~~

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

SECTION 9.850 PROJECTED LAND USE NEEDS

Table 9.800 B summarizes the projected land needs for Turner for the 2000-2020 Planning Period for commercial and industrial uses. The 2021-2041 Turner Housing Needs Analysis provides projected land needs for residential uses. The designation of future land uses in 2001 was based upon the findings and needs identified in all the elements of the Comprehensive Plan and citizen participation achieved through reviews during the public hearing process.

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

1. The existing land use pattern and growth trends of the area.
2. The land ownership patterns, particularly public and semi-public, industrial and agricultural land ownerships.
3. The natural environmental constraints and opportunities, including topography, geology, soils, water resources, natural vegetation, wildlife, and air resources.
4. The accessibility of existing and proposed transportation systems.
5. The availability of existing and proposed community facilities, utilities, and services.
6. The locational suitability for each land use classification.
7. Previous planning and zoning commitments to each land use.
8. Turner's role relative to the Salem Urbanizing Area.

In addition to the criteria summarized above, there are associated needs that were also considered. These included:

- The need to accommodate long-range urban population growth requirements consistent with Statewide Planning Goals.
- The need for housing and employment opportunities consistent with the existing livability of the community.
- The need to provide for the orderly and economic provision of public facilities and services consistent with existing development patterns.

- The need to maximize efficiency of land uses within and on the fringe of the existing urban area in order to provide for orderly growth.
- The need to establish compatibility of proposed urban uses with adjacent agricultural activities and to ensure a smooth transition from rural to urban uses.
- The need to maintain an adequate supply of land for each land use to insure competitive choices in the market place and reduce land costs.
- The need to encourage economic growth in the Turner area to capitalize on underutilized human and infrastructure capabilities.
- The need to preserve buildable lands for residential use that are suitable, available and not subject to hazardous development limitations.
- The need to establish growth policies and patterns that are consistent with the growth needs and desires of the community.
- The need to retain adequate open space and recreational areas consistent with the rural character and livability of the Turner area.
- The need to include large parcels of urbanizable land that are of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services.
- The need to maintain a rural buffer between the Salem UGB and the Turner City Limits now less than a mile apart
- The need to maintain the Urban Growth Notification Area as a reserve for future growth of the community when needed.
- The need to provide industrially designated lands with railroad access of sufficient size to accommodate a diversity of possible uses with adequate space and buffers to ensure compatibility with surrounding uses.

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

TABLE 9.800 B
PROJECTED LAND NEEDS
FOR COMMERCIAL AND INDUSTRIAL LAND

	CITY/UGB	UGNA	CITY LAND USE DISTRICTS						
	Tax Lot acres	Tax Lot acres	R-1	R-2	R-11	C-1	M-1	MAR	
TAX LOT AREA	800.65	422.48	228.23	183.78	65.98	34.01	119.60	169.05	800.65
PERCENTAGE GROSS AREA	65.46%	34.54%	28.41%	22.05%	8.24%	4.25%	14.94%	21.11%	100.00%
	922.00	439.00							
AREA LESS MAR DISTRICT									
CITY/UGB Less MAR	631.60								
DEVELOPED LAND	297.57		117.47	83.30	33.48	26.51	36.81		297.57
	47.11%		39.8%	27.09%	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%		33.6%	30.08%	9.73%	2.25%	24.79%		100.00%
Total Less MAR	631.60								631.60
VACANT LAND DISTRIBUTION									
CONSTRAINED LAND	114.09		18.64	57.53	11.01	0.15	26.76		114.09
	34.16%		16.4%	50.03%	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%		41.8%	19.53%	9.77%	3.34%	25.48%		100.00%
Total Vacant	334.03								334.03
PROJECTED LAND NEEDS									
NEED BASIS									
2020 Population Land Needs	99.00		40.00	40.00	19.00	34.01	56.03		
Projected Housing Distribution			40.00%	40.00%	20.00%				
2020 NEEDED LAND			-52.12	-2.05	-2.49	0.00	0.00		
In excess of City Buildable Lands									

Note: Information in the 2021-2041 Turner Housing Needs Analysis supersedes the information in this table about projected land need.

It is evident from the needs analysis summarized in **Table 9.800 B** that additional ~~residential~~, commercial and industrial land is not needed at this time to support the City's growth projections to the year 2020. However, it is important to maintain the UGNA as a reserve area to accommodate the long-range growth needs of the City.

Each of the City's land use district needs are discussed in detail in **Section 9.530, Projected Land Use Needs**.

Residential Acreage Needs

~~Table 9.800 B identifies 99 acres needed for residential growth based upon the Coordinated Population Projections approved by Marion County. Based upon the Coordinated Population Projections, the following distribution of needed land is less than the available land within the Turner City Limits:~~

- ~~R-1 Single-family 40 acres Less 92 available acres an excess of 52 acres~~
- ~~R-2 Single-family 40 acres Less 43 available acres an excess of 3 acres~~
- ~~R-11 Multi-family 19 acres Less 2 available acres an excess of 2 acres~~

Commercial Acreage Needs

There is no anticipated need for additional designated commercial land during the planning period. What is needed, is an emphasis on downtown renewal to attract additional commercial uses to the downtown core area to revitalize the community.

Industrial Acreage Needs

The City has 56 acres of developable industrial land within the City Limits and there is an opportunity to add 77 acres to the City's industrial land inventory in the southern UGNA area if needed in the future. Future Inclusion of the industrial UGNA could consolidate the existing split Tax Lots and provide a contiguous industrial park that is appropriately located relative to the railroad and the rest of the community.

Public/Institutional Acreage Needs

Additional public and semi-public area growth needs appears somewhat limited at this time. However, growth of public areas will be accommodated within the other land use districts as conditional uses as needs arise. Therefore, there is no need for additional designated public lands.

Based upon the Coordinated Population Projections, there is no need at this time for additional ~~residential land~~, commercial land or industrial land during the 2020 Planning Period.

SECTION 9.860 TURNER URBAN GROWTH STRATEGY

The City of Turner does not have an Urban Growth Boundary (UGB) beyond the City Limits and there is no identified need to expand the boundary during the planning period unless growth exceeds the coordinated population projections.

Turner Urban Growth Boundary History

The 1979 Turner Comprehensive Plan projected a need for an Urban Growth Boundary (UGB) encompassing all the acreage within the City Limits plus an additional 555 acres based upon a year 2000 population projection of 3,500 people under the assumption that a sewer system would be implemented. A sewer system was not provided and the Comprehensive Plan was revised to reflect the needs of the City continuing to utilize on-site septic systems with a year 2000 projected population of 1,710 people.

In 1988 the City of Turner and Marion County amended their Comprehensive Plans and the Turner Urban Growth Boundary to include an additional 110 acres into the Turner Urban Growth Boundary. The County Light Industry-Limited Use Zone was applied to this 110 acres. See City of Turner Ordinance 88-103, November 10, 1988.

See Marion County Ordinance 808, Case No. ZC/CP 88-10.

This area has since been annexed into the City as the MAR Overlay District

Turner Urban Growth Notification Area (UGNA)

An Urban Growth Notification Area (UGNA) or area of Special Mutual Concern was established in 1982 in cooperation with Marion County replacing the 1980 Turner UGB.

The UGNA contains 439 acres that were removed from the original Turner UGB because it was determined that the removed area would not be needed for the City's future growth without a municipal sanitary sewer system. Although the City of Turner adopted a Plan based upon the needs of a non-sewered population of 1,710 people, provisions were made to preserve the previous Turner UGB as an Urban Growth Notification Area based upon the following conditions:

1. The City committed itself to investigating alternative means for the collection, treatment and disposal of sewage;
2. The City will utilize a design population of 3,500 persons for sewer system planning purposes;
3. The City committed itself to revise the Comprehensive Plan to accommodate the needs of 3,500 people should a sewer system be provided by the time of the next Plan update.
4. The Comprehensive Plan would maintain a potentially urbanizable area (UGNA) between the City Limits and the original UGB to accommodate the needs of 3,500 people.

In order to effectively plan for increased growth with a municipal sewer system, the City and Marion County agreed to the designation of the **Urban Growth Notification Area (UGNA)** in lieu of the previous UGB. The UGNA is identified as the area that would be needed to accommodate the future urban growth needs of the community by the City of Turner and Marion County.

The area within the UGNA is under the jurisdiction of Marion County, but may be included within an Urban Growth Boundary when a need can be justified according to statewide planning criteria. [The 2021 Turner Comprehensive Plan and UGB Amendment Justification and Findings document justifies an expansion into the UGNA.](#) Until such time, the area within the UGNA is to be regarded as potentially urbanizable by Marion County. Marion County will forward notification of development action proposals to the City of Turner for review and comment. The county will review such proposals in the light of the City's comments and will ensure that development actions do not occur which would hinder future urban development. The procedure for notification and decision-making within the UGNA are contained in an intergovernmental agreement adopted by the City and Marion County.

In order to convert any part of the UGNA to an Urban Growth Boundary or to annex any portion of the UGNA, the City and County must comply with Statewide Planning Goal 14.

Statewide Planning Goal 14 reads: "to provide for an orderly and efficient transition from rural to urban land use". Urban Growth Boundaries shall be established to identify and separate urbanizable land from rural land.

An Urban Growth Boundary is a boundary which is intended for application in the urban-rural fringe, or the area surrounding a city that contains urbanizable lands that are:

1. Determined to be necessary and suitable for future urban uses;
2. Can be served by urban services and facilities; and
3. Are needed for the expansion of an urban area.

According to **Goal 14**, establishment or change of the boundary shall be based upon consideration of the following factors.

1. Efficient accommodation of identified land needs;
2. Orderly and economic provision of public facilities and services;
3. Comparative environmental, energy, economic and social consequences; and
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

- ~~1. Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals.~~
- ~~2. Need for housing, employment opportunities and livability.~~
- ~~3. Orderly and economic provision for public facilities and services.~~
- ~~4. Maximum efficiency of land uses within and on the fringe of the existing urban area.~~
- ~~5. Environmental, energy, economic and social consequences.~~
- ~~6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class IV being the lowest priority.~~
- ~~7. Compatibility of the proposed urban uses with nearby agricultural activities.~~

City/County Coordination & Cooperation

Statewide Planning Goals require that planning for areas adjacent to a city be a cooperative process between the City and County. Accordingly, the City of Turner and Marion County have established a Turner Urban Growth Notification Area as an area of mutual interest requiring City and County planning coordination.

The **City/County Management Agreement** specifies the procedures and standards for future management of the Urban Growth Notification Area outside the City Limits.

The Urban Growth Notification Area and the City/County Agreement address the needs, opportunities and constraints to growth within the Turner area.

Growth Management

The growth of the City is a natural process that results from an increasing population and the associated urban services needed to support that population. The manner in which a city grows is important because it reflects the shape, form and character of the community.

Growth should seek to contribute to a city's livability and environment rather than detract from it. Orderly urban growth within the City should yield an urban pattern that avoids areas of critical environmental concern while accommodating the needs of its citizens. The logical progression for growth in a community is from the core area outward so efficient and economical extension of public facilities and services is phased and coordinated with the need for additional land.

The City exists to serve its residents and, consequently, is the logical provider of public facilities and services. The City should have a strong voice in the decision-making process that regulates the use of land within and adjacent to the city. In fairness to existing residents of the community, the City should strive to improve the services within its bounds before considering extensions into areas outside of the City. In this respect the funding needed for construction of improvements to local public facilities becomes a critical issue. This indicates the need for advanced planning to coordinate the orderly development of capital improvements in the City. A Capital Improvements Program (CIP) is a method of prioritizing necessary capital improvements.

The underlying growth management strategy focuses on the current ability of the City to adequately support future development without detracting from the community's livability.

It is the objective of the City's Growth Management Strategy for Turner to encourage urban development and the conversion of rural land to urban uses in such a way that the expansion of public facilities and services can be accomplished in a fiscally sound manner, while still providing required City services on an equitable basis to all residents.

The question of funding, as well as who is paying for the costs of improvements to the service system, is one that bears considerable attention. A city of Turner's size does not possess the revenue to make many of the necessary improvements to its systems and therefore requires the help of outside funding sources. On the other hand, new construction and improvements to facilities that are the result of new development in the community should be borne by the new developments for reasons of equity and user benefit.

Comprehensive Plan & Zoning Map

~~The Comprehensive Plan Map includes 922 gross acres within the existing City Limits and an additional 439 gross acres within the UGNA for a total area of approximately 1,361 acres.~~

The Comprehensive Plan Map is often thought of as "The Plan". Although a key component of the Comprehensive Plan, the Plan Map is only one part of the plan. The Plan is composed of information and goals and policies as well as a map. It is the interrelationship of these components that gives the map its significance. The Plan Map describes the intended urban land use for all lands within the City of Turner in terms of the plan designations explained below.

The Plan Map is also the City's Zoning Map. Zoning is the specific land use designations together with the development standards that apply within the City that implement the long-range goals and policies of the Plan through the Land Use Code.

The Comprehensive Plan Map identifies the various land use designations that apply in the City of Turner. . A brief description of the land use designation for each land use district in the City follows.

Residential designations identifies areas for single-family detached housing, single-family attached, manufactured housing and multiple-family housing. Residential land use and zoning designations that apply in the City of Turner include the following for single-family detached housing:

Single-Family Residential District R-1	(118 ,000 sf minimum lot size.)
Single-Family Residential District R-2	(7,56,000 sf minimum lot size.)
Multiple-Family Residential District R-11	(5,2,5900 sf minimum lot size.)

Industrial designations identifies areas for industrial development. Land designated for industrial use reflects consideration of parcel size, topography, existing and surrounding land uses, and access to highway and rail transportation. Industrial land use and zoning designations that apply in the City of Turner include:

General Industrial District M-1

Commercial designations identifies areas for commercial development. Land designated for commercial use reflects consideration of parcel size, adjacency to primary transportation routes and access to the community. Commercial land use and zoning designations that apply in the City of Turner include:

General Commercial C-1

Public and Semi-public land is accommodated within all other designated land use districts and does not have a specific land use designation.

Turner's Growth Management Strategy is a dynamic process. It is a continuing on-going process that must be reviewed and periodically updated to meet the changing needs of the community.

SECTION 9.870 ENERGY

Energy may not traditionally be considered an aspect of a City's economy, however, the growing energy shortage, coupled with increasing demand and the resultant cost increases for energy, impact the economic future of a community. This element looks at energy impacts on Turner and identifies various energy conservation measures, as well as energy conservation programs available to Turner's residents.

As the United States enters a future of increasing energy shortage, a local comprehensive plan must consider the topic of energy. Turner's current status as a bedroom community could place the City in a vulnerable position as future energy prices increase. A reduction in petroleum, or major price increases, could affect Turner's citizens by increasing cost to access employment and market opportunities outside of the community.

The Comprehensive Plan promotes energy conservation through various techniques. Some techniques include the use of efficient land use patterns, encouraging effective housing rehabilitation and construction controls, and formulating energy efficient transportation policies, such as those encouraging bike paths, carpools and pedestrian travel.

The greatest potential for the consumer to conserve energy is through measures such as the use of energy efficient appliances, better management of home energy uses, home improvement programs and the recycling of domestic waste products. The consumer can also greatly reduce home heating and cooling bills through improved home insulation.

In recent years, federal and state legislation together with the utility companies have provided incentives for energy conservation. Turner obtains natural gas through the Northwest Natural Gas Company and electricity from Portland General Electric. The following items are some recommended measures that can be taken by the homeowner to reduce energy consumption.

1. More than 70% of the average Oregon household's energy expense (excluding transportation) is for space heating. Water heating is another major energy user. Lowering of the thermostats of both appliances, or the use of semi-automatic thermostat setbacks can help cut back on energy demand.
2. Insulation installed in ceilings, exterior walls, heated basements or crawl spaces, around heating ducts and water heaters in unheated spaces.
3. Weatherproofing windows and doors, including weather-stripping, double glazing windows, and installing storm windows and doors.

4. Furnace improvements, replacement of old burner units with more efficient ones, the use of forced air units, chimney heat recovery devices, automatic furnace flue dampers and heat pumps.
5. Fireplace improvements such as outside air inlets, glass screens, fireplace grates and flue heat exchangers.
6. Ground cover, usually consisting of plastic sheets under the house in crawl spaces.

All the above actions qualify for and meet state guidelines for insulation programs eligible for refunds, tax credits, and loans for home insulation projects.

The federal government also has various programs operating under different agencies, that subsidize energy conservation measures.

Anyone interested in applying for any of these programs, either at the state or federal level, should contact the Oregon Department of Energy for additional information.

SECTION 9.890 GROWTH MANAGEMENT GOALS & POLICIES**GOALS & OBJECTIVES:**

1. To preserve the historic resources and other places of special significance in the Turner area.
2. To ensure a high quality of livability within the community.
3. To provide an orderly and efficient transition from rural to urban land use.
4. To provide conservation and development policies for the orderly and efficient development of the community.
5. To provide adequate land to accommodate the anticipated growth needs of the City.
6. To protect life and property from natural disasters and hazards.
7. To ensure that the overall plan, policies and recommendations help conserve energy.

POLICIES & RECOMMENDATIONS**Historic and Cultural Resources**

1. Significant historical, archaeological, cultural and other areas of local significance, including structures, objects and sites should be preserved.
2. The City should encourage suitable signs to indicate places of historic interest.
3. The City shall cooperate and assist agencies, organizations or groups in preserving places of historic, cultural, or special significance to the Turner area.
4. The City is aware of the potential for prehistoric archaeological sites along the banks of Mill Creek and protective measures will be taken if and when resources are discovered.

Environmental Quality

1. The City shall require development proposals within its jurisdiction to identify potential impacts on the air, water, and land resources of the area and shall ensure that proposals are within the safe carrying capacity of the environment through the City's protect review procedures.
2. The City shall encourage quality in the design of places and buildings that is responsive to the needs of the people and the opportunities and constraints of the natural environment

3. Landscaping shall be included as an integral part of site and street developments.
4. The City shall require protection of natural drainage channels and natural vegetation resources and require maintenance of them as an open space resource, wherever possible.

Public Facilities Capability

1. The City shall maintain a water and sewage collection system plan to identify potential growth areas and impacts as part of the City's phased growth program.
2. A long range financial capital improvement program shall be developed and maintained by the City to provide for the systematic expansion of needed community facilities, utilities and services in an efficient and coordinated manner.
3. The City shall ensure that development proposals within its jurisdiction identify needed public facilities as part of the City's project review procedures.
4. The City shall require development projects to bear the cost of needed public facilities unless otherwise approved by the City.

Growth Management

1. Property lines are utilized to clearly identify boundaries unless physical features or parcel size require deviation. Future boundary amendments shall also utilize property lines whenever possible to facilitate management and site development procedures.
2. Prime agricultural lands outside the Urban Growth Notification Area should be preserved as an irreplaceable natural and economic resource.
3. Future extension of the City should occur in non-agricultural or marginal agricultural areas rather than into prime agricultural lands.
4. The City shall request Marion County to maintain lands adjacent to the City in large acreage parcels until urban conversion is approved by the City.
5. Farm lands with the Urban Growth Notification Area shall be maintained until urban conversion is approved by the City.
6. The expansion of development into farm areas shall only occur as part of an urban service extension plan.
7. Urbanized development or annexation requests outside of the City shall be considered a request for an amendment to the Urban Growth Notification Area Agreement and shall follow the procedures and requirements of Statewide Goals 2 and 14.

8. The city and county shall utilize a joint management program and agreement for administration of land developments within the Urban Growth Notification Area.
9. The City shall ensure an orderly and efficient transition from rural to urban land use within the Urban Growth Notification Area through the adopted management agreement.
10. In urbanizable areas outside the City limits, delayed annexation developments shall comply with city development standards and project review procedures in accordance with the adopted urban growth management agreement.
11. Future expansion of the City shall maintain a separation of at least 1,000 feet from the Salem-Keizer UGB.

Annexations

1. Future annexations to the City shall be in accordance with the planned provision of public facilities and the growth needs of the community.
2. The City shall annex land only within the Urban Growth Notification Area on the basis of findings that support the need for additional developable land in order to maintain an orderly growth pattern within the City's service capability.
3. The City shall not consider annexation requests unless the area is within the City's public facility service capability.
4. Unless otherwise approved by the City, specific development proposals shall be required for annexation requests on vacant land adjacent to the City to insure completion in conformance with a plan approved by the City.
5. All Turner annexations require a vote of the people in accordance with the City Charter.

Phased Growth

1. The City shall utilize a coordinated phased growth strategy based upon the ability to provide needed urban services.
2. The extension and improvement of urban services, particularly water and sewer services, and transportation facilities shall be undertaken in a phased coordinated manner.
3. Public facilities and transportation networks shall contribute to an efficient framework for community development

4. Before building, rezoning, or annexation requests are approved, the City shall ensure that development proposals are within the City's service capability and the carrying capacity of the area's environmental resources.

Implementation

1. UGB expansion and major annexations to the City of Turner should be discouraged until most of the City's suitable vacant land is utilized.
2. To promote an orderly, efficient, and economic pattern of growth, urban services should be extended to urbanizable lands only upon annexation to the City.
3. The City shall allow no extension of urban land development or city water and sewer services beyond the City until annexation.
4. Only land with immediate access to urban services or land serviceable within a reasonable length of time, should be considered for annexation.
5. Any application for annexation shall include a Financial Impact Statement that includes as a minimum; estimated costs for infrastructure investments necessary to serve the proposed annexation, identifies the source of funds for all such investments, and evaluates operating costs against estimated revenue for each infrastructure system impacted.
6. Establish an Urban Growth Management Strategy that supports the goals and policies of the Comprehensive Plan to guide growth and long-term public facility planning.
7. Land within the Urban Growth Notification Area shall be considered available over time for urban uses.
8. The City shall encourage infill of developed areas within the City and coordinated expansion of the UGB into the Urban Growth Notification Area as needed.
9. Conversion to urban uses shall be based on the ability to provide orderly and economic public facilities and services, the availability of sufficient land for the various uses to insure choices in the market place, the applicable Statewide Planning Goals and encouragement of development within urban areas before conversion within the Urban Growth Notification Area.
10. The City will cooperate with Marion County regarding decisions within the Urban Growth Notification Area. The City will look first to the UGNA should an expansion of the UGB or City Limits be justified.

Natural Hazards

1. In areas having potential development limitations, the City shall require design and construction engineering to reduce the potential hazard to life and property.

2. The City shall maintain information on known development limitations.
3. The City shall limit uses within identified natural hazard areas to those that can sustain the potential impacts without loss of life or property, such as agriculture, parks or open space.
4. The City shall maintain and enforce development standards and review procedures within the Code for identified natural hazard areas.
5. All buildings shall comply with the 100 year floodplain requirements as specified by HUD for eligibility in the Federal Flood Insurance Program.
6. To protect the area of Mill Creek, no building or development shall occur in the floodway.
7. The City shall not permit new development to obstruct the flow of a natural drainageway.

Land Capability

1. The City shall utilize the USDA Soil Survey and Department of Environmental Quality criteria for general soils information impacting land planning.
2. The City may prohibit certain uses or require that mitigation measures be implemented for proposed land use on soils having severe limitations for that use.
3. The City may enact an ordinance to control erosion and sedimentation resulting from development and public and private roadway construction.
4. The City shall require construction permits to contain provisions to protect sites from erosion and sedimentation resulting from development and roadway construction.
5. The City shall apply Hillside Development conditions to guide development on lands having over fifteen percent slope.

Energy

1. The City of Turner shall encourage energy conservation measures and energy efficiency for all development proposals.
2. The City shall seek and support energy conservation and efficiency programs including:
 - a. Utilization of alternative energy sources, such as solar energy. -
 - b. Energy efficient solar orientation and site development standards
 - c. Energy impact statements for all major developments.

3. The City supports alternative modes of transportation to the automobile, including the development of mass transit and the provision of walkways and bikeways to reduce transportation and energy costs.
4. The City supports insulation and weatherization of existing homes and encourages energy conservation measures in new construction.
5. The City shall include energy conservation as part of its project review criteria.