CITY OF DONALD

2015 Comprehensive Plan Update

Prepared for
City of Donald
Daroll Nicholson, Mayor

Prepared by
Mid-Willamette Valley Council of Governments

2015 City Council

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Note: Updates to our housing and economic elements were made possible through a grant from the Oregon Department of Land Conservation and Development, which allowed us to partner with the University of Oregon and the Resource Assistance for Rural Environments (RARE) program. RARE Participant Ethan Stuckmayer led the effort for our community.

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INTRODUCTION

Purpose

The purpose of this Comprehensive Plan is to establish a guide for the growth and development of the Donald community. The plans and policies contained in this document are an adopted statement of public policy which shall serve, not only as a guide in the decision making process, but also to communicate an understanding of the community's growth policies to the general public, other affected agencies and the private landowner.

It is important to understand that this plan is intended to serve as a guide to future development, and more specific actions and programs must be developed to implement the goals and policies of the plan. Such specific actions and programs will include a zoning ordinance, subdivision ordinance, procedures manual, engineering standards, master sewer, water and storm drain plans, and a capital improvement program. Taxation policy, building and siting codes, and public land acquisition programs will also be used to implement the Comprehensive Plan.

Planning Program

The adoption of this plan and the implementing measures will strengthen the long-range planning program of the Donald community. Some flexibility has been built into the plan in anticipation of changes in public opinion and need, however, responsibility must be exercised in the use and maintenance of the plan. Any major deviations from the plan policies should be proceeded by an amendment based on public need and specific facts, complete with public participation and hearings.

DONALD COMMUNITY GOALS

Physical Development

1. The creation of a pleasing, safe, efficient rural community environment.

2. Encourage the proper use and management of the lands within the Urban Growth Boundary.

3. Encourage the orderly and efficient growth of the community based on social, physical and economic needs and factors

4. Develop a land use pattern consistent with local and state goals.

Commercial Development

1. Discourage strip-type development

2. Promote the preservation and development of the central business district.

3. Encourage and provide for pedestrian-oriented central shopping area.

4. Develop design standards for downtown commercial development.

5. Efforts should be made to encourage and support commercial businesses in the downtown core.

Industrial Development

1. Promote and encourage compatible industrial development.

2. Provide for the community's need for local employment opportunities by encouraging a balanced and diversified economic base.

3. Efforts should be made to recruit and retain existing manufacturing and agricultural focused business.

Residential Development

1. Encourage the development and maintenance of an adequate quantity, quality and variety of housing facilities to satisfy the desired life styles and financial capabilities of the community.

2. Provide the necessary public facilities and services to maintain a safe, healthful, and pleasing living area.

3. Promote the improvement or removal of existing housing facilities that do not provide adequate, safe, or healthful living conditions.

Transportation

1. Encourage a balanced system of transportation including such alternatives as public transit, bicycle, rail, and pedestrian facilities in addition to the private automobile.

2. Develop and maintain an efficient and reliable transportation system that encourages proper land development.

Public Facilities

1. Provide adequate park and recreation facilities for the resident and visitor.

2. Encourage urban development in an orderly and economic manner.

3. Encourage the preservation and maintenance of historical sites and structures.

4. Provide for long-range public needs through capital improvement programming,

5. Make effort to train and educate city leadership about civic functions and engage the public in decision making process.

6. Keep current and achievable water, wastewater system and storm water master plans.

Energy Conservation

Encourage the economical use of energy supplies through zoning and land use regulations, building codes and public awareness.

APPLICABLE STATEWIDE PLANNING GOALS

Oregon Revised Statute Chapter 197, otherwise known as the 1973 Land Use Act, provides for the development and coordination of Comprehensive Plans through standards developed by the Land Conservation and Development Commission (LCDC).

Of the 19 statewide goals, the Citizen Advisory Committee and Donald City Council determined that the following 8 goals do not apply to the Donald area: Agricultural Lands; Forest Lands; Natural Hazards and Disasters; Willamette Greenway; Estuarine Resources; Coastal Resources; Beaches and Dunes; and Ocean Resources.

All or parts of all other LCDC goals do apply to the Donald area and will be discussed in the plan. Agricultural lands outside the city limits, but inside the Urban Growth Boundary will be discussed in the Urban Growth Program section of the Plan.

CITIZEN INVOLVEMENT

The Donald City Council has adopted this program to provide the opportunity for all persons in the area to be involved in the planning of the City. The Council full supports the concept of citizen involvement in all phases of the planning program.

Opportunity to Participate

To participate in the program, a person must first be aware of the meetings and discussions regarding the planning of the city. The following methods will be the major effort in informing all persons of the opportunity to participate in the planning program.

1. Posting notices in conspicuous locations: Post Office, general store and City Hall. The notices will be placed on a special placard of a bright color, and notices will be removed after each meeting.

2. Conduct a door-by-door survey to 'obtain data and inform the residents of the planning program.

3. Articles in the local paper regarding upcoming meetings, and actions taken at previous meetings. The paper will also be used for legal notices and advertisements about the planning program.

4. A telephone committee will contact persons who have expressed an interest in the planning program.

Other methods will be used on special occasions when it is necessary to inform a particular group or area.

1. Contact with clubs and organizations, such as churches, historical societies, granges, Boy Scouts, etc., will be made by telephone and letter.

2. Members of the Citizens Advisory Committee will speak at club meetings, school board meetings, etc., to inform the public on the planning program.

3. Handbills and special posters will be put out for special meetings.

Technical Assistance

All data and publications will be made available at City Hall. Any person wishing to review technical data may do so by contacting either the Mayor, a member of the Citizens Advisory Committee, or the County Coordinator. The County will also have technical material available to the public.

Two-Way Communication

Communication between the elected and appointed officials and the citizens will be achieved in various ways. Because of the size of the City, little problem is expected in communications. The Council meetings are held on a regular basis and are publicized and open to the public. Persons

are allowed to speak or present written material at all Council meetings. The Mayor and Council members are available for face-to-face comments and discussion. Direct contact by telephone will also be used. Minutes of each Council and Citizens Advisory Committee meeting are also available. The local paper will carry a summary of the meetings. Decision by the Council will be followed by a rationale for the decision in the minutes. Members of the Council are also members of the Citizen Advisory Committee to facilitate two-way communication.

Resources

The City is committed to citizen involvement and provides several sources of support to the Citizens Advisory Committee. The City Recorder attends all Citizens Advisory Committee meetings and records and prepares the minutes The City provides the meeting place and notices. Approximately 15 percent of the grant funds are designated for citizen involvement activities.

Evaluation

The Citizens Advisory Committee will evaluate the progress and effectiveness of the Citizen Involvement Program quarterly and make recommendations to the City Council on how to improve the program. The Citizens Advisory Committee will develop a questionnaire to ask citizens to evaluate the Citizen Involvement Program and make comments on the program.

HISTORY OF DONALD

At the turn of the century the Donald area consisted of open farm land with early farmers doing their trading at Buttevi11e and Aurora. Travel to Oregon City and Portland was mainly by steamboat along the Wi1lamette, with the nearest stop at Champoeg.

In 1908 the Burlington Railroad Company began construction of an electric train route from Portland to Salem. A substation was needed at the halfway point and the site that was selected is the present location of the city of Donald. Donald was named for R. L. Donald who was an officer of the construction company that built the railroad.[1]

The first two buildings constructed were directly related to the railroad. A depot was built for passengers and a cement building was constructed to house the generators. Later a small house was built where the warehouse is presently located.

Several trains traveled north and south through Donald. Some of the passengers of the railroad were high school students going to school and returning each day.

With the coming of the railroad, the community of Donald began to grow. The first store was in the building where the tavern is now located and behind it was a livery stable. When the Masonic Building was constructed, a bank was located in the eastern half of the building and a store in the western half. The property behind the Masonic Building was used as a lumber yard. Later the Butteville Insurance Building was located east of the bank and it is presently the McAdam's residence.

[1] Oregon Geographic Names

In December, 1914, the Union Meat Company requested to locate a stockyard on the north side of Oak Street. The land was owned by J. P. Feller and rent was set at $10.00 a year for ten years. A large Builders Hardware and Paint store was built on east Main Street with a dance hall on the second floor.

B. Quinn operated a saloon on the corner of Williams and Buttora Road and the building next to it, the present site of the City Hall, was a butcher shop. Another butcher shop opened across the street beside the tavern building and next to it was a shoe repair. There was a saloon in the den of the shop and it later became the first Post Office. When Mrs. St. Helen became the Post Mistress, the mail was delivered to her home from St. Paul and the vacant Post Office was used as a grocery store.

A cheese factory was built on the Cromwell corner and the building eventually became Donald's first garage. A Presbyterian church was constructed next to the cheese factory. In the early sixties, the church joined the Methodist church in Woodburn.

D. W. Newell owned an orchard of fruit trees and filberts. The orchard occupied the area between Come Street and the southern boundary of the city limits. It also extended east of the railroad tracks. The office and shipping room for the orchard were located in a house on South Mathieu Road. Two brick yards were located south of the orchard.

Early residents of Donald were entertained by band concerts every Saturday evening. Baseball was also a favorite activity and a ball-field was located between Feller and Crisell Streets. Donald had an excellent team and drew players from St. Paul, Hubbard and Aurora.

In the early days, Donald was surrounded by hop fields. The hotel at the corner of Cone and Williams was a center of activity and a meeting place where hop buyers and salesmen stayed and conducted business. A row of hop shacks west of Butteville Road housed some of the hop pickers, many of whom were Chinese. The hop fields remained until the early 1960's when many of them were replanted in berries, vegetables, and row crops.

The original schoolhouse was built in 1911 and was then rebuilt in 1933 after being destroyed by fire. The school was closed when Donald became part of the North Marion School District.

Donald was incorporated in 1912 and the first mayor was R. W. Newell. Before buying the City Hall building, the Council met in their homes. Some of the early problems faced by the Council were developing drain lines and building wooden sidewalls. As a result of frequent complaints about the small, privately owned water system, the city purchased the building and system in 1937 for $750.00.

In the 1940's, there was a sawmill on Oak Street before the co-op was built there. The sawmill and brickyards employed many people.

When automobiles became the mode of travel, passenger travel by train diminished and the Electric was discontinued. This had a serious effect on the community that had thrived as a result of the railroad. Many businesses were closed and torn down and people were forced to find work

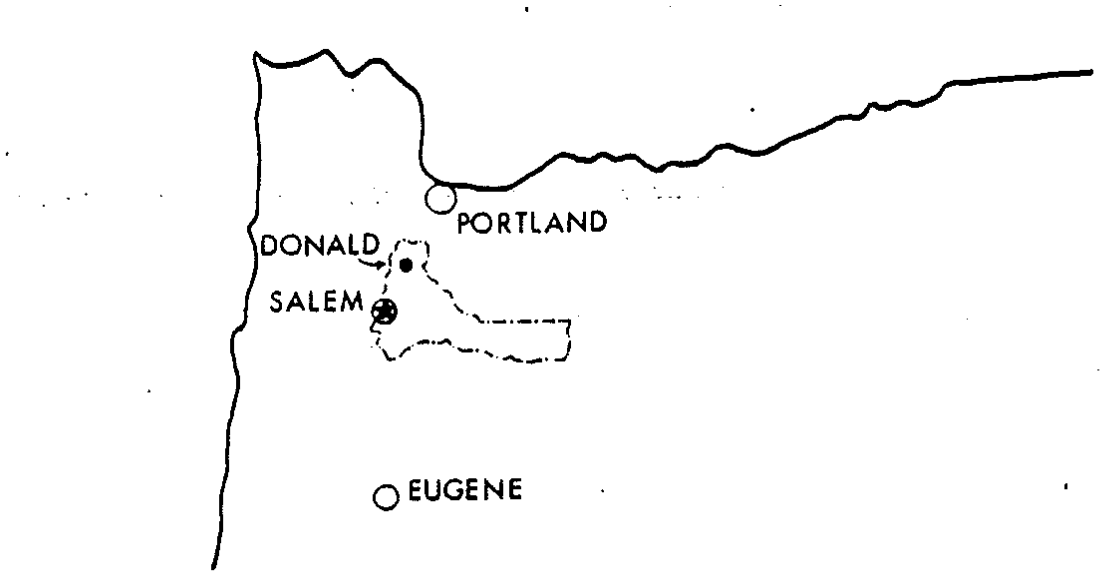
in other place.

For a number of years a bus came from St. Paul each morning, stopping at Donald for passengers and then going to Portland. The bus returned each evening, making it possible for people to commute to Portland to work. The bus was discontinued in the late 1950's and now people commute by automobile.

PHYSICAL SETTING

The city of Donald is located on the French Prairie in the North Willamette Valley of Marion County. The city of Portland is approximately 26 miles to the north and Salem, the state capitol, is 18 miles to the south. Nearby communities is Aurora to the northeast, St. Paul to the west, and Hubbard to the southeast. The altitude varies from 182 feet to 192 feet above sea level. Donald is characterized by gently undulating hills surrounded by highly fertile agricultural land. The surface soils are Woodburn silt loam, Amity silt loam, and some Concord silt loam.

The climate is relatively mild with temperatures from an average low of 35 degrees to an average high of 87 degrees. The mean annual temperature is 52 degrees to 54 degrees. The annual precipitation is 40 to 45 inches, with 200 to 210 frost free days per year. The major crops of the area include grains, hay, orchards, berries, vegetables, hops, and grass seed.



POPULATION

The population of Donald grew from 187 in 1950 to 231 in 1970 and was surveyed at 300 in 1975.

As shown in **Table 1A**, growth was slowed due to the recession in the early 1980s. However, growth rates for Donald and Marion County exceeded the growth rate for Oregon during the expansionary economic periods in the 1990s. During the period between 1980 and 2010, the population of Donald has nearly tripled. Population growth in Donald has quickened for the period from 2000 through 2010 and is greater than both the county and state.

In 2008 the City expanded its Urban Growth Boundary to accommodate a 20 year need for employment land (2008-2028).

Table 1A - Population
Historic Population of Oregon, Marion County, and Donald 1980-2010

					Average Annual Growth Rate		
Location	**1980**	**1990**	**2000**	**2010**	**1980-90**	**1990-00**	**2000-10**
Oregon	2,633,156	2,842,321	3,421,399	3,582,600	2.3%	1.7%	1.2%
Marion County	204,692	228,483	284,834	315,900	1.1%	2.2%	1.04%
Donald	331	476	608	979	3.7%	2.48%	4.88%

Source: U.S. Census and the Center for Population Research and Census, Portland State University.

Population forecasts for Oregon counties have been developed by the Portland State University Population Research Center. Table 7 shows the forecast population for Marion County for the period from 2010 through 2030. By 2030, the County's forecast population is 410,431persons. The average annual growth rate projected for this period will be1.2 percent annually.

Table 1B - Population
Marion County Population Projection 2010 – 2030

Year	**Population**	**AAGR[1]**
2010	323,266	1.3%
2015	345,077	1.3%
2020	368,364	1.3%
2025	388,827	1.1%
2030	410,431	1.1%
AAGR[1] 2010-2030		**1.2%**

Source: Portland State 2030 Population Projection for Marion County Medium Growth Scenario, 2008[1]Average Annual Growth Rate
[2] AAGR for 2000-2005

Table 1C shows the projected population for Donald for the period through 2034. During this period, the city's population is projected to increase to from 979 in 2010 to 2,085 in 2034. The population estimate for Donald is developed by the Center for Population Research and Census at Portland State University. The 2030 population projection was adopted by Marion County through a coordinated process required under state law ORS 195.033. The City of Donald extended the population projection to 2034 in order to cover the entire 20 year planning period, as permitted under OAR 660-024-0030(4)(a)(B). The City of Donald has an average annual growth rate of 3.2 percent for the period from 2010 through 2034. This growth rate is higher than the 1.25 percent average annual growth rate forecast for Marion County by the Oregon Office of Economic Analysis. This higher rate is consistent with the 30-year trend for the period from 1980 through 2010, where the average annual rate of population growth for Donald was 3.85 percent, compared to Marion County's average annual growth rate of 1.45 percent during that same period.

Table 1C – Population
City of Donald Population Projection 2010 – 2034

Year	3.2% Average Annual Growth Rate
2010	979
2015	1,146
2020	1,341
2025	1,570
2030	1,838
2034	2,085

Source: US Census Marion County Coordinated Population Projection 2014

NATURAL RESOURCES

NATURAL RESOURCES AND HAZARDS

Surrounded by prosperous farms on highly productive farmland, the city of Donald is situated on a broad alluvial terrace composed of the silts from the Willamette formation. Donald occupies the highest: topographic position of the area on a minor divide between the Pudding and Willamette River basins.

The eastern portion of the City is drained to the east and north into the Senecal Creek, a small tributary to the Pudding River. The western portion of Donald is drained into an intermittent stream, Ryan Creek, which eventually finds its way to the Willamette River.

Elevations of the City vary from 182 feet to 192 feet above sea level. Most of the developed city lies between 190 and 192 feet elevation.

The soils of the young, silty, alluvial terrace are characterized by profiles over 60 inches in thickness of stratified sandy, silty, and clayey alluvium of mixed mineralogy. The internal drainage of the soils range from moderate to poorly drained and have a tendency to restrict the movement of water through the soil. Accumulation of free or standing water on or near the surface is the greatest hindrance to proper management and development.

SOILS

Source -Marion Soil and Water Conservation District -Soil Survey Interpretations, June, 1975.

There are two basic soil associations in the Donald area consisting of Terraces and Flood Plains.

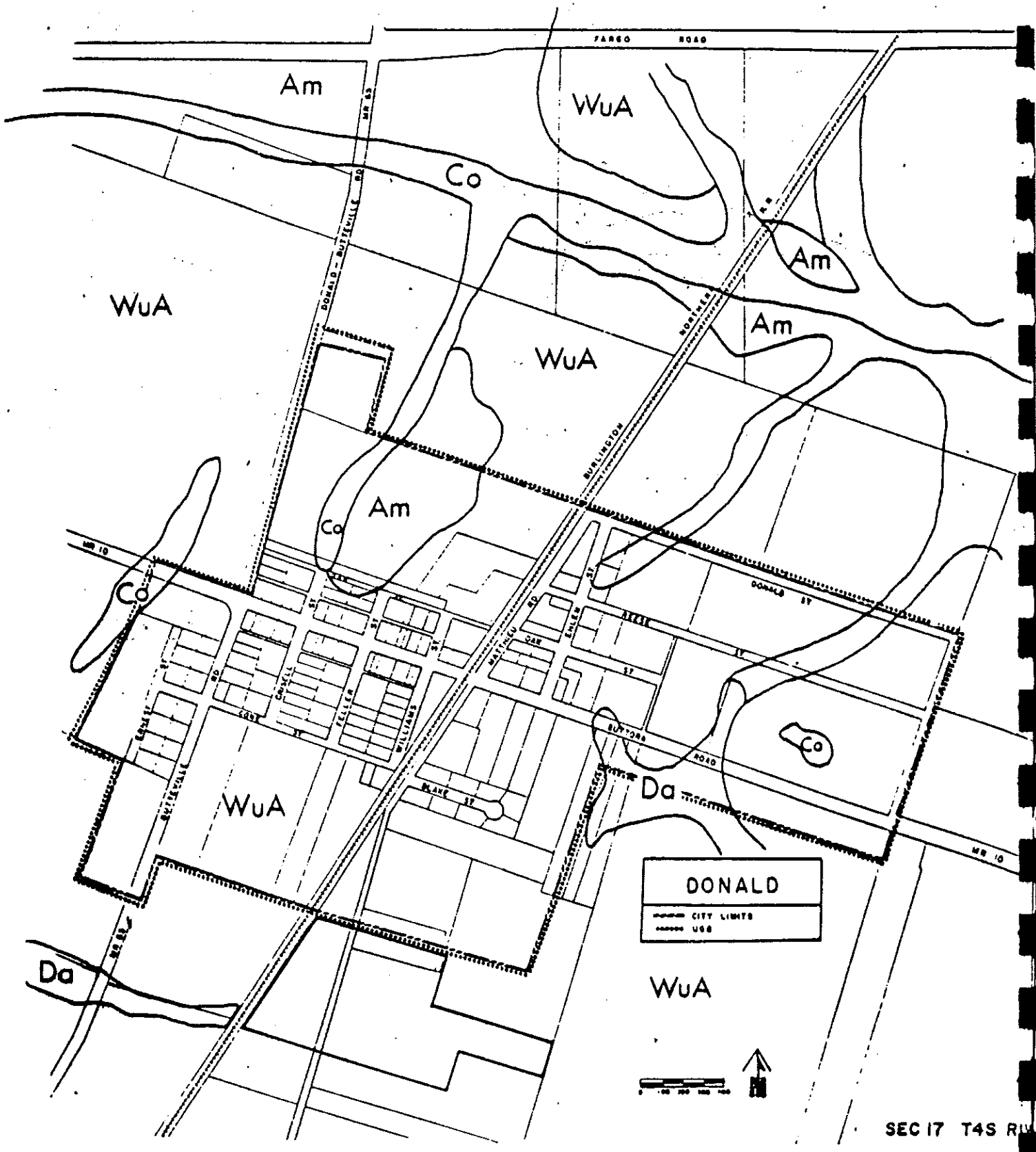
Terraces: Poorly drained to excessively drained soils on alluvial terraces.

Woodburn Association - Composed of level to rolling, well drained to somewhat poorly drained silt loams over silty clay, and clay loam on alluvial terraces. Approximately 86 percent of this association is Woodburn silt loam. These soils are suited for grains, pasture, orchard, and grass seed crops. They have a perched water table in winter and early spring.

Amity-Concord - Composed of nearly level, poorly drained silt loams over silty clay, clay, and clay loams on alluvial terraces. About two-thirds of this association is composed of Amity silt loam and one-sixth is Concord silt loam. These soils are suited for grains, pasture, hay, and grass seed crops. A perched water table occurs in the soil and water ponds on the surface during the winter and early spring. Drainage is needed for all crops.

Flood Plains: Poorly drained, nearly level soils in and along drainage ways and creeks.

Wapato Association - Composed of nearly level, poorly drained silty clay loams. Includes almost 100 percent Wapato soils suited for pasture, hay, and small grains. The major hazard is poor drainage and frequent stream overflow.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SOILS MAP

TABLE 2
SOILS CHARACTERISTICS

SOIL SERIES	DEPTH TO BEDROCK	DEPTH TO HIGH WATER TABLE	SHRINK-SWELL POTENTIAL	TOPSOIL	FOUNDATION STRENGTH	SEPTIC TANK LIMITATIONS	INDUSTRIAL DEVELOPMENT	OTHER COMMENTS
Amity (Am)	72+ inches	6-12 inches	Moderate	Good	Low shear, medium compressibility, slow permeability, high water table	Severe	Moderate	60% of the Association
Concord (Co)	72+ inches	0-6 inches	High to Moderate	Fair to Good	Low shear, high shrink-swell, medium compressibility, seasonal high water	Severe - Low permeability	Severe - High water table	18% of the Association
Dayton (Da)	72+ inches	0-6 inches	High to Moderate	Fair	Very low shear, high shrink-swell, high compressibility, high water table, slow permeability	Severe	Severe	10% of the Association
Woodburn (Wu)	72+ inches	30+ inches	Moderate to low	Good	Very low shear, moderate shrink-swell, high compressibility, perched water, 0-20% slope	Severe - Slow permeability	Moderate	86% of the Association

Soils-Planning Characteristics

Residential, commercial, and industrial developments of less than three stories that are dependent on septic tanks for sewage disposal are limited by such factors as low bearing strength, low permeability, inadequate percolation, wetness, and unfavorable slopes or topography. Most of the soils in the Donald area have these limiting factors. Individual site inspections and testing must be done to gain approval for a septic system.

Shrink-swell potential is an indication of the amount of change to be expected in the soil material with changes in the moisture content. Shrinking and swelling of soils causes' damage to foundations, roads, and other structures.

Adequate bearing strength is important if a soil is to be used as a site for a building, road, or similar use. When soil is wet to a depth of 5 feet, its bearing strength may be unsatisfactory for supporting a normal foundation.

GEOLOGY

The Willamette Basin was created by sediments derived from erosion of the Coast and Cascade Ranges. The bedrock is composed of marine sediments and basalt rock formation. The subsurface layer in the Donald area is Willamette silt formation composed of individual stratified beds of silt, sandy silt, and silty clay. The thickness of the beds range from 6 inches to 3 or 4 feet, to a depth of approximately 70 feet.

Clay soils occur in the French Prairie area on flat, poorly drained terraces and are from 3 to 15 feet in thickness near the surface of the valley floor.

The Troutdale formation occurs along the Willamette River downstream from the St. Paul area. In the Donald area, well records indicate that the Troutdale formation extends as deep as 650 feet with a thickness of 55 feet. Because this formation is mainly course grained and has a high water holding capacity, it is a major groundwater supply for the area. The formation in the Donald area is composed of 25 percent or less of gravel content. Well logs indicate a gravel layer and sand at depths of 100 to 200 feet. Common well yields range from 500 to 1,000 gallons per minute.

HAZARDS

The only hazards identified in the Donald area are discussed in the Soils section. These hazards include bearing strength, septic tank limitations, and water table.

AIR QUALITY

Policy: All air pollution sources, including residential sources, shall comply with state and Federal air quality standards.

The Oregon Department of Environmental Quality has jurisdiction over the air quality standards in the area as well as the remainder of the state. The Department of Environmental Quality has developed air quality standards to conform to federal standards. There are no generators of polluted air in the Donald area, except for the use of the automobile. Donald shares a common air shed with other mid-valley communities and does not have the physical or technical capabilities to monitor or control air quality. Air pollution is carried by winds from the larger metropolitan areas of Portland and Salem. Seasonal air pollution occurs as a result of field burning; however, the County and State agencies monitor and control these activities.

Specific information on air quality standards can be obtained from the Department of Environmental Quality and the Regulations Relating to Air Quality Control, Oregon Administrative Rules, Chapter 340.

WATER QUALITY

Policy: All water pollution sources, including residential sources, shall comply with State and Federal water quality standards.

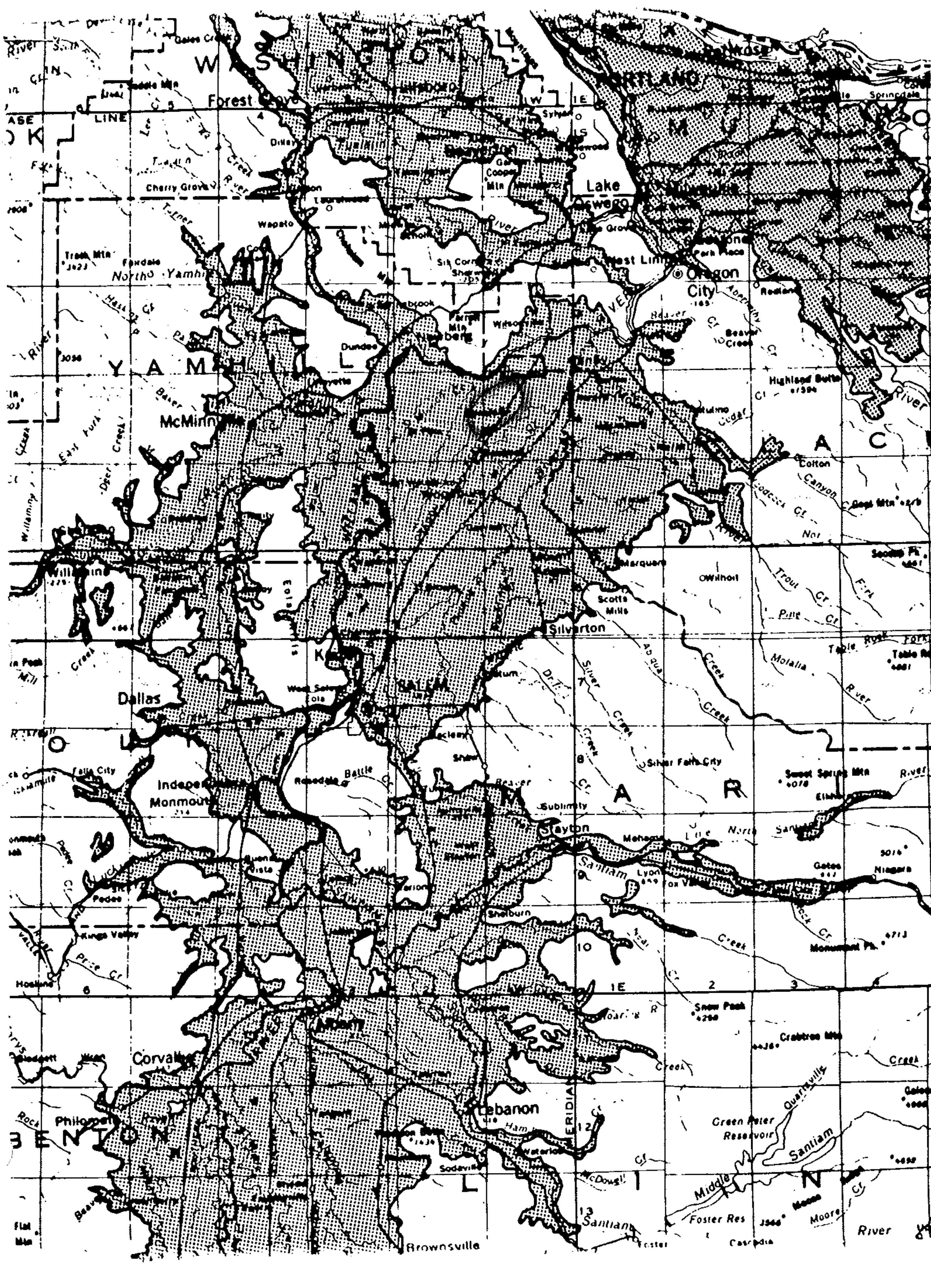
A problem of agricultural runoff and polluted groundwater has created problems with the water supply. A Facilities Plan for sewage treatment is currently being developed which will help eliminate much of the degrading sources of water pollution. The 208 Water Quality Program is looking at particular practices and procedures on agricultural lands which would reduce or eliminate agricultural runoff into domestic water supplies.

The Department of Environmental Quality has adopted Administrative Rules' to monitor and regulate the water quality of the state. These rules are in Chapter 340 of the Administrative Rules for the Department of Environmental Quality.

The City of Donald lies over a sensitive aquifer area. Measures shall be taken t~ assure that the aquifer is protected from pollution sources and excessive use.

NOISE

The City of Donald shall comply with State and Federal Standards for noise pollution.



Forest Grove
Cherry Grove
Wapato
Lake Oswego
West Linn
Oregon City
Dundee
Highland Butte
YAMHILL
Colton
Marquam
Wilhoit
Willamina
Scotts Mills
Silverton
Dallas
SALEM
Molalla
Silver Falls City
Sweet Spring Mtn
Rosedale
Sublimity
Stayton
Mehama
Gates
Niagara
Pedee
Kings Valley
Hoskins
Shelburn
Monument Pk.
Snow Peak
Crabtree Mtn
Lebanon
Green Peter Reservoir
Quartzville
Santiam
Middle
Foster Res
Waterloo
Sodaville
Brownsville
Cascadia
Philomath

LAND USE

Introduction

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

1. Residential: Areas designated for this land use have a minimum lot size of 7,000 square feet in the R-7 zone and 3,000 in the R-M zone.

2. Commercial. Commercial uses include all activities of a commercial nature.

3. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities.

4. Public: Public use includes areas such as parks, fire stations, pump houses, sewer treatment facilities.

Existing Conditions and Buildable Lands Inventory

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

The analysis of lands includes totals for land determined to be vacant or redevelopable inside and outside of the city limits. All land analyzed is within the city's Urban Growth Boundary.

The following parameters are used to determine whether land is partially vacant and/or redevelopable.

- Vacant residential land includes all residentially zoned parcels that are at least 3,000 square feet (0.07 acres) in size with improvement values of less than $10,000. The minimum lot size for residential parcels in Donald is 7,000 square feet in the single-family residential (R-7) zone and 3,000 square feet/unit in the multiple-family residential (RM) zone.

- Staff evaluated lots of record smaller than 7,000 square feet on a case by case basis in order to gauge the RM development potential. The Donald Development Ordinance (DDO) permits development upon lots of record smaller than zone minimum lot sizes

as long as the use or development complies with the DDO, irrespective of the lot width, frontage, depth or area, but subject to all other regulations such as minimum setbacks (DDO 2.201.03).

- Lots of 3,000 square feet or less were not included as vacant lots as the potential to develop these lots and meet setback requirements was not deemed feasible under the current DDO (DDO 2.201.03).

- Within the city limits, partially vacant land consists of residential parcels that are at least 0.5 acre in size with an improvement value of at least $10,000. This analysis assumes that 0.25 acres, or 10,890 square feet, is devoted to the existing house, with the remainder considered vacant. The remaining amount of land is added to the amount of gross buildable land [OAR 660-024-0050(2)(a)].

- Vacant employment land includes all commercial and industrial zoned parcels that are at least 0.5 acres in size with improvement values of less than $10,000 [OAR 660-024-0050(3)(a0].

- Employment land with infill potential includes all commercial and industrial parcels that are at least 5.0 acres in size where the improvement occupies 0.5 acres or less of the parcel

- Parcels zoned residential that are currently occupied by a manufactured home are considered developed by the TAC. These parcels may fit the criteria of a vacant lot due to an assessed a small improvement value of less than $10,000, however redeveloping these parcels would result in zero gain of housing stock.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, floodways and Flood Hazard zones, and wetlands. It has been found that the City of Donald does not have any such constraints within its UGB.

Based on these refinements, the total amount of buildable land shown in each category (residential, commercial, industrial) represents the net amount of buildable land.

Residential Land

In the City of Donald, approximately 68.47 acres are zoned residential. Approximately 56.77 acres within the Donald UGB are currently developed for residential use. **Table 3** shows the amount of buildable land for each residential zoning district within the Donald urban area (both

city limits and UGB). Approximately 9.93 net buildable acres are available for residential development within the urban area. Of that amount, approximately 9.24 acres are available within the city limits and .69 acres are available between the city limits and UGB. Within the urban area, approximately 6.05 acres designated for residential use can be considered redevelopable.

Table 3
Buildable Residential Land
City of Donald

Zone/Plan Designation	**Vacant (acres)**	**Redevelopable (acres)**	**Total (acres)**
Within the City Limits			
Residential District R7	3.07	4.88	7.95
Residential District RM	0.12	1.17	1.29
Buildable acres within City Limits	3.19	6.05	9.24
Between the City Limits and UGB			
Residential Designation	0.69	0	0.69
Buildable acres Between City Limits & UGB	0.69	0	0.69
Buildable acres within the Urban Area	**3.88**	**6.05**	**9.93**

Source: Marion County Assessor, MWVCOG 2014

Commercial Land

In the City of Donald, approximately 8.08 acres are zoned commercial. Approximately 5.50 acres within the Donald UGB are currently developed for commercial use. **Table 4** shows that approximately 2 net buildable acres are available for commercial development within the Donald city limits. (No land designated for future commercial use is located between the city limits and urban growth boundary.) Approximately 1.74 acres designated for commercial use can be considered redevelopable.

Table 4
Buildable Commercial Land
City of Donald

Zone/Plan Designation	Vacant (acres)	Redevelopable (acres)	Total (acres)
Within the City Limits			
Commercial	0.26	1.74	2
Buildable acres within City Limits	0.26	1.74	2
Between the City Limits and UGB			
Commercial Designation	0	0	0
Net Buildable acres within the Urban Area	**.26**	**1.74**	**2**

Source: Marion County Assessor, MWVCOG 2014

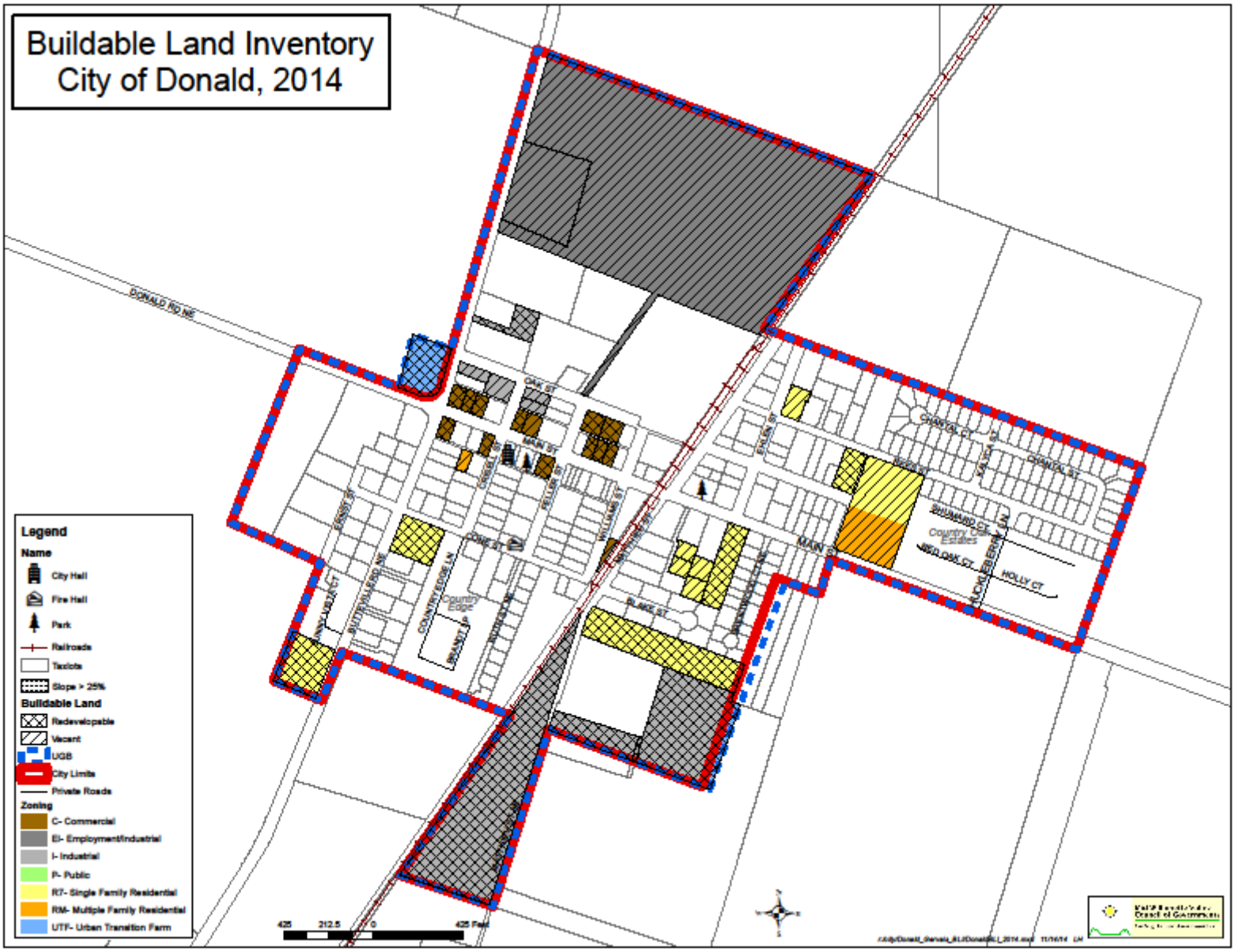
Industrial Land

In the City of Donald, approximately 72.43 acres are zoned industrial. Approximately 57.67 acres within the Donald UGB are currently developed for industrial use. **Table 5** shows the amount of buildable land for each industrial zoning district within the Donald urban area (both city limits and UGB). Approximately 13.46 net buildable acres are available for industrial development within the urban area. Approximately 12.57 acres of the available industrial zoned land is currently within the city limits, and 0.89 acres are available outside of the city limits but within the UGB. Within the urban area, approximately 12.72 acres designated for industrial use can be considered redevelopable.

Table 5
Buildable Industrial Land
City of Donald

Zone/Plan Designation	Vacant (acres)	Redevelopable (acres)	Total (acres)
Within the City Limits			
Employment Industrial (EI)	0	0	0
Industrial (I)	0.74	11.83	12.57
Buildable acres within City Limits	0.74	11.83	12.57
Between the City Limits and UGB			
Industrial Designation	0	0.89	0.89
Buildable acres within the Urban Area	**0.74**	**12.72**	**13.46**

Source: Marion County Assessor, MWVCOG 2014


Buildable Land Inventory
City of Donald, 2014
DONALD RD NE
OAK ST
MAIN ST
CONE ST
BLAKE ST
CHANTAL CT
CHANTAL ST
BUTTERFIELD CT
HOLLY CT
Legend
Name
City Hall
Fire Hall
Park
Railroads
Taxlots
Slope > 25%
Buildable Land
Redevelopable
Vacant
UGB
City Limits
Private Roads
Zoning
C- Commercial
EI- Employment/Industrial
I- Industrial
P- Public
R7- Single Family Residential
RM- Multiple Family Residential
UTF- Urban Transition Farm
425
212.5
0
425 Feet

RESIDENTIAL LAND USE

Existing Housing Conditions

The mix of residential housing units within the city limits is determined from 2010 Census data. Of the 391 total residential units, 245 units, or 62.6 percent, are single-family residential units. Approximately 7 units, or 1.8 percent, are multi-family residences and the remaining 139 units, or 35.5 percent, are manufactured homes within manufactured housing parks.

Table 6 shows the housing supply as well as the percentage of single family and multi-family housing that makes up the total housing supply. In this analysis, manufactured homes are counted as single family units, as these types of units are not typically constructed as multi-family units. Single family units make up a large majority of the housing mix in 2014.

Table 6
City of Donald Housing Supply and Mix

Population	Persons Per Household	Existing Housing Units	Existing Multi-Family Units	Existing Single Family Units	Vacant Units	Multi-Family Units (Percent)	Single Family Units (Percent)
950	2.55	391	7	384	18	1.8%	98.2%

Source: U.S. Census Bureau, 2009 – 2013 American Community Survey

Housing Needs Analysis

This section presents estimates of housing need, in acres, by housing type for the City of Donald over a 20 year planning period ending in 2034. The data is predominately based upon current Census figures. However, other sources of information include the American Community Survey (ACS) and building permit data from Marion County are also included. This analysis uses housing supply and mix, average housing density by type, as well as housing trends that may affect housing demand in the future. The analysis is intended to predict need for both single family and multi-family housing units at the of a 20-year period from 2014 to 2034.

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

(1) This analysis is calculated using data from the 2009-2013 American Community Survey. American Community Survey data is used rather than 2010 US Census because it provides more recent statistics in terms of population, household size, and housing mix. For comparison, a summarized table of the Housing Needs Assessment using 2010 US Census data is included in the Appendix.

(2) Vacancy Rates. At any given time, a number of homes within the community are vacant. We have assumed a 4.6 percent vacancy rate for 2014 and 2034. This rate is

based on information collected from Census and ACS data. Donald's housing vacancy rate was 14.4 percent in 2000 and 6.7 percent in 2010. The vacancy rate in Donald has been consistently dropping as its population grows faster than its housing stock growth. Consequently, we use the lower ACS vacancy rate of 4.6 percent.

(3) Persons per household. Using ACS data to make the calculation, we have assumed that the number of person per household is 2.55 persons, and that the household size will remain the same through the planning period ending in 2034 as allowed by OAR 660-24-0040(8)(a). Data from the 2000 Census showed 3.01 persons per household, and 2010 Census data showed 2.82 persons per household. The figure we use, 2.55 persons per household, reflects consistent decrease in household size that has been shown in the data.

(4) Group Quarters. The U.S. Census Bureau classifies all persons not living in households as living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories. Donald currently does not have any number of its population living in group quarters. The percentage of persons living in 'group quarters' is assumed to remain constant in both 2014 and 2034.

(5) Under safe harbor OAR 660-024-0040(8)(i) Incremental Housing Mix, the ratio of newly constructed multi-family units over the 20 year planning period can be increased by 15 percentage points in order to determine the new housing mix under the medium density zone at the end of the 20 year planning period.

(6) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. We assume that economic conditions in 2034 are similar to those in 2014.

Projected Housing Needs

The 2034 population projection for Donald is 2,085 persons. This projection has been adopted by Marion County for the City of Donald through a coordinated process required under state law (ORS195.036). As shown in **Table 7**, a total of 856 dwelling units will be needed to accommodate this population. This represents 465 additional housing units that will be needed for the period through 2034.

Table 7
Projected Housing Status
Donald, 2034

2034 Population (Projected)[1]	Persons Per House-hold	Total Housing Units[2]	Occupied Dwelling Units[3]	Projected Multi-Family Units	Projected Single Family Units	Vacant Units[4]	Multi-Family Units (Percent)	Single Family Units (Percent)
2,085	2.55	856	818	85	771	38	90.1%	9.9%

Source: MWVCOG, Memorandum to Donald Technical Advisory Committee, January 2015

[1] The 2034 population projection has been coordinated with the projections for Marion County as required by Oregon Revised Statutes 195.036.

[2] Total dwelling units do not include group quarters dwelling units.

[3] Occupied dwelling units do not include group quarters dwelling units.

[4] Based on an assumed vacancy rate of 4.6 percent

Housing Plan

It is the purpose of the housing plan to provide opportunities for the development of a wide variety of housing types to meet the needs of the citizens of Donald. Adequate safe and sanitary housing should be available at varying prices and rent ranges to existing and future residents of the City.

Housing Policy

It is the policy of the City to encourage the maintenance, conservation, and rehabilitation of existing residential areas and housing stock within the community. Preservation of older housing is essential because of the limited amount of available housing and the need to provide decent housing within the financial reach of all the residents of the City. The following are the city of Donald's Residential Development policies and goals:

1. Encourage the development and maintenance of an adequate quantity, quality and variety of housing facilities to satisfy the desired life styles and financial capabilities of the community.

2. Provide the necessary public facilities and services to maintain a safe, healthful, and pleasing living area.

3. Promote the improvement or removal of existing housing facilities that do not provide adequate, safe, or healthful living conditions.

The renovation of existing housing can best be accomplished through an active rehabilitation program. The principal deterrent to home rehabilitation has been the lack of adequate financing and a lack of knowledge of the funding that is available. The tax increase that results from major residential improvements has also discouraged homeowners.

There are several federal and state programs available for home rehabilitation. These are explained more fully in the following pages. Financing for weatherization is also presently available from the state and federal governments. Special efforts will have to be made to insure that families with low and moderate incomes take advantage of available rehabilitation loans or grants.

In addition to the maintenance of existing housing stock, it is essential that the City encourage and support the construction of new housing units as soon as public facilities are improved and can support them.

It is the policy of the City to encourage the development of multi-family housing adjacent to the commercial district of the City. Housing units located in this area would provide residents with convenient access to shopping and services. This would particularly benefit elderly individuals and the transportation disadvantaged.

The desired result of developing multi-family housing is to increase the range of housing types at varying rent levels available to residents of Donald.

In consideration of the limited employment opportunities available in the City and in order to maintain the desired densities, multi-family structures should contain no more than four dwelling units. The density of dwelling units shall be limited to 9 per acre in multi-family zones and 6 per acres in single family zones.

Thirty-five percent of the housing units in Donald consist of mobile homes. It appears that mobile homes are meeting some of the housing needs of those with moderate or low incomes and they are presently distributed throughout the City. Mobile homes are permitted in all residential zones and are not allowed in Commercial or Industrial zones. Provision for mobile home subdivisions and mobile home parks are listed in the zoning and subdivision ordinances of the City.

Subsidized Housing

A community attitude survey of local officials conducted in October, 1973 offered some insight into the housing situation of the City. The survey indicated that homes are valued too high for the incomes of those families looking for housing and there are no apartments available to meet the needs of these individuals. There is no policy that would prohibit a low income housing project in Donald.

There are several subsidized housing programs available to individuals, homeowners, and renters. The limited number of subsidized units in Donald seems to indicate that people are not aware of the programs available to them.

Existing Federal and State Housing Assistance Programs

The following state and federal housing assistance programs are available to qualifying low and moderate income persons.

Farmers Home Administration: Farmers Home Administration (FmHA) assistance is available under the following general restrictions:

A dwelling must be modest in size, design and cost: an applicant must be without adequate housing and be unable to secure the necessary credit from other sources. Further information about the following programs can be obtained from the Farmers Home Administration office in Salem (399-5751).

1. Rural Housing Loans - Section 502 - This direct loan can be used for new construction, rehabilitation or purchase of existing housing.

2. Housing Repair Loans and Grants - Section 504.

Department of Housing and Urban Development:

1. Section 8 - Housing Rental Subsidy Program - Information about this program can be obtained from the Marion County Housing Authority (364-0161)

2. Revised Section 235 Program - This program provides assistance to moderate income families for the construction of new dwellings or the substantial rehabilitation of existing houses.
3. Homeowner Deductions of Mortgage Interest and Real Estate Taxes- This program allows homeowners to deduct mortgage interest payments and local real estate taxes in determining their taxable income.
4. Donald could be eligible for housing rehabilitation funds through the Department of Housing and Urban Development's block grant program administered by the Marion County Housing Authority.

State of Oregon Programs:

1. State Homeowners Program - This program seeks to provide homeownership opportunities for moderate income persons.

2. Homeowner and Renter Property Tax Refund Programs.

3. Elderly Rental Assistance Program.

4. Repair Incentive/Deferred Maintenance - this legislation allows homeowners to make specific repairs without increasing property taxes.

5. Deferred Collections of Property Tax for Elderly.

Salem Non-Profit Housing: This agency provides counseling for those in need of improved housing.

They also administer Farmers Home Administration 504 grants, assist individuals with 502 applications and administer Community Services Association grants for remodeling improvements that are needed for safety, health, and welfare.

Further information about housing assistance programs can be obtained from the Housing Opportunity Plan prepared by the Mid-Willamette Valley Council of Governments (September, 1977) or from the Marion County Housing Authority.

Residence of the city of Donald will not be able to take full advantage of these programs until the sewage system has been developed. This is due to the requirement in many of the programs that housing units eligible for funding be located in cities with full urban services. At the present time all housing construction has been restricted due to the soil's inability to support any additional septic system. Therefore, subsidies for rural housing construction also of no benefit to Donald are also of no benefit to Donald residents.

Residential Land Use Policy

All residential development within the city of Donald shall conform to the state building, electrical, plumbing, and fire codes. Residential development shall be encouraged in a compact and efficient manner to provide the needed housing units for varying income levels, reduce the amount of land used for residences, conserve energy supplies, and facilitate the provision of public facilities and services in an efficient and economic manner. Residential development shall be discouraged in the central business section of the City. Multi-family housing will be encouraged to locate near the shopping and public facilities area. Varying lot sizes and

configurations shall be encouraged in order to provide for a variety of housing types, densities, and designs.

Medium density development shall average 9 units per acre. By averaging density, those areas that can support a higher density will offset areas of lower density.

High density development shall average 12 or 16 units per acre to encourage a compact urban design and provide for a variety of housing units to satisfy the needs of all income levels. Duplexes and town house construction shall be encouraged in order to mix housing types within single-family neighborhoods.

COMMERCIAL LAND USE

As of April, 2015 there were 36 commercial businesses within the Donald Urban Growth Boundary. In addition, there are four used for public purposes: City Hall, Post Office, Fire Hall and City Water and Sewer System

The commercial district of Donald is located between Butteville Road and the Burlington Railroad tracks and extends one block on each side of Main Street. There are approximately 8 acres of commercial land and it is not anticipated that any additional acres will be needed during the planning period.

. There are limited employment opportunities in the Donald Area which are not sufficient to fully support the working people of the city. Many residents of Donald commute to jobs that are outside of the city. There are, however, businesses within the City of Donald that employ a sizeable number of people: GK Machine, Wilco Farmers, and Propane Northwest are three of the largest in the City.
According to the 2009-2013 American Community Survey, the average annual income in Donald was approximately $56,161 and the median value of a single-family housing unit was $169,200. **Table 8** shows the Median Household Income of Donald as it compares to Marion County and the State of Oregon.

Table 8
Median Household Income
Donald, Marion County, and Oregon, 2009-2013

Location	Median Household Income
Donald	$56,161
Marion County	$46,885
Oregon	$50,229

Source: U.S. Census Bureau, 2009 – 2013 American Community Survey

Commercial Development Policy

It is the policy of the city to encourage development of a wide variety of businesses and employment opportunities for the citizens of Donald. It is important that the city is able to provide adequate infrastructure for existing and incoming business developments. To create a central downtown shopping district in Donald, efforts should be made to recruit commercial businesses to the downtown core. Downtown development design standards could be implemented, to ensure a uniform pedestrian-oriented central shopping area that is accessible to all citizens. The following are the city of Donald's Commercial Development policies and goals:

1. Discourage strip mall-type development

2. Promote the preservation and development of the central business district.

3. Encourage and provide for pedestrian-oriented central shopping area.
4. Develop design standards for downtown commercial development

5. Efforts should be made to encourage and support commercial businesses in the downtown core

Commercial Land Use Policy

1. The City shall inventory vacant and underutilized commercial land and assess community economic development potential. Commercial development will be encouraged in all areas designated for commercial uses. It is recognized that commercial uses contribute not only to the private market, but also help support the local tax base, economy, and employment of the area, Careful attention shall be paid in achieving a balance between commercial and residential development to avoid high business turnover and instability in the local economy.

INDUSTRIAL LAND USE

As of April, 2015The City of Donald has 12 industrial businesses located within the Urban Growth Boundary. The industrial district is located primarily in the north to north west part of the City. In Donald, there are over 70 acres of land zoned Industrial or Employment Industrial. There are a range of businesses but the largest is GK Machine along Donald Road NE. There is an abundance of industrial land available for development in Donald and it was not found that additional industrial acres will be needed during the planning period.

The most recent forecast provided by the Oregon Employment Department estimates the region's employment will grow by 14 percent from 2012 to 2022, resulting in an average annual growth

rate of 1.4%. This same growth rate was extrapolated throughout the 20 year planning horizon through the year 2034 to develop employment projections for Donald. Table 9 shows the 1.4% average annual job growth rate applied to Donald employment.

Table 9
Total Employment Projection for 2034

Industry	Sector	2013		2034	
		Percent	**Total**	**Percent**	**Total**
Construction (23)	Industrial	38.4%	145	38.4%	192
Wholesale Trade (42)	Industrial	15.1%	57	15.1%	75
Other Services (except Public Administration) (81)	Commercial	1.3%	5	1.3%	6
Public Administration	Commercial	1.0%	4	1.0%	5
Confidential Industries (11, 31, 44, 48, 53, 54, 56, 72)	Industrial/ Commercial	42.6%	161	42.6%	213
All Public Sector	Public	1.6%	6	1.6%	8
Total		**100%**	**378**	**100%**	**499**

Source: Oregon Employment Department

Industrial Development Policy

It is the policy of the city to encourage development of a wide variety of industries and employment opportunities for the citizens of Donald. By providing local employment opportunities for the citizens of Donald, the city can encourage a balanced and diversified economic base. This can be done by not only recruiting new industry to the city but also by retaining large employers that are currently located within the city. The following are the city of Donald's Industrial Development policies and goals:

1. Promote and encourage compatible industrial development.

2. Provide for the community's need for local employment opportunities by encouraging a balanced and diversified economic base.

3. Efforts should be made to recruit and retain existing manufacturing and agricultural focused business.

Industrial Land Use Policy

1. The City shall inventory vacant and underutilized industrial land and assess community economic development potential. The City of Donald shall strive to encourage the development of compatible industry in Donald. It is recognized that industrial uses create

jobs, markets, and an expanded tax base, and also have the potential of altering the quality of the environment, overloading public facilities, and increasing the demand for housing. Since there is rail service available and direct access to Interstate 5, the potential for industrial development exists. Prospective industrial uses shall be reviewed for consistency with the Comprehensive Plan, Zoning, and Environmental Regulations. Heavy industrial uses shall be located and screened away from residential uses to minimize the effects of industrial activity.

2. Some locations may be more suitable for employment related industrial uses including warehousing, primary and secondary processing, packaging, fabricating of finished goods and equipment with related outdoor storage and incidental sales. These are locations that have access to an arterial street or highway and where the noise, light, odors and traffic generated by these uses will not conflict with residential areas. The City of Donald shall adopt zoning regulations to limit commercial uses—such as retail, storage, and service uses that cater to daily customers—to protect the employment capacity of these locations.

PUBLIC AND SEMI-PUBLIC LAND USES

There are approximately 2 acres of public or semi-public uses in Donald. Such uses include City Hall, Post Office, churches, water facilities, Fire Hall, etc. There are no public parks within the existing city limits. The nearest recreation facility is Champoeg Park to the north and the Willamette River to the west.

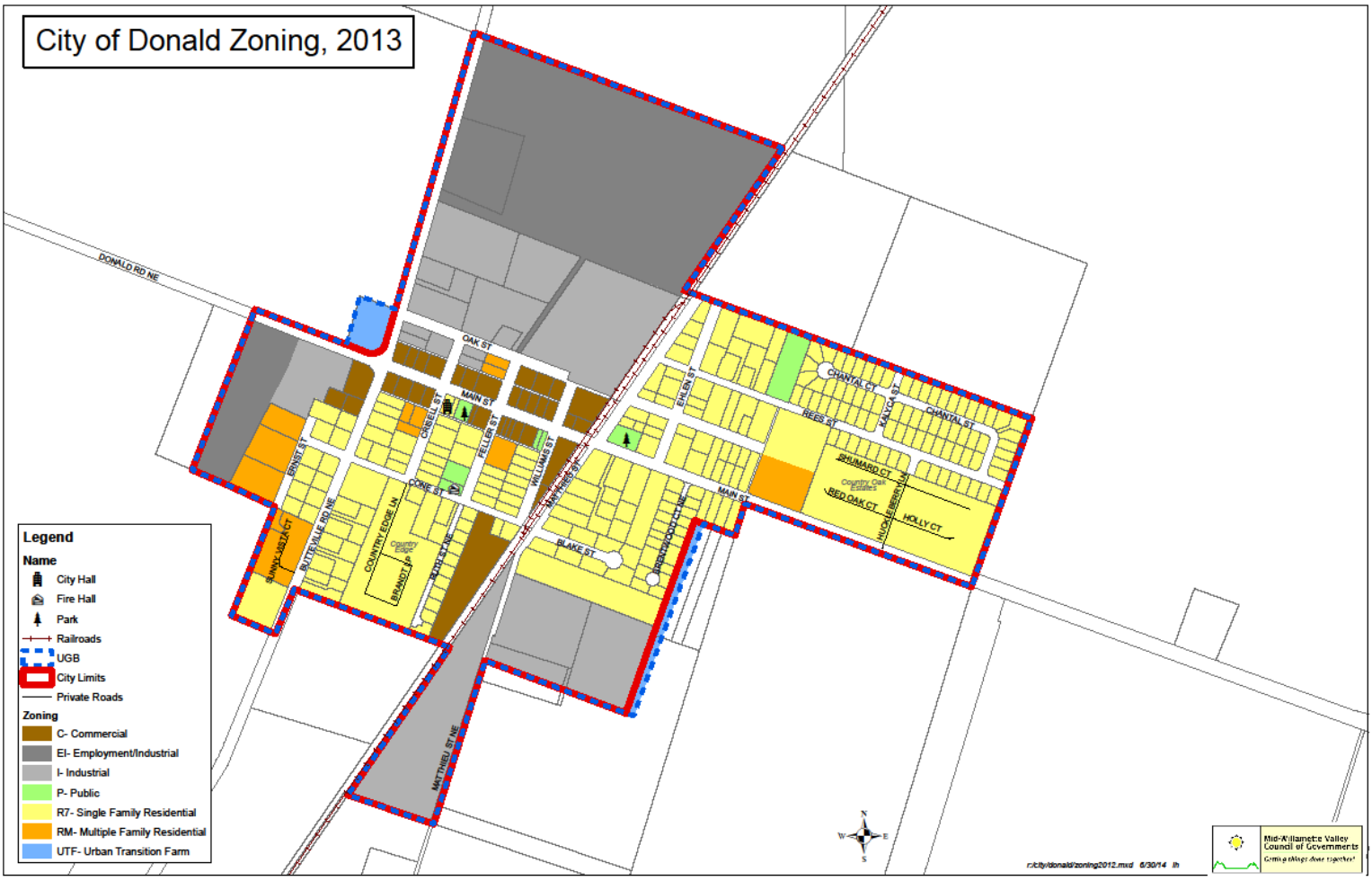
It is expected that new subdivisions will be required to set aside land for park purposes. The Land Use Plan does not indicate specific locations for parks; however, park land will be provided by developers in the medium density land use areas.

Other public uses are not expected to be developed and, with the exception of sewage treatment facilities, no expansion is anticipated in the public land uses. The sewage treatment plant is anticipated to be outside the urban growth area and will not be considered a public use in the planning area.

Public and Semi-Public Land Use Policy

The development of public uses such as parks and recreational facilities shall be encouraged to provide a balanced use of lands. The development or expansion of public building shall conform to the plan policies, ordinances, and building regulations of the City of Donald and other agencies.

There are no designations on the Comprehensive Plan Map for Agricultural Use.



LAND DEMAND ANALYSIS

The buildable lands inventory is used in conjunction with the 2034 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

Future Residential Land Needs

Residential Densities

To determine the amount of land needed for future residential development, it is necessary to calculate the average net density for the various types of housing developments including single-

family and multi-family. Building permit data dating back to the year 2000 is used to determine densities at which units have been built in the past.

The average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – 6.22 units/acre
- Multi-family residential – 11 units/acre

The origin of these densities is described below.

Single-Family Development

Since 1999, eight (8) subdivisions have been approved and at least partially developed. **Table 10** shows recent single-family residential development. This includes subdivision development and infill development through the partitioning process. During this period, 116 single-family dwelling units have been developed on 17.893 acres. The resulting average net density of the development is 6.48 units per acre.

Table 10
Single-Family Residential Development
Single Family residential (R-7) – 5.07 units/acre

Subdivision	Zone District	Single-Family Units	Net Acres Developed	Net Density (units/acre)
SUB-01-02, Green (Map 041W17, Lot 1700	R-7/R-5*	79	12.2	6.5
SUB-01-01, Blake (Map 041W17CB, Lot 6000)	R-7/R-5*	11	1.78	6.18
SUB-02-01, Brandt (Map 041W17, Lot 500)**	R-7/R-5*	21	2.9	7.24
1999 Partitions	R-7/R-5*	3	0.69	4.35
2002 Partitions	R-7/R-5*	2	0.323	6.2
Total		**116**	**17.893**	**6.48**

Source: Marion County Assessor Records and MWVCOG 2014

The historic average single-family density from **table 10** above is listed as 6.48 units per acre. However, the city recently changed the minimum lot size in the R-7 single family residential zone from 5,000 square feet to 7,000 square feet. A minimum lot size of 7,000 square feet correlates to a maximum density of 6.22 units per acre. Therefore, it is assumed that any new single family units will not be built at a density higher than 6.22 units per acre.

Multi-Family Development

Since the year 1999 there has been no construction of multi-family housing units in Donald and, therefore, no historical average density data is available. In assigning an appropriate average density of multi-family housing units, it should be taken into account that any multi-family units constructed must fall within the minimum and maximum density allowed in the RM zone, 8 units per acre and 14 units per acre, respectively. Therefore, the assumption for multi-family housing density is 11 units per acre, the median density in the RM zone.

Future Residential Land Needs

As shown in **Table 11**, the housing needs analysis identified 465 new residential units that will be needed to accommodate the projected 2034 population of 2,085 persons. Of the 465 new residential units, 16.8 percent, or about 78 units, are needed to meet projected need for multi-family units. With an assumed density of 11 units per acres for multi-family, 7.1 acres is required to meet the need for the new units. At a density of 5.07 single family units per acre, the additional 387 single family units require 76.3 acres. In total, the 465 new units can be built on 83.4 acres of land.

Table 11
Projected Housing Mix and Residential Land Needs2034
Source: ACS

Housing Type	Existing Units	Additional Units Needed 2034	Percent of New Units	Net Density (units/acre)	Acres Needed 2034
Single Family	384	387	83.2	6.22	62.2
Multi-Family	7	78	16.8	11	7.1
Total	391	465	100.0	-	69.3

Source: 2009-2013 American Community Survey

Looking back at the Buildable Lands Inventory, there is inadequate vacant, partially vacant, or redevelopable land available to accommodate future housing needs within the existing urban growth boundary. The buildable lands analysis found that approximately 9.93 acres are available for residential development within the entire urban area. It is estimated that 76.7 acres will be needed to accommodate future residential growth. Oregon Administrative Rules (OAR) 660-024-0040(9) allow for a local government to estimate that the 20-year land need for streets and roads, parks, and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for residential land needs**.**

Table 12
Summary of Residential Land Needs, 2034

Determining Surplus or Deficit of Residential Land	Acres
2034 residential land needs	69.3
Additional land needed for public uses- streets, parks, etc. (25% of 20-year land needs)	17.3
Total land needed for residential use through 2034	86.6
Land currently available within the existing UGB for residential development	9.93
Surplus or (Deficit) of land needed for future residential use	(76.7)

Source: MWVCOG Memorandum to Donald Technical Advisory Committee January 2015

Table 12 shows adding the 25 percent for public land uses as allowed by OAR 660-024-0040(9) means that an estimated 17.3 acres will be needed to accommodate Donald's 20-year land needs for future residential development. The buildable land needs analysis found that approximately 9.93 acres are available for residential development within the entire urban area. Subsequently, Donald has 76.7 acre deficit of land available to meet the estimated population and housing mix in 2034.

Future Commercial and Industrial Land Needs

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

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

Overview of the Donald Economy

The City of Donald lies along the I-5 corridor. While it has not witnessed the growth and prosperity associated with recent high-tech developments in the region, it has received interest from several property and firms to establish commercial or industrial enterprises in the City.

Recent population growth is likely based on the community's relatively lower housing costs, but until now has had the effect of creating a bedroom community to Portland and Salem rather than establishing new employment opportunities. The community has several areas available for industrial and commercial development. These include approximately 30 acres of industrial land located along Butteville Road near Ehlen Road and a strip of available commercially zoned lots along Main Street.

Table 13 shows employment data for the Donald area based on employer records with a Donald address. Much of the employment for Donald residents is in the agricultural production industry and mining sector.

Table 13
Donald Employment
2013

Industry	Number	Percent
Construction (23)	145	38.4%
Wholesale Trade (42)	57	15.1%
Other Services (except Public Administration) (81)	5	1.3%
Public Administration	4	1.0%
Confidential Industries Combined (11, 31, 44, 48, 53, 54, 56, 72)	161	42.6%
All Public Sector	6	1.6%
Total	**378**	**100%**

Source: State of Oregon Employment Department data, sorted and summarized by MWVCOG, 2015.

Table 14 shows covered employment data for the counties of Marion, Yamhill, and Polk. Combined employment in the counties reached 184,309 in 2013. The Employment Division reports that manufacturing employment in the area is varied, with wood products and food and beverage manufacturing accounting for almost two-thirds of manufacturing employment. Food and beverage employment in the region comprises the same employment percentage as in the county, despite several cannery closures in recent years.

Table 14
Marion, Yamhill, and Polk Counties Covered Employment by Industry
2013

Industry	Employment	Percent
Trade/Transportation/Utilities	28,423	15.4%
Natural Resources/Mining	14,748	8%
Government	42,770	23.2%
Manufacturing	18,155	9.9%
Education/Health Services	27,495	14.9%
Construction	7,886	4.3%
Leisure/Hospitality	16,080	8.7%
Professional/Business Services	13,551	7.4%
Other Services	6,976	3.8%
Financial Activities	7,032	3.8%
Information	1,193	6.5%
Total	**184,309**	**100.0%**

Source: State of Oregon Employment Department, Employment Snapshot of Marion, Yamhill, and Polk Counties, 2014.

National Economic Trends

There are a number of factors that will affect future development and employment opportunities in general, and more specifically to the region. National trends represent broad changes in the economy that will influence economic development in the region over the next 20 years. These trends include:

- The aging population of the workforce as the "Baby Boomer" generation is reaching retirement age.
- Increasing Hispanic and Latino Migration.
- The growing importance of education as a determinant of wages and household income.
- Growth in global trade.
- Technological innovation increasing worker productivity.
- The decline of employment in resource-intensive industries and the increase in employment in service-oriented and high-tech manufacturing sectors of the economy.

- Increasing cost and demand of energy

- A growing concern of environmental impacts and energy efficiency.

- Continued westward migration of the U.S. population and the increasing role of amenities and other non-wage factors as determinants of the location decisions of households and firms.

- Changes in preferences placing a premium on environmental quality.

State Economic Trends

Economic development in Donald will also be affected by economic trends in Oregon and the Willamette Valley. The following sections describe recent trends in population, income, and employment growth in Oregon, the Willamette Valley, and Marion County, and the economic outlook for Oregon.

Population Growth

The state of the national economy influences local population growth. As shown in **Table 15**, growth was slowed due to the recession in the early 1980s. However, growth rates for Donald and Marion County exceeded the growth rate for Oregon during the expansionary economic periods in the 1990s. During the period between 1980 and 2010, the population of Donald has nearly tripled. Population growth in Donald has quickened for the period from 2000 through 2010 and is greater than both the county and state.

Table 15
Population
Oregon, Marion County, and Donald 1980-2010

					Average Annual Growth Rate		
Location	**1980**	**1990**	**2000**	**2010**	**1980-90**	**1990-00**	**2000-10**
Oregon	2,633,156	2,842,321	3,421,399	3,582,600	2.3%	1.7%	1.2%
Marion County	204,692	228,483	284,834	315,900	1.1%	2.2%	1.04%
Donald	331	476	608	979	3.7%	2.48%	4.88%

Source: U.S. Census and the Center for Population Research and Census, Portland State University.

Personal Income

Table 16 shows the most recent median household income and the percentage of households below the poverty level in Donald, Marion County, and Oregon from the 2009-2013 ACS. Median household income for Marion County was slightly less than for Oregon. In Donald, median income actually exceeded that of Marion County and the State of Oregon. Also, the percentage of families living below the poverty level was less than in the county and state.

Table 16
Median Household Income and Percent of Households Living Below Poverty Level
Donald, Marion County, and Oregon, 2009-2013

Location	Median Household Income	Families Below Poverty Level
Donald	$56,161	7.4%
Marion County	$46,885	14.3%
Oregon	$50,229	11.2%

Source: US Census Data and 2009-2013 American Community Survey – 5 year estimates.

Regional Economic Trends

The Oregon Employment Department states that both the local and statewide economies are continuing to shift from a reliance on resource extractive industries and manufacturing towards information, and services and high-tech manufacturing. As a result, jobs are being lost in some sectors as they are being added in others. Marion, Polk, and Yamhill counties have traditionally been dependent upon state government, agricultural, and wood products as the predominant sources of local employment.

Table 17 shows projected employment within Marion, Polk, and Yamhill counties for the period from 2012 through 2022. Industry employment in the region is expected to grow from 183,200 in 2012 to 208,700 in 2022. This represents a growth rate of 14 percent. In comparison, Oregon's statewide industry employment is projected to increase by 15 percent over that time.[2]

[2] Oregon Employment Department, *EMPLOYMENT PROJECTIONS BY INDUSTRY AND OCCUPATION 2012-2022 Mid-Willamette Valley (Marion, Polk, Yamhill)*, March 2014.

Table 17
Employment Projections by Selected Industry
Marion, Polk, and Yamhill Counties, 2012 and 2022

Industry	2012	2022	Percent Change
Total Non-Farm Payroll Employment	183,200	208,700	14%
Manufacturing, Total	17,500	19,800	13%
Durable Goods	8,600	9,800	14%
Non-durable Goods	8,900	10,000	12%
Non-Manufacturing, Total	165,700	188,900	12%
Construction	7,300	9,500	30%
Finance, Insurance, Real Estate	8,100	9,200	14%
Wholesale and Retail Trade	23,500	25,900	9%
Government	43,800	47,300	8%

Source: State of Oregon, Employment Department. *Employment Projections by Industry and Occupation 2012-2022, March 2014.*

The Oregon Employment Department indicates that the construction industry will experience the most significant job growth within the region through 2022. The region's agricultural and food processors will continue to struggle as they face national and international competition. Government employment is forecast to grow more slowly than the average of all industries over the period through 2022.[3]

Local Economic Trends

The next section examines supply-side factors that may affect business location and development in Donald.

Factors Affecting Forecasted Growth

The existing pattern of development in Marion County reflects the influence of locational factors and comparative advantages in the region and this pattern is unlikely to change substantially in the future. Donald developed, in part, based on its proximity to agricultural land within the Willamette Valley. Over time, the community has developed as essentially a bedroom community to larger communities such as Portland and Salem.

[3] Oregon Employment Department, *EMPLOYMENT PROJECTIONS BY INDUSTRY AND OCCUPATION 2012-2022 Mid-Willamette Valley (Marion, Polk, Yamhill)*, March 2014.

The following sections discuss supply-side factors that may affect business location and economic development in Donald.

How Firms Make Business Location Decisions

The main goal for business firms is to locate where they can maximize revenue and profits. By merely listing all relevant location considerations, a decision maker can add all the costs and benefits accruing to a facility at each potential location. The location with the lowest net costs (after subtracting benefits) is in most situations the best location. Alternative locations should be compared for the cost of material and energy inputs, including the charges for transporting them, the cost of employees (wages, salaries, benefits, payroll taxes, unemployment insurance, and training costs), construction or purchase and remodeling costs, taxes on corporate property, income, and inventory, and public incentives for new investment. Personal income taxes and housing costs are relevant to the extent that they represent a cost differential for current employees whom the company wants to relocate to a new location. These considerations are measurable, and can be added (or subtracted) for each potential location. Other considerations are less quantifiable, such as the availability of workers with particular skills, the appropriateness of an existing building, the quality of life, or the likelihood of competitive reaction to the company's investment.

Quality of Life

Quality of life is a subjective standard that is hard to quantify. It includes economic factors, such as income, employment, and housing costs, as well as non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Economic factors are discussed elsewhere in this report.

Quality of life plays a role in economic development because it affects the relative attractiveness of the city to migrants. Migration is expected to contribute over two-thirds of the population growth of Oregon in the next decade.[4] A more attractive quality of life may help Donald attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, such as construction, services, and retail trade, but some may also start new businesses in the community. Donald has much to offer in the way of amenities such as its proximity to Champoeg State Park, green space located on its Main Street, historic buildings, and low housing cost. Additionally, work has begun to attract a market to Main Street where residents can get fresh produce; this addition to the city would contribute to quality of life.

[4] Oregon Office of Economic Analysis, *Oregon's Demographic Trends*, 2012.

Transportation

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

Interstate 5 serves as the primary transportation artery in the Willamette Valley and is located approximately two (2) miles west of Donald. I-5 directly connects the markets of Salem, Portland and beyond with the city. Access to I-5 from Donald is available via Ehlen Road. A highway interchange where Ehlen Road meets I-5 has sparked development of many convenience markets and gas stations; services that are not available within the Donald City Limits.

Railroads can be an important form of transportation for businesses that need to transport bulky inputs and finished products. Donald is served by the Southern Pacific Railroad that runs north/south, passing directly adjacent to much of the community's industrial land.

Located approximately 5 miles northeast from Donald is the Aurora Airport. The Aurora State Airport is the busiest State-owned airport and the overall fifth busiest airport in Oregon. The facility serves a wide-range of charter, corporate, and recreational users and there are a number of businesses at the airport providing services such as fuel sales, maintenance, storage, charter, aircraft sales, and flight training. Donald's proximity to the Aurora Airport makes Donald a more attractive location for business because it offers ease of access to the city for long-distance travelers.

Labor Force

The cost, availability, and skill-level of the local labor force can affect the comparative advantage of a community. The Oregon Employment Department notes that in recent years, employers in the mid-Willamette Valley have expressed concerns regarding recruiting and retaining skilled workers.[5]

The unemployment rate for Marion County has been slightly higher than Oregon's unemployment rate since 2009. During that period, unemployment in Marion County peaked at 11.3 percent in 2009.[6] This rate has steadily declined to 7.2 percent in 2014.

5 Oregon Employment Department, *2000 Regional Economic Profile - Region 3, 2000*.

6 Oregon Employment Department data, not seasonally adjusted, 2015.

During the peak growth period in the mid-1990s, annual net migration was more than triple the gains due to natural increase. However, as the nation's economy slowed down in the late 2000's, migration flows slowed, and natural increase contributed a greater portion of annual population growth.[7] During the period from 2005, to 2010, Marion County ranked 10th among Oregon's counties with a net migration of 4,768 new residents.

The Oregon Employment Department notes that in-migration will be a critical factor in the determining long-term growth in Region 3.[8] Not only do new residents create demand for goods and services, but they also supply additional workers. For the period from 2010 through 2035, Marion County's population is projected to grow by grow by about 24.8 percent. Net-migration is projected to account for approximately 53 percent of that population growth.

Training Opportunities

The Woodburn Campus of Chemeketa Community College (CCC) offers workforce training and career development services. In concert with the Oregon Employment Department, CCC has developed the Woodburn Job and Career Center to assist job seekers find available jobs and receive training to enhance their job skills. The Job and Career Center can also provide specialized training workshops for employers.

The Woodburn Campus also offers services to support small business owners through training programs, mentorships, and information on other available resources such as Small Business Administration Loans.

Land Cost

The OregonProspector.com is the state's official public-private website for site consultants and businesses interested in relocating or expanding a business in Oregon. This site provides an on-line database of available commercial and industrial properties in Oregon. The most recent database listing shows three (6) vacant properties in Marion County several of which are in Salem. These properties range in size from 2.25 acres to 29.8 acres. Sale price listed for only one of the properties at $206,909/acre.

One of the properties listed is in Donald, Marion County Assessor records show that the real market value of this lot is $81,000/acre. While this obviously does not represent a comprehensive market survey, it does indicate that land costs, particularly in relation to the Salem market, may be lower in the Donald area. Lower land cost is often a primary reason for the firms to locate in smaller communities.

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7 Portland State University, Center for Census and Population, *Oregon Outlook*, December 2014.

8 Oregon Employment Department, *Oregon's Demographic Trends,* December 2012

Utilities

The City has recently expanded its sewage treatment capacity, but with recent growth, the City has experienced increased and substantial demands on its water treatment and distribution system.

The City derives its water from two wells. Many of the City's distribution lines are undersized. In addition to water quantity issues, the inadequacy of the water system creates a public safety problem. The limited treatment and storage capability could result in an inadequate water supply during fire fighting operations. During peak demand and, in particular, the summer months, the situation can become critical.

City Policies Affecting Economic Development

The Donald Comprehensive Plan includes a number of economic development related policies, which include:

1. *Discourage strip-type development*

2. *Promote the preservation and development of the central business district.*

3. *Encourage and provide for pedestrian-oriented central shopping area.*

4. *Promote and encourage compatible industrial development.*

5. *Provide for the community's need for local employment opportunities by encouraging a balanced and diversified economic base.*

Local Employment Growth Forecast

Regional employment projections show that non-manufacturing employment in Region 3 is projected to grow by about 12 percent through 2022 (see **Table 17**). Non-agricultural employment in Donald currently consists of a small number large manufacturing firms and several small retail and service businesses. Given the proximity to Portland, Woodburn and Salem markets, efforts to diversify Donald's economy by attracting firms from a number of relatively high-wage industries, such as publishing, stone, clay, and glass manufacturing, transportation equipment, and others, are most likely be limited. If the city can make necessary improvements to its utilities, attract a diverse group of additional manufacturing firms to its existing industrial area, and revitalize the Main Street with several new commercial businesses

including a produce market, this would be considered successful economic and job growth for the community.

Rather than attempt to project the number of new jobs created as a percentage of the region, which is relatively small, this analysis uses the "Safe Harbor" method to determine employment needs as identified in Oregon Administrative Rules (OAR) 660-024-0040(8). The Safe Harbor method assumes the number of jobs created in the city will grow at a rate equal to the regional job growth rate provided in the most recent forecast published by the Oregon Employment Department (OED). The most recent forecast provided by the OED estimates the region's employment will grow by 14 percent from 2012 to 2022, resulting in an average annual growth rate of 1.4%. This same growth rate was extrapolated throughout the 20 year planning horizon through the year 2034 to develop employment projections for Donald. **Table 18** shows the 1.4% average annual job growth rate applied to Donald employment.

Table 18
Total Employment Projection
2034

Industry	Sector	2013		2034	
		Percent	**Total**	**Percent**	**Total**
Construction (23)	Industrial	38.4%	145	38.4%	192
Wholesale Trade (42)	Industrial	15.1%	57	15.1%	75
Other Services (except Public Administration) (81)	Commercial	1.3%	5	1.3%	6
Public Administration	Commercial	1.0%	4	1.0%	5
Confidential Industries (11, 31, 44, 48, 53, 54, 56, 72)	Industrial/ Commercial	42.6%	161	42.6%	213
All Public Sector	Public	1.6%	6	1.6%	8
Total		**100%**	**378**	**100%**	**499**

Source: Oregon Employment Department

Because employment data provided by the Oregon Employment Department is limited due to employer privacy laws, some employment categories are combined. In **Table 18** above, line item Confidential Industries is a combination of all the industrials that have been kept confidential. Because this is a combination of industrial and commercial industries, this does not provide a clear picture as to the number of employees, by sector, within Donald. However, it is known that a large majority of jobs within the Confidential Industries category are in the industrial sector. In order to best approximate the employment in each sector, this analysis assumes that 90% of the employment within the Confidential Industries category is in the industrial sector. Using **Table 18**, this analysis therefore assumes that industrial employment within the Confidential Industries category is 145 and 192, in 2013 and 2034 respectively.

Land Demand Analysis

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

Table 19 shows the 2034 total employment by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

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

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

Table 19
Total Employment Growth by Land Use Type
Donald, 2034

Sector	**2034**
Commercial	7
Industrial	112
Public	2
Total	**121**

Source: MWVCOG, 2015.

Several assumptions were made to convert the employment growth shown in **Table 19** to vacant acres needed by land use type. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land**. Some new employment will not require any non-residential land or building be used. Some workers or business owners may work from their home. The 2010 Census showed that 1.7 percent of all workers in Donald worked at home. With the recent development of advanced telecommuting technology, this figure can be expected to increase. This analysis assumes that five (5) percent of employment growth will consist of employees who work at home. This figure is shown in **Table 20** under the column heading **"**Requiring no non-residential built space or land".

- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. A similar economic opportunities analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis. This figure is shown in **Table 19** under the column heading "On Existing Developed Land".

- **Employees/acre**. In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. The total number of employees in the commercial sector during 2013 is 25. From the Buildable Lands Inventory, there are 5.5 acres of developed commercial land within Donald. The resulting commercial employees per acre is 4.5. In the industrial sector, 347 jobs are located on 26.7 acres of industrial land, resulting in 13 employees per acre.

- **Employment on vacant or redevelopable land**. The recently completed buildable lands inventory for Donald identified both vacant and redevelopable commercial and industrial land. Redevelopable land is defined as parcels with improvement values of at least $10,000 (based on Marion County Assessor records). This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 85 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 15 percent consists of employees working at home or new employment on existing developed land.)

Table 19 shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2034. Approximately 4.18 acres will be needed to accommodate projected employment growth through this period.

Table 20
Land Need by Land Use Type
Donald 2034

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	7	4.5	0	1	6	1.3
Industrial	112	13	5	11	96	7.4
Total	119		5	12	102	8.7

Source: MWVCOG, 2015.

Table 20 shows a summary of the amount of vacant and redevelopable commercial and industrial land available within the Donald urban area. No site constraints, such as steep slopes, wetland, or floodways, were identified in the buildable lands analysis that would reduce the amount of land available for development.

Table 21
Commercial and Industrial Buildable Lands Inventory Summary
Donald, 2014

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total Acres
Within City Limits			
Commercial	0.26	2.20	2.46
Commercial	**0.26**	**2.20**	**2.46**
Employment Industrial (EI)	0	0	0
Industrial District (I)	0.74	11.83	12.57
Industrial	**0.74**	**11.83**	**12.57**
Between City Limits & UGB			
Commercial (C)	0	0	0
Industrial (I)	0	0.89	0
Total	**0.00**	**0.89**	**0.89**
Donald Urban Area Total			
Commercial	**0.26**	**2.20**	**2.46**
Industrial	**0.74**	**12.72**	**13.46**
Total	**1**	**14.92**	**15.92**

Source: Marion County Assessor data, MWVCOG, 2015

Table 22 shows a comparison of land needed to accommodate new employment growth (demand) through 2034 and the available supply of vacant and redevelopable land. The comparison shows that sufficient commercial and industrial land is available within the Donald urban area to meet the forecast demand.

Table 22
Comparison of Supply and Demand for Commercial and Industrial Land
Donald, 2034

Land Use Type	Vacant/Redevelopable Acres
Supply	
Commercial	2.46
Industrial	13.46
Total Supply	**15.92**
Demand	
Commercial	1.3
Industrial	7.4
Total Demand	**8.7**
Surplus (Deficit)	
Commercial	1.16
Industrial	6.06
Total	**7.22**

Source: MWVCOG, 2015.

Table 23 shows the size characteristics of developed, vacant, and redevelopable commercial and industrial properties in Donald. Commercial uses in Donald have developed on properties that are between 0.08 and 2.24 acres in size.

For all zones, the average size of vacant and redevelopable properties is consistent with the average size of developed properties. A map in the Land Use section of the Comprehensive Plan shows all vacant and redevelopable properties, by zone within the Donald urban area.

In the Industrial (I) District, the mean size for vacant parcels is 1.73 acres and the average size of developed parcels is approximately 1.48 acres.

Based on this information, adequate sized sites are available within Donald to accommodate the types of uses that could be expected to locate in the city.

Table 23
Size Characteristics of Developed, Vacant, and Redevelopable Properties by Zone
Donald 2014

Zone/Plan Designation	Vacant			Redevelopable		
	Acres	Mean	Median	Acres	Mean	Median
Commercial (C)	0.26	0.1	0.13	2.20	0.14	0.11
Employment Industrial (EI)	0	0	0	0.00	0.00	0.00
Light Industrial Zone (I)	.74	.18	.14	11.83	2.9	3.5

Source: Marion County Assessor data, MWVCOG, 2015.

Key Findings and Future Planning Implications

Covered employment in Donald area in 2013 was 378 persons. Employment in Donald is dominated by agricultural employment, manufacturing, and construction, which together comprise about three quarters of the area's total employment.

Overall, the economy in Region 3 comprised of Marion, Polk, and Yamhill Counties, is expected to experience modest economic growth for the period from 2014 through 2034. Donald may be able to capitalize on that growth. Donald has some comparative advantages related to land costs and transportation, however limitations on the availability of public services to vacant industrial sites is a limitation to development. Competition from neighboring Aurora, Portland and Salem, who are attempting to attract high-wage manufacturing firms for a number of sectors, could also limit development potential. Local comprehensive plan policies are generally supportive of economic development.

Under an optimistic development scenario, projected employment for Donald through 2034 would add approximately 121 new jobs.

An adequate amount of vacant or redevelopable commercial and industrial land is available to meet the forecasted need through the year 2034. The type and size of available commercial properties are typical of sites that have been previously developed. Vacant industrial sites are slightly larger than those previously developed.

PUBLIC FACILITIES

WATER FACILITIES

The present water system serving the city of Donald, Oregon, utilizes ground water from a single well drilled in a geologic region classified as the French Prairie Area, North Willamette Valley, Oregon. The quality of the water varies in this area; however it is basically of good drinking water quality except for two chemicals: iron and manganese. Usually these two constituents are less than one milligram per million concentration which requires treatment to meet the domestic water supply standards.

Up to 1975, the water system contained two wells. Due to the construction capabilities of the one well, coupled with the location of septic tanks and drain fields, the State Department of Health required the city of Donald to disconnect the well from the system. Due to the lack of any other water supply in the area, the Department of Human Resources, Health Division, is allowing Donald to use the remaining well. However, the following excerpts from other letters indicate the concerns about the remaining well:

1. Well No. 2 is surrounded on three sides by septic tanks and drain fields within 100 feet of the well. One drain field is 27 feet away from the well.

2. Well No. 2 has never been properly sealed and is not properly sealed from subsurface sewage disposal.

3. The chemical water quality is not acceptable. An unacceptable level of manganese is in the well water. Bioiogical growth and chemical deposits have plugged the wells and the pumps. Well No. 2 must be phased out of operation as rapidly as feasible and permanently abandoned and under no conditions can it be repaired and reworked and meet State Health Division rules.

In essence, the State Health Division is telling the city of Donald that they have to abandon their present water system and their existing wells and locate another source.

System Planning

To cope with this, the Engineering Consultants propose that the City drill two new wells north of the city limits. From review of well logs in the area, it is felt that enough water can be obtained from these two well sources to supply the city of Donald through the Year 2000. As noted before, there is usually a concentration of manganese and/or iron in the water supply and a treatment system will have to be provided. This will be done by using a green sand filter.

In other correspondence from the Health Division, it has also been indicated to Donald that they have no storage supply or inline storage in their system. Usually a system is designed to provide three days of storage at the design flow or population for the Year 2000. In the case of Donald, this will be in the neighborhood of 300,000 gallons plus. However, it will be the intent to develop this storage in phases as required. Most probably in the initial phase, it will be in the

neighborhood of 200,000 gallons and will be, located adjacent to one of the wells and treatment system.

This storage is also important for the fact that in providing treatment, it is necessary to eliminate surges from going through the treatment plant. The source of supply from the well will go to the treatment plant and from the treatment plant to the storage tank which will eliminate these surges. Since everything is relatively flat in the Donald area, it will be necessary to repressurize the water from the storage tanks and go through a booster pump system. The system will basically be laid out with two pumps. One with a variable speed to handle the fluctuating domestic load and the second pump will be for standby or use for high demands such as fire flows.

The existing distribution system is fairly well described in the Clark & Groff report. However, in reviewing it with the City, it was noted that many of the four-inch pipes shown on the plans were actually two-inch services. This makes the distribution system inadequate for any fire protection whatsoever within the city limits and in many cases, due to demands and the location of these pipes, pressure drops are severe, causing problems to individual users throughout the City.

In order to develop an appropriate distribution system for the city of Donald, it is necessary, due to economics, to try to utilize the existing system as much as possible by reinforcing it with new pipes. This will be done in stage development with reinforcement constructed first and the setting up of a replacement program for those remaining pipes.

One of the critical issues pointed out in the Clark & Groff report is the fire flows. There are some heavy industries in the area, the brick plant and the grain warehouses, and there is a need to provide a system that ultimately, when the water supply is available, can carry the fire flows to these areas.

Based on this, the plan is to have a main ten-inch line coming down the railroad tracks to provide those future fire flows for the industries. Off the ten-inch line will be a six-inch line that connects to the existing water system and ties a six-inch loop around the City. There will also be additional fire hydrants as required to provide adequate fire protection, both domestic and industrial.

With regard to the replacement program, as maintenance increase on certain lines throughout the City, it would be obvious the economic life of those lines had been met and the City will replace them to ultimate size included in the engineering study.

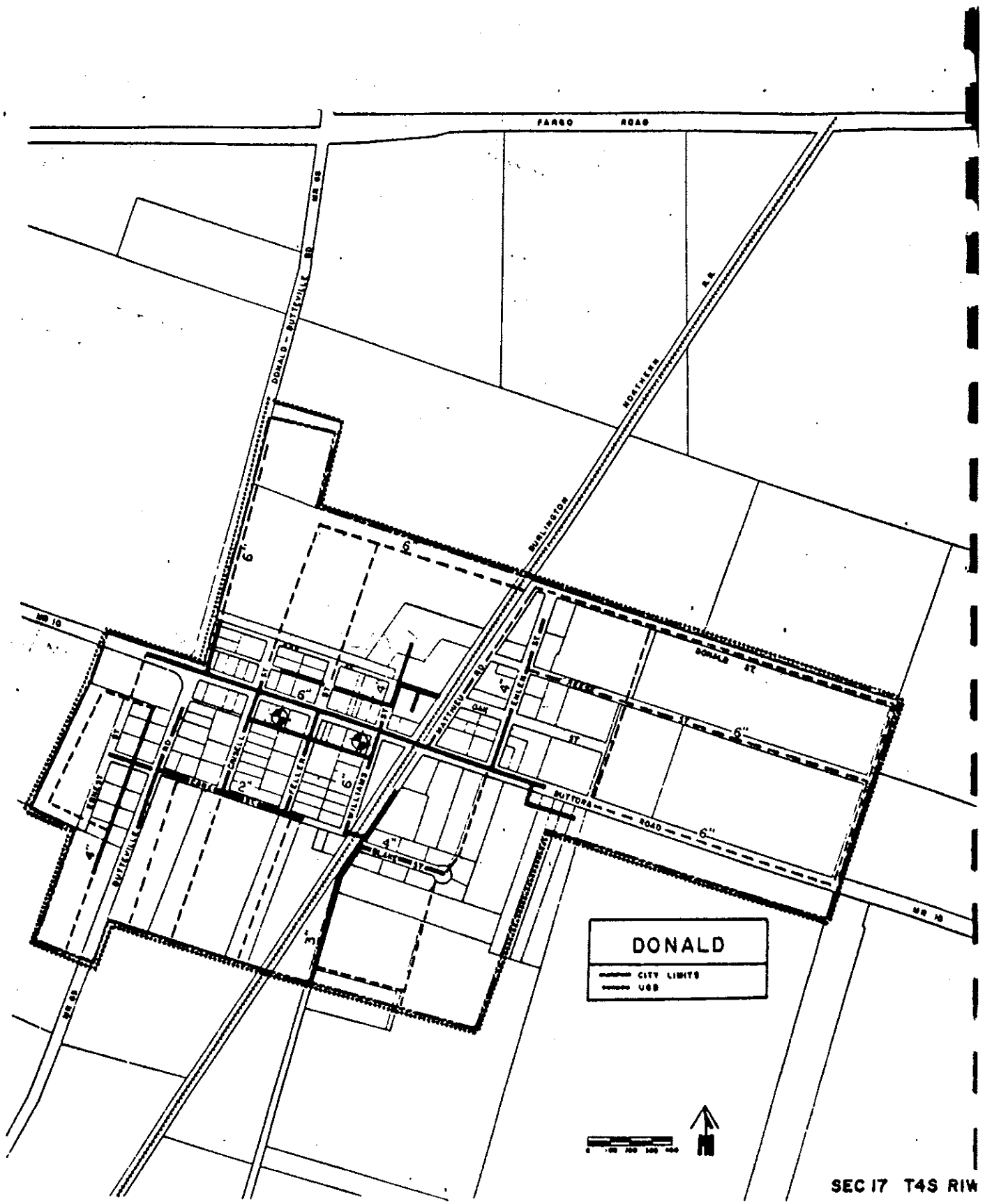
Conclusion

Both the Environmental Protection Agency and the Human Resources Department, Health Division, have indicated that the present water system, especially supply and storage and fire protection and line size are totally inadequate in Donald and it is mandatory that they replace the system as soon as possible.

The report on the water study should be finished in the next couple months and will have to go through several preliminary studies and meetings in the local area. Hopefully, in September a

selection can be made and a bond issue passed, with matching Farmers Home Administration grant funds up to 50 percent, so that by 1979 the new water system, supply, distribution, and storage facilities can be under construction.

It should be noted that with one well present, if the system goes out or fails in some fashion, the City of Donald will be without water. Essentially, no fire protection exists at this time. It should also be noted the original Clark & Groff report on the water system was amended and several letters were not included, which indicated that drilling subsequent wells was not an acceptable alternative. Storage would have to be provided as well as a treatment system. The present system is only adequate as a stop-gap measure until the new facilities can be provided.



MASTER WATER PLAN

EXISTING WATER LINE, PIPE SIZE
PROPOSED WATER LINE, PIPE SIZE
EXISTING WELL

SEWAGE FACILITIES

The City of Donald is currently at a turning point in its growth history. The Marion County Sanitarian and the Oregon State Department of Environmental Quality have stated that there will be no new building permits issued in the City until the sanitary sewage situation is remedied. The sanitary problem is a citywide failure of septic tanks due to high water table conditions. Unless this situation is remedied by some adequate means of sewage collection and treatment, the city of Donald could not expand and would be continually faced with a potentially dangerous health hazard of malfunctioning septic tanks.

Donald is located on the crown of a slight hill. The land slopes away from the City center in all directions at a rate varying from two to ten feet of drop per 1000 feet. These contours can work for or against the system, depending on which direction sewage will ultimately flow. Most of the developed areas of the City can be served by a gravity system; however, those areas near the edge of the City may need pumping facilities to force the flow into the gravity system.[9]

Senecal Creek is the only nearby stream of sufficient dilution capability to accept the City's treated sewage effluent. Senecal Creek would only be able to receive the effluent during winter when stream flows are high. Ryan Creek drains the western section of the area, but this stream is intermittent and insufficient as a receiving stream. Since there are no available receiving streams for summer discharge, the alternative will have to consider summer holding and treatment for winter discharge.

An engineering firm has been hired to develop a facilities plan for Donald. At this time, the City has signed a consent order with the Department of Environmental Quality agreeing to a schedule of completion of the three steps of a sewage treatment facility subject, of course, to available federal funding. The engineer is exploring the possibility of including the Fargo Interchange District in the service area to help defray the local costs of construction and maintenance or the system. The Fargo Interchange service would be strictly limited to that area now zoned Interchange District, and could not provide service to any properties located between the city limits and the interchange. Such a regional approach would be under the control of the city of Donald, not the owners of the interchange lands.

The size of the treatment facility will be based on the '208' Waste Water Projection figures and the projected needs of the Fargo Interchange District. Approval of this extraterritorial service will be needed from Marion County, the Department of Environmental Quality, and the Marion-Polk Local Boundary Commission before any plans or construction can occur.

When the funding becomes available, and the facility plans take shape, amendments to this plan will most likely occur. Land needs as well as population projections will have to be reviewed in light of the facilities study and plan.

[9] Sanitary Sewer and Treatment Study – Clark & Groff Engineering, 1974

Sewage Facilities Plan

The City of Donald is at a turning point in its growth history. The Marion County Health Department, with the concurrence of the Oregon State Department of Environmental Quality, has stated that no new building permits should be issued in Donald until the health hazards associated with sanitary sewer problems have been eliminated. The health hazards have been created by two sewage related problems. First, the older section of the City has been found to have sewage connected to storm drain lines, and flows untreated into a tributary of Ryan Creek. The health hazard occurs downstream from this discharge. Secondly, the newer section of Donald, on the south and southwest, is experiencing septic tank failures due to high groundwater and poor soils for drainage. This malfunctioning pollutes the groundwater and well water supplies.

Unless these two situations are remedied by an adequate sewage system, including collection, treatment, and proper disposal, the city of Donald could not only not expand, but be continually exposed to a dangerous health hazard.

STORM DRAIN SYSTEM

The existing storm sewer system consists of a series of six or eight-inch concrete pipe of one-foot sections installed under the Works Progress Administration (WPA). This is normally called drain tile.

These lines run along the south sides of Donald-Buttora Road, along Williams Street and probably at several other places throughout the City. The main line extends north down Crisel Street and through the open field and drains into a swale.

Most of the drains are plugged and do not drain well. Recently the County work crew attempted to unplug some of the lines and met with limited success. But their general findings were that the tiles were penetrated with tree roots and they were not in alignment. So any attempt to route them out generally resulted in the breakage of other tile. Their findings were that the present lines should be abandoned if a new storm sewer system was to be established.

However, there currently are drainage culverts along both sides of the County roads (Donald-Buttora and Donald-Butteville Roads) that can be used to advantage. Presently these are occasionally plugged with improperly laid tile at the location of several new driveways.

If these ditches are repaired and properly maintained, the cost of replacing these culverts with storm pipe can be saved.

Very important to the operation of any storm sewer system is the proper relationship of the streets, curbs, and houses. Ideally, the streets should be constructed so that water would flow from any pond on the street to a catch basin where it would be drained. Then the houses should be situated above the street level so that the water would naturally flow away from the houses, across the yards and down the street. Curbs, if provided, form a drainage channel along the edge of the streets in addition to controlling traffic.

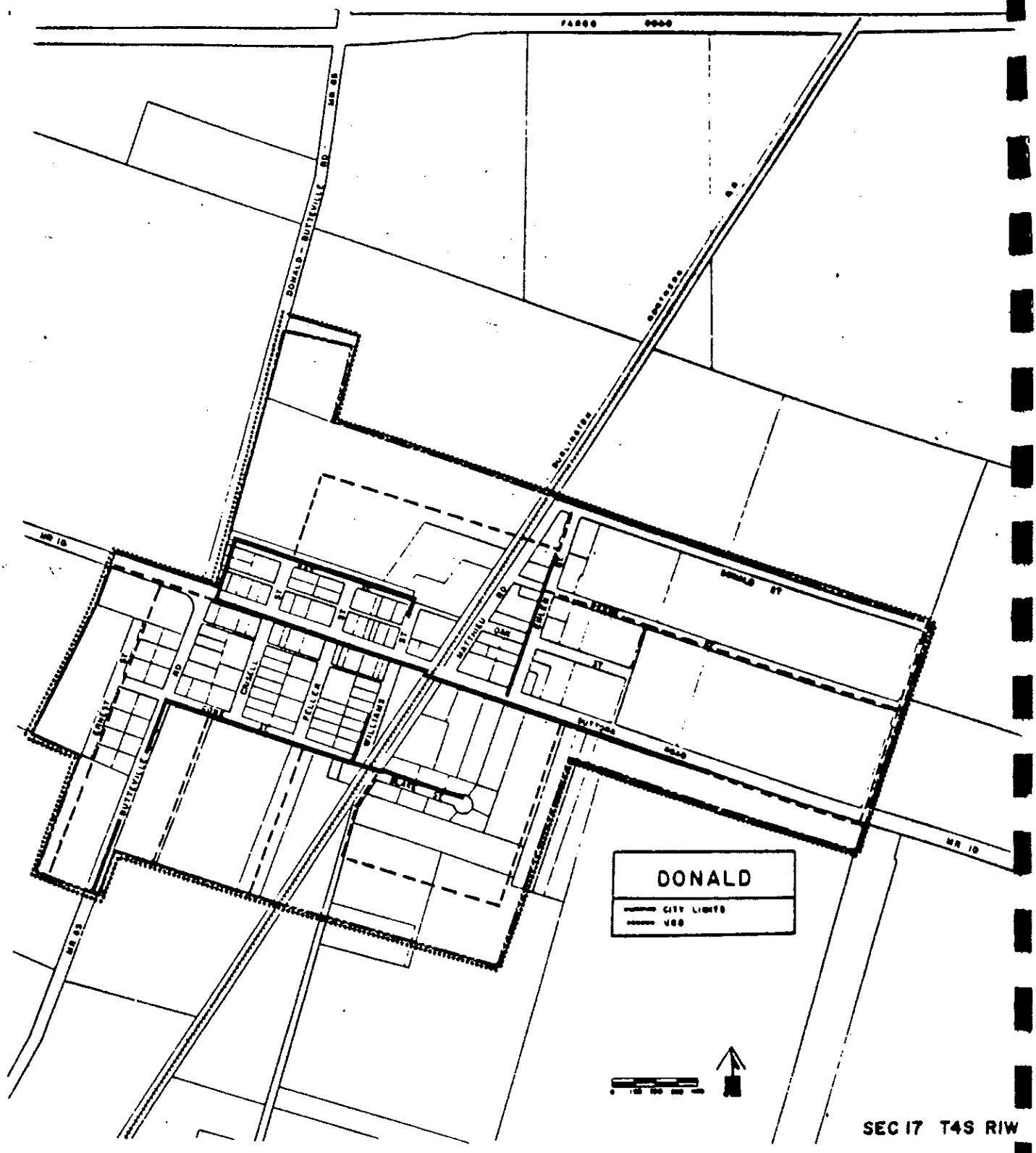
These conditions are not generally found in Donald, which increases the flooding problem. In many cases the streets have swales and low spots which do not drain.

The streets, in many cases, are built above the ground level of the houses and the lots drain away from the street.

In order to keep from accentuating the drainage problem, the storm sewer program should include a plan for street improvements and for upgrading the city building codes regarding housing locations and elevations.

The engineer's study recommends several alternatives to be explored by the City. Some of the recommendations will be incorporated into the zoning and subdivision regulations and street improvement requirements.

The City has the master plan for an adequate drainage system; however, they lack the necessary funds and development activity to put the master plan into action. When the community sewage facility is completed, it is expected that new development will help defray the costs of installing a Master Storm Drain System.



MASTER STORM DRAIN SYSTEM

EXISTING
PROPOSED

FIRE SERVICES

The City of Donald is served by the Donald Station (Number Two) of the Aurora Fire Protection District. The station is located at 211 SW Feller Street in Donald, and has a staff of twenty-eight volunteers. The 1977 fire rating for the City was eight.

The Donald Fire Station has the following equipment:

One 1,000 gallon pumper with a 1,200-gallon per minute pump

One 4,400 gallon tanker with a 500-gallon per minute pump

One 350-gallon pumper capable of pumping 500-gallons of water a minute (this truck is used to fight small isolated fires such as those along railroad lines)

One four-wheel-drive 400-gallon tanker capable of pumping 100 gallons per minute

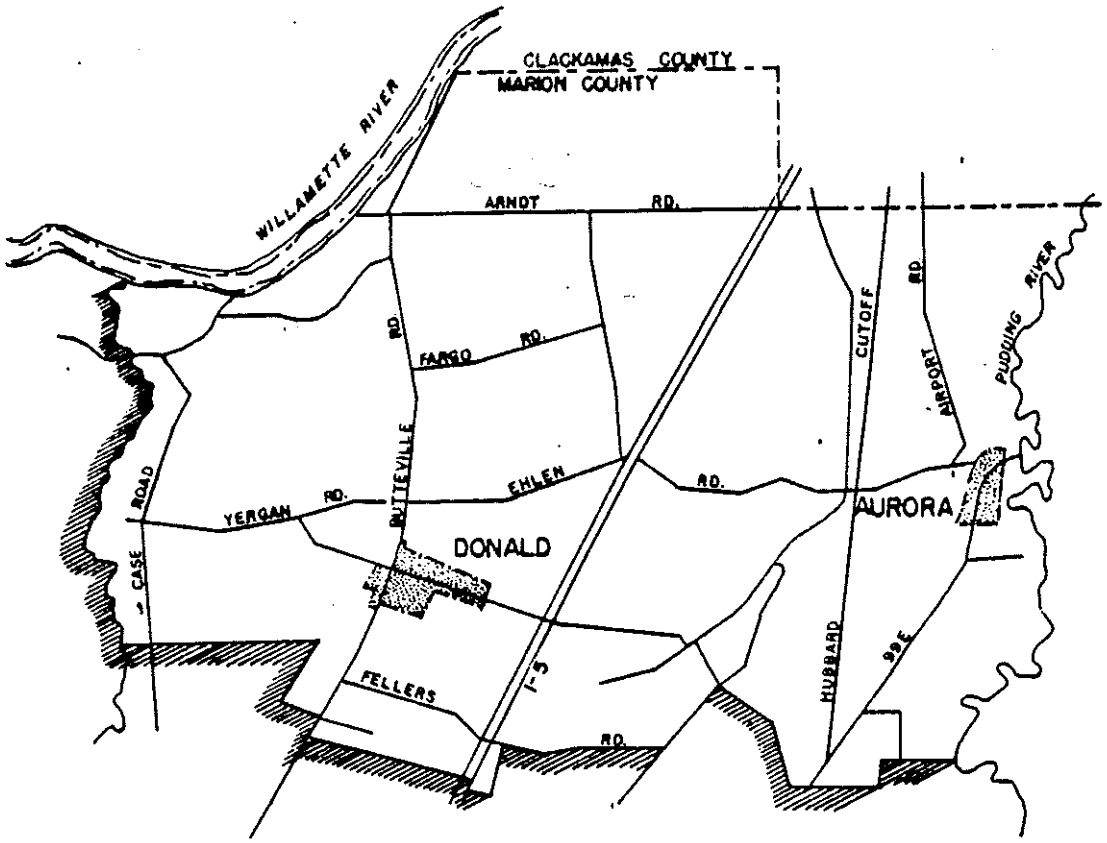
One Jeep equipped with a generator and lights

The department also has a resuscitator and two Scott air packs.

The city water supply comes directly from the two wells and there is no city reservoir. The water from one of the wells is not suitable for drinking but can be used to fight fires. The fire hydrants have a flow rate of approximately 200-gallons per minute.

The trucks are capable of drafting water from creeks and ponds; however, it is unlikely that this source of water would be used. If additional support is needed, Donald has access to six or seven thousand gallons of water and a 4,400-gallon tanker from Aurora. [10]

[10] Leland Erb, Donald Fire Chief



AURORA FIRE DISTRICT NUMBER 6

INCLUDES THE CITY OF DONALD

POLICE SERVICES

Donald has had a city police officer at various times in the recent past. However, the cost of providing such service has out-distanced the ability of the City to support a local police service. Donald now contracts with the Marion County Sheriff for limited patrol and response services. Although this does not meet the immediate demand for police service, it does provide some protection.

As the city population increases, the demand for local police service will increase. At some point in time, the City will provide local police service to the residents.

Police Service Policy

State standards suggest that smaller communities should consider retaining one full time trained law enforcement officer for each 500 in population. Basic equipment such as autos and personal items should be supplied to each officer. Donald recognizes a need for a local police officer and will use the State Law Enforcement Standards as a guideline for police services.

EDUCATIONAL FACILITIES

Background Information

North Marion School District 1115 was formed in 1960 by a vote of the electors of six districts. These districts centered at Aurora, Broadacres, Butteville, Donald, and Hubbard. At that time all elementary districts were operating in non-standard buildings and sites.

In 1962 the district completed phase 1 of the present elementary school. Fourteen classrooms were constructed at that time. The Hubbard building was used to house Grades 7 and 8. A six-room addition to the elementary school and a three-room addition to the high school were completed in 1965.

The Hubbard building was rated non-standard by the Oregon Board of Education and fire marshall regulations making it impossible to bring the facility to standard.

In 1968 another addition was made to the elementary building bringing the building to 25 classrooms. Wings were added to the high school building to take care of students in Grades 7-8. The building at Hubbard was sold.

District enrollment has continued to increase and in recent years at a rapid rate. Enrollment figures are shown so comparisons can be made from 1960 to the present. In 1960 the District had 23 classrooms for students in Grades 1-8. Enrollment was 482. Currently there are 33 classrooms for the same grades with an enrollment of 910. This means that ten additional classrooms have been provided to care for an enrollment of 428 students.

Four classrooms were added to the high school building in 1962 while enrollment has increased from 230 to 350.

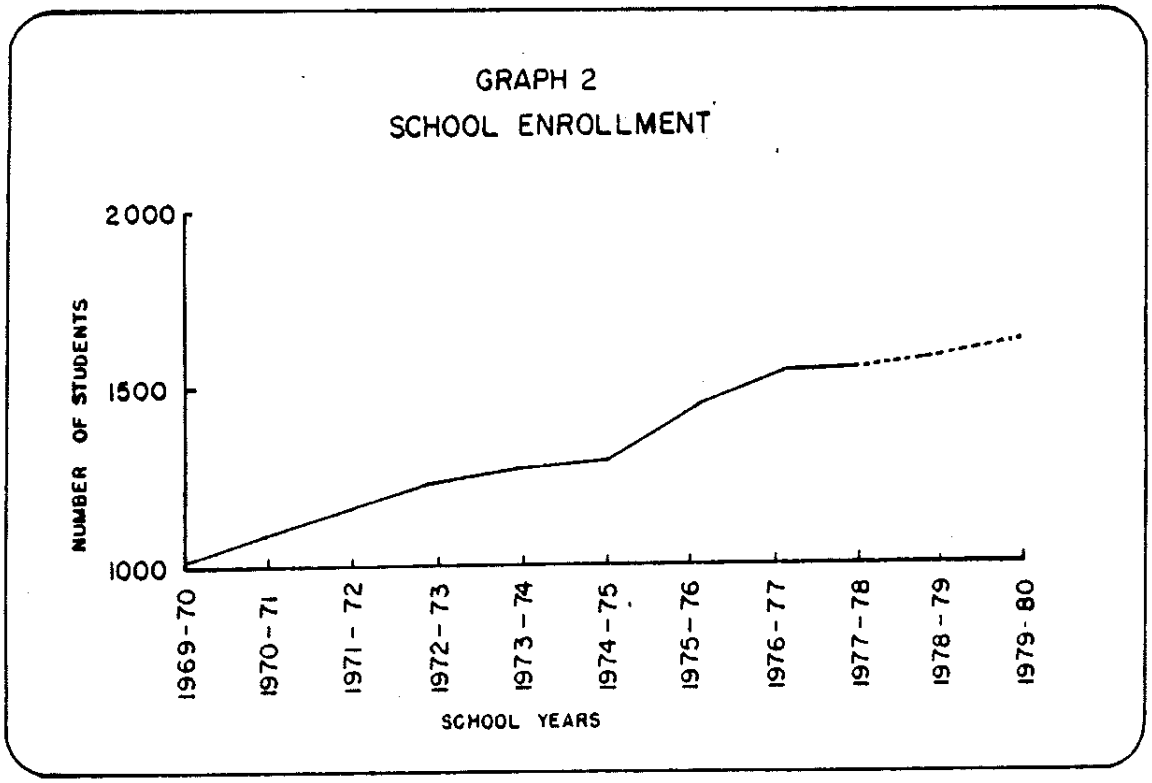
In 1968 the closure of the Hubbard building and the addition of a junior high wing at the high school added eight classrooms and special features such as: cafeteria, music room, and PE facilities.

In 1975 the last addition was completed. It included two art rooms and shops in mechanics, industrial arts, and drafting.

Currently the school district is divided between two buildings, one building housing Kindergarten through Grade 6, and the secondary building has Grades 7 through 12. All buildings are located at one site of 64 acres approximately 3 miles northwest of the city of Hubbard one Boones Ferry Road

TABLE 24
ENROLLMENT

Actual		Projected	
1969-70	1008	1977-78	1550
1970-71	1062	1978-79	1576
1971-72	1145	1979-80	1628
1972-73	1215		
1973-74	1250		
1974-75	1267		
1975-76	1430		
1976-77	1527		



Approximately 38 percent of the total live within the city limits of Hubbard, 10 percent within Donald, and 20 percent within Aurora. The remaining 32 percent live in the rural areas.

The school district currently owns 18 acres partially within the City of Hubbard. There are 9 usable acres at this site. The remaining acres are dedicated in a "green belt". The site is only large enough for an elementary school. Currently, there are no plans for a building site in Donald; however, a School Board Committee is looking into long-range solutions to the overcrowded conditions at the district's schools, and may consider locating an elementary school in one of the nearby communities.

SOLID WASTE FACILITIES

The City of Donald shall encourage a broad based solid waste disposal program including but not limited to curb side recycling, special collection days and franchise hauling of putrifiable waste.

The City has a franchise holder who removes solid waste by collection to the Marion County solid waste facility at the Woodburn site. The existing site, located just west of I-5 at Crosby Road, approximately two miles to the southwest of Hubbard, is expected to be phased out around 1984. At that time, the County Solid Waste Committee has suggested that ~he Woodburn site be replaced with a transfer site.

The Brown's Island site near Salem is to be expanded to serve as a regional site. The proposal for the Brown's Island site includes recycling and waste separation facilities.

TRANSPORTATION

The development and use of transportation routes has figured prominently in the development of the city of Donald and will have a substantial effect on its future.

Donald traces its history to the construction of the Burlington Electric Railroad from Portland to Salem in 1908. The City grew and prospered as a result of the railroad.

With the increased use of automobiles the use of trains diminished and the Electric was finally discontinued. Donald was no longer the center of activity it had once been and many business places were closed and torn down. Residents of the City were forced to seek employment away from the area.

It is estimated that presently 80 percent to 90 percent of Donald's wage-earners commute to work, principally to Beaverton and Tigard. The proximity of Interstate Highway 5, which is accessible via the Fargo Interchange approximately 2.2 miles northeast of the City, makes it possible for these people to live in Donald and commute to Portland and Salem.

The large percentage of commuters in Donald reflects a trend noted throughout the nation. The desire to live in a single-family residence outside of large urban areas has resulted in increased

numbers of individuals living a considerable distance from their place of work. This has also resulted in an increased dependence on the automobile.

In view of these considerations, it becomes apparent that the current energy situation could have a serious effect on a community that is reliant on convenient, inexpensive transportation. In order to conserve energy used for transportation, Donald should strive to increase employment opportunities within the City. This can be accomplished by drawing new industrial and commercial businesses to the area. Donald's location near a major transportation route enhances its desirability as a location for new business.

The possible resurgence of railroad activity, not only for industrial freight, but also light rail commuting both north and south, should also be considered in Donald's future.

Transportation Facilities

A major component of the Interstate Highway System (I-5), the Baldock Freeway, passes Donald in a north-northeast, south-southwest direction. It is about 3,000 feet east of the city limits and is accessible via the Fargo Interchange about 2.2 miles distance by secondary highways.

Tracks of the Burlington Railway bisect the City from northeast to southwest. The railway has not been locally used for passenger service in recent year, but should not be discounted for its possible use for increased freight traffic and commuting in the future.

Two collector roads of the Marion County Highway System intersect at the western edge of Donald. The Butteville-Gervais collector runs approximately north-south, intersecting the Butteville-Aurora collector, which is named Buttora Street within the city limits, and provides the only legal railroad crossing in Donald.

The remaining 9 streets within the community are residential in nature. There are no collector streets per se.

Two of the dedicated streets have not been fully developed. Oak Street does not extend east of Ehlen Street and only a 450 foot segment of Rees Street has been developed east of Ehlen.

The streets form a standard grid pattern. Traffic movement is fairly light and the present street system provides adequate circulation and access to individual properties.

There is no public transportation available in Donald. The nearest bus facility is 5 miles away in Hubbard. The Aurora airport, 3 1/2 miles from Donald, serves the air transportation needs of North Marion County. If a commuter bus system becomes available, the City will participate by providing a park and ride area at a central location.

Pedestrian and bicycle traffic are the only alternatives to automobile transportation in Donald. Pedestrian facilities exist along both sides of Buttora Street. The City does not have a developed bicycle lane system. Carpools are not organized; however, the City does promote the carpool program of the Mid-Willamette Valley Council of Governments.

Transportation Plan

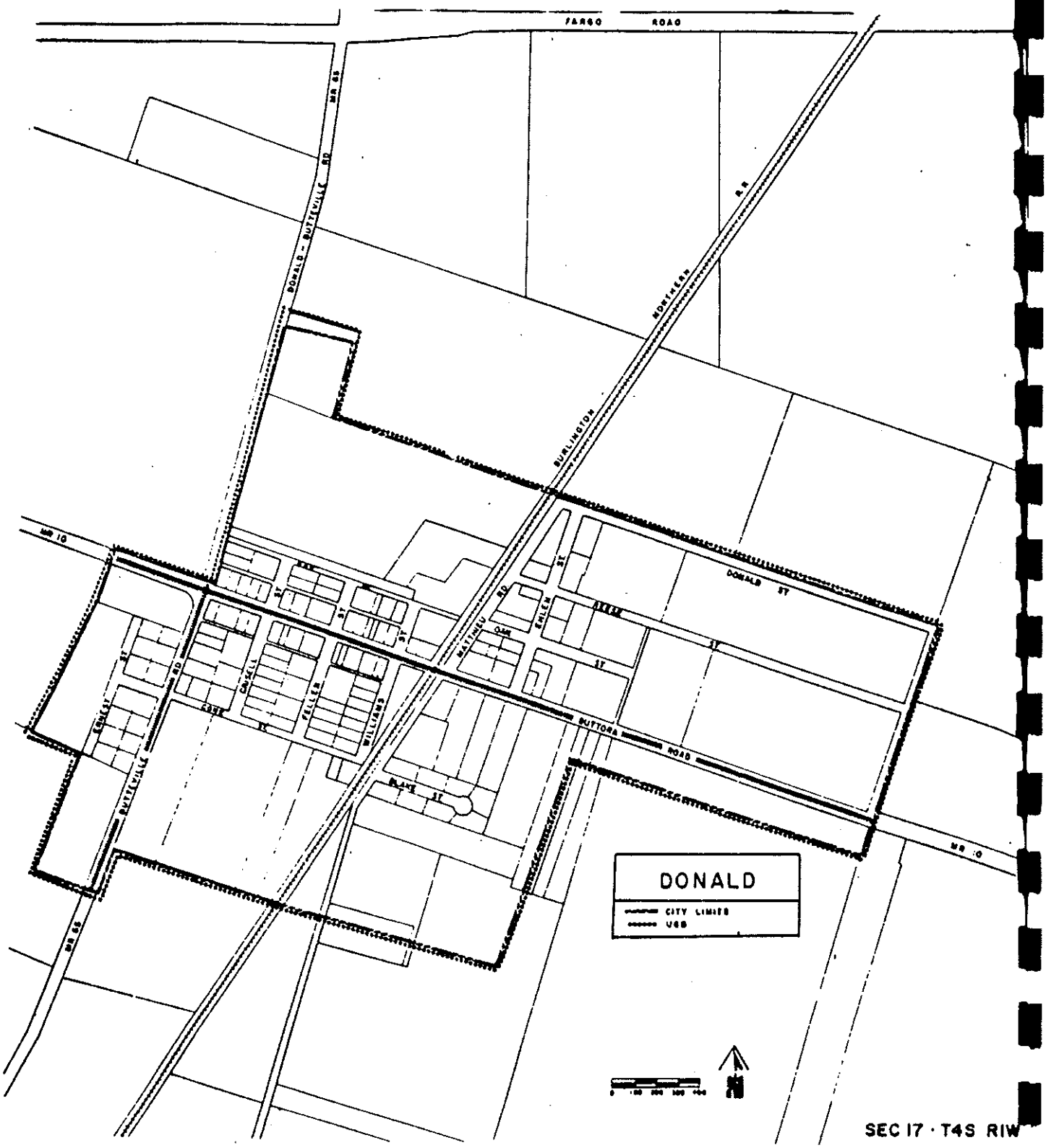
The City of Donald shall provide more definition regarding future street, road and highway maintenance and improvement. The City of Donald shall coordinate the local planning review of highway projects with the Oregon Action Plan for Transportation.

It is the goal of the City of Donald to provide and encourage a safe, convenient and economic transportation system to meet the needs of the residents of the City.
The primary mode of transportation in Donald is the automobile. For this reason, the street and highway system forms the dominant element of the transportation plan. Bus, air, and rail transportation are not available in Donald. An increased number of pedestrian and bicycle facilities should be developed in the interest of safety and to meet the needs of the residents of the City.

Road System

Arterials: Two collectors of the Marion County Highway System intersect within the City of Donald and serve as the arterial streets of the City. The arterial streets are the principal movers of traffic within and through the community. They provide a link to the rural transportation system and the interstate highway.

Donald Road NE (MR 61) is called Buttora Road within the City. It is a two-lane paved street with a 60-foot right-of-way. It has been developed with curbs and sidewalks and serves the commercial district of the City.



TRANSPORTATION PLAN

ARTERIALS

Butteville Road NE (MR 65) runs north and south near the western border of the city limits. Butteville Road has a 60-foot right-of-way and no curbs or sidewalks. Property along the road has been residentially developed. Traffic along Butteville Road is fairly heavy and curbs and sidewalks should be developed to separate pedestrians from highway traffic.

Residential Streets: Residential streets provide direct access to abutting land and offer the lowest level of traffic movement.

Crissel Street and Feller Street should be extended north of Oak Street and south of Cone Street to provide access to those areas that have been designated for residential development.

Two additional streets running east and west should be developed to facilitate traffic flow and circulation in these areas. One of the proposed streets should be located between Oak Street and the northern border of the city limits, a second street should be located between Cone Street and the southern border of the city limits.

These streets will be of particular importance to east-west traffic movement. The City should initiate action to acquire property of sufficient right-of-way Width before the land becomes developed.

Oak Street's right-of-way should be expanded to 50 feet between Butteville Road and the railroad tracks. The paved width of the street should also be expanded to a standard 28 feet. East of the railroad tracks, the City should acquire property to extend Oak Street east from Ehlen to the eastern boundary of the City with a 50-foot right-of-way. The extension of Oak and Reese Streets should occur as property along them becomes developed.

Street Conditions

The degree of street improvements in the City ranges from undeveloped rights-of way to fully improved streets. Streets consisting of half-paved width or of a gravel surface will eventually require full street improvement. Increased traffic usage resulting from development will necessitate these improvements and the extension of existing streets.

Street Design Standards have been established to guide the development of a safe and efficient transportation system. The future development and extension of streets shall be in line with these standards.

TABLE 25
STREET DESIGN STANDARDS

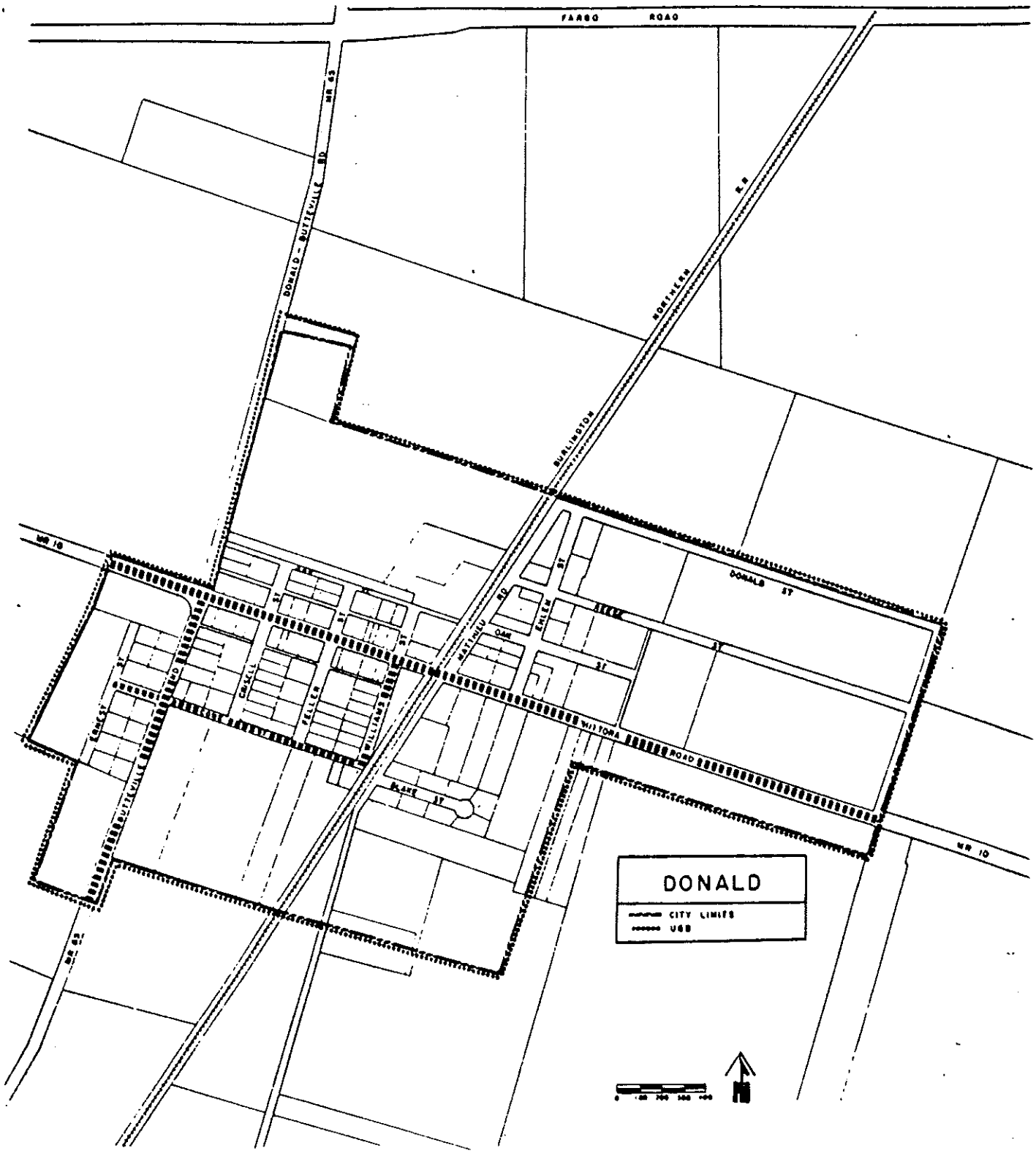
	Right-of-way Width	Paved Width	Curbs	Sidewalks Required	Gutters & Drains	Turnaround
Arterials	60 feet	34 feet	Yes	Yes	Yes	N/A
Residential Streets	50 feet	28 feet	Yes	Optional	Yes	N/A
Cul-de-Sac	40 feet	24 feet	Yes	Optional	Optional	17 feet paved road

Additional standards for the development of streets within subdivisions are contained in the Subdivision Ordinance.

Bicycle and Pedestrian Facilities

There are very few facilities for non-motorized transportation. In order to limit the total reliance on the automobile, the City supports the proposed bicycle system in the Marion County Comprehensive Plan. The Plan suggests that designated bicycle lanes be established along existing roads and rights-of-way to connect all of the communities in Marion County. The City also supports the development of bicycle lanes to connect Donald, Aurora, and Hubbard with the North Marion School facilities. These two proposals would involve designating bicycle lanes along Donald Road and Butteville Road (Buttora Street).

Sidewalks for pedestrian traffic are presently limited to both sides of Buttora Street. In the interest of safety and the smooth flow of traffic, sidewalks should also be developed along Donald Road. Sidewalks are optional in residential areas; however, where no sidewalks exist, pedestrian walkways or foot paths should be developed to connect residential, shopping, and recreational facilities. As sidewalks are developed they should be designed to facilitate wheel chairs and meet the needs of the handicapped.



BICYCLE PATHS

..... PROPOSED

RECREATION FACILITIES

The city of Donald does not have any recreational facilities for public use. There are no city parks, schools, or play grounds. The nearest school facility is at North Marion School four miles to the east.

There are several county and state park and recreation facilities in the French Prairie area that are available to the Donald residents.

Champoeg State Park: A 567-acre facility with boating, camping, fishing, open play fields, picnic sites, playgrounds, trails, and a historic museum. Champoeg State Park is located on the north end of Marion County along the Willamette River approximately six miles from Donald.

Willamette River Greenway: Various access points and state parks along the Willamette River which provide for a variety of water-oriented activities and scenic sights.

Aurora Trout Farm: A fishing area approximately one mile north of Aurora.

The Regional Parks Technical Study has recommended two parks in the North Marion County area. A twenty-acre site along the Pudding River near Aurora for general picnic and play field activities, and a twenty-acre site near the Hubbard Mineral Springs.

Donald recreational facilities will be developed as a condition of subdivision and multi-family development. Specific recreational requirements will be included in the zoning and subdivision ordinances which will include land donations, play areas, and bicycle-pedestrian facilities.

Subdivision Development

As larger parcels within the Urban Growth Boundary are developed for single family residences, the need and demand for recreational facilities will increase. Since subdivisions create need for play areas, they should bear the burden of providing for that need. Land donation within or adjacent to a subdivision, or a payment in lieu of land should be a pre-requirement for subdivision approval by the city governing body. A special fund for park acquisition and development should be created, and payments in lieu of land should be used to acquire or develop parks that would benefit the subdivision and the community as a whole.

Multi-Family Development

When multi-family development larger than two-family units are developed, a fenced play area, based on the number of bedrooms, should be required. Multi family developments create a need for recreational facilities and should bear the burden of providing for that need.

Mobile Home Parks

Mobile home parks should be required to provide play areas and bicycle facilities, especially when they are intended to provide housing for families. The size of the play areas should be

determined by the total number of spaces for mobile homes. Adult mobile home parks should also provide for the recreational needs of the older citizen. Picnic areas, covered facilities, and walking paths should be required as a minimum.

ENERGY CONSERVATION

The city of Donald is supplied electricity from the Portland General Electric Company, and natural gas from the Northwest Natural Gas Company. The energy consumption of these two sources for 1976 is listed in tables 9 and 10. The 1976 population was 340 and the total consumption in electricity was 2,207,672. The per capita consumption of Kilowatt hours in 1976 was 6,493 Kilowatts. In 1977, the population was 357, total Kil10watt consumption was 2,043,228. The Kilowatt consumption per capita in 1977 was 5,723 Kilowatts, a decrease (conservation) of 770 Kilowatt hours per person, or a total savings of 164,444 Kilowatt hours.

TABLE 26
KILOWATT HOUR CONSUMPTION[11]

	Residential	Commercial	Lighting	Total
1976				
Units	87	19	1	107
Consumption	1,383,479	794,001	30,192	2,207,672
1977				
Units	90	19	1	110
Consumption	1,224,006	788,882	30,340	2,043,228

TABLE 27
THERMAL CONSUMPTION[12]

	Residential	Commercial	Total
1976			
Units	14	2	16
Consumption	43,701	6,403	50,104
1977			
Units	46	4	50
Consumption	380,360	5,828	386,188

Pacific Northwest Natural Gas supplies in 1976

Land use planning provides an effective means to direct growth and development in an energy efficient manner. Significant energy savings are possible when private citizens and public officials can separately and jointly focus on the energy demands of alternative land use patterns.

[11] Portland General Electric
[12] Northwest Natural Gas – 1976, 1977 Consumption Figures (Les Brazelton)

In view of the different alternatives and their energy consequences, more energy efficient land use decisions can be made.

Traditional and innovative land use controls can promote energy savings in a variety of different ways.

Without effective planning, development tends to progress in a haphazard manner. By encouraging orderly growth, development will occur· where public facilities and services can be provided more economically and efficiently. By clustering activities and mixing land uses, less energy will be used for transportation between home and employment, shopping and public facilities.

One of the most important energy considerations relating to land use planning is the distribution and location of housing, employment, shopping, and public facilities. The clustering or mixing of these land uses, if compatible, can produce substantial energy savings to both the consumer and supplier of these services. Other energy-related considerations include:

1. The integration of transportation and land use plans which can result in significant energy savings.

2. An increased use of mass transit could lead to a substantial reduction in the amount of energy consumed for transportation. The use of public transportation can be encouraged by locating housing as well as shopping centers and public facilities close to transportation facilities.

3. Innovative building codes designed to reduce the amount of energy consumed in heating and cooling can result in substantial energy savings.

4. In an effort to conserve energy, the development of recycling facilities and the use of recycled materials should be supported.

5. Industry consumes a great amount of energy and it is therefore important that land use planning direct the type, design, and location of industrial developments in the most energy efficient manner possible.

6. As energy demands increase and present 'energy sources are no longer capable of meeting additional demands, it will be necessary to develop alternative energy sources. At that time, it may be necessary to modify the land use plan in the area affected. It will be the job of planners and public officials to balance energy needs with environmental concerns and the concerns of residents in the area.

It has gradually become apparent that present energy sources will not be adequate to meet increasing energy demands. It is therefore important to conserve energy wherever possible and to explore the possibility of developing alternative sources.

Effective planning will serve to reduce the amount of power that will be demanded but the final energy decision rests with individual consumers. The residents of the area must determine the manner in which they choose to deal with the energy problem. If conservation is not practiced by a majority of the population, it may be necessary to put environmental concerns aside in an effort to develop new sources of energy and increase the power generation at present facilities, all at a cost to the consumer.

Solar

Solar energy is presently being used as an energy source in areas of Marion County. The Bishoprick house in Salem and Chemeketa Community College both have solar utilization systems.

At the present time the cost is prohibitive to many potential users; there are, however, several programs that provide financial incentives for its use. A "solar tax credit" as well as HUD (Housing and Urban Development) and ERDA (Energy Research and Development Association) grants for solar energy systems are presently available in the Stayton area.[13]

Energy Policies

Future development should progress in the most energy efficient manner possible.

1. Housing should be located near commercial and industrial employment centers in order to reduce the amount of energy consumed in transportation between home and job.

2. Commercial services should be located within or adjacent to residential areas to limit the energy consumed by travel between residential and shopping areas.

3. Development should progress in an orderly manner. It is more energy efficient to develop vacant lands rather than to allow continued "leapfrog" development patterns.

4. Residential, commercial, and industrial development should be energy efficient in design, siting, and construction.

5. In an effort to conserve energy, the development of recycling facilities and the use of recycled materials shall be supported.

Plans for the development of new transportation facilities and the improvement of present facilities should be designed to achieve the most energy efficient system possible.

1. Bicycle paths and footpaths should be provided to encourage non-motorized transit. Special emphasis should be given to routes between residential areas and the locations where the people are employed.

[13] Oregon Department of Energy

2. Mass transit and carpooling should be supported and encouraged. Park and ride facilities should be located along transit lines to encourage ridership.

3. Zoning should promote denser development near major arterials and collectors where mass transit lines can be run most efficiently. This would provide better access to mass transit for more people and would increase its use.

4. Standards should be established for street construction that encourage the conservation of land and materials. Recycling pavement is one possibility.

Public facility planning provides the framework for -future urban growth. It is essential that energy consumption and recycling be considered in determining the type, location, and delivery of public facilities and services.

1. Public facilities should be located in easily accessible areas so that one trip can serve several purposes.

2. The possibilities of recycling municipal waste and sewage for use as fuel should be explored.

3. Public Facilities should be planned and controlled in order to promote more desirable patterns of growth from an energy standpoint.

Industry is a primary consumer of energy and land use planning should serve to direct the type, design, and location of industrial developments in the most energy efficient manner possible.

1. Industry should be accessible to public services and should be located adjacent to major transportation facilities.

2. Location of industry should be convenient to mass transit lines.

3. Energy intensive and polluting industries should be discouraged.

4. Industrial waste heat should be captured and reused wherever possible.

5. Industry should be located close to the source of its raw products whenever possible.

URBAN GROWTH

URBANIZATION

Introduction

The City of Donald has not been faced with any pressure to develop land outside the city limits except for the Fargo Interchange on Interstate Highway 5. The Statewide Planning Goal Number 14 requires cities to adopt urban growth boundaries to separate urbanizable lands from rural lands. Based upon the results of a 2015 Housing Needs Analysis, an additional 76.7 acres of residential land will be needed to accommodate the project 2034 population. This number is based upon residential build out at current densities in Donald. Before a Comprehensive Plan Urban Growth Boundary amendment takes place, the city will need to look at increasing efficiency and density of residential development within the current UGB.

Purpose

The purpose of the Urban Growth Program is to establish policies and guidelines for the orderly development of urbanizable lands within the Urban Growth Boundary of Donald. The Boundary will indicate the areas in which city services such as water, sewer and drainage will be developed.

Delineation Of The Boundary

The Urban Growth Boundary is shown on Attachment "A" and is part of the Urban Growth Program. To determine the Boundary, several factors were considered:

1. The amount of land needed to accommodate the projected growth of Donald, based on the "208 Water Quality Management Program" population projections to the Year 2000.

2. The most cost effective areas for the extension of city services.

3. The desire to avoid including any Class I-IV agricultural lands in compliance with State Land Use Goal No.3.

4. The existing land area within the city limits and the land available for development.

Density and Population Projections

The amount of residential land within the Urban Growth Boundary is insufficient to meet the projected 2034 Donald population. There is, however, a sufficient amount of employment land to accommodate the 2034 projected job growth. The total acreage within the Urban Growth Boundary is approximately 180. Approximately 120 or 67% of the land area is currently developed.

The population of Donald is estimated by the Population Center at Portland State University. Donald's population is expected to grow by 3.2% annually until the year 2034. It is estimated that by 2034 the population of Donald will reach 2,085 people.

TABLE 28
POPULATION PROJECTIONS

Year	Projected Population
2010	979
2015	1,146
2020	1,341
2025	1,570
2030	1,838
2034	2,085

Source: Population Center, Portland State University

Implementation

The success of this program will be dependent upon the coordination and cooperation of all involved agencies and special interest groups. The following policies are intended to give guidance to the decision making bodies of the City of Donald, Marion County, and the State of Oregon.

Urban Growth Program Policies:

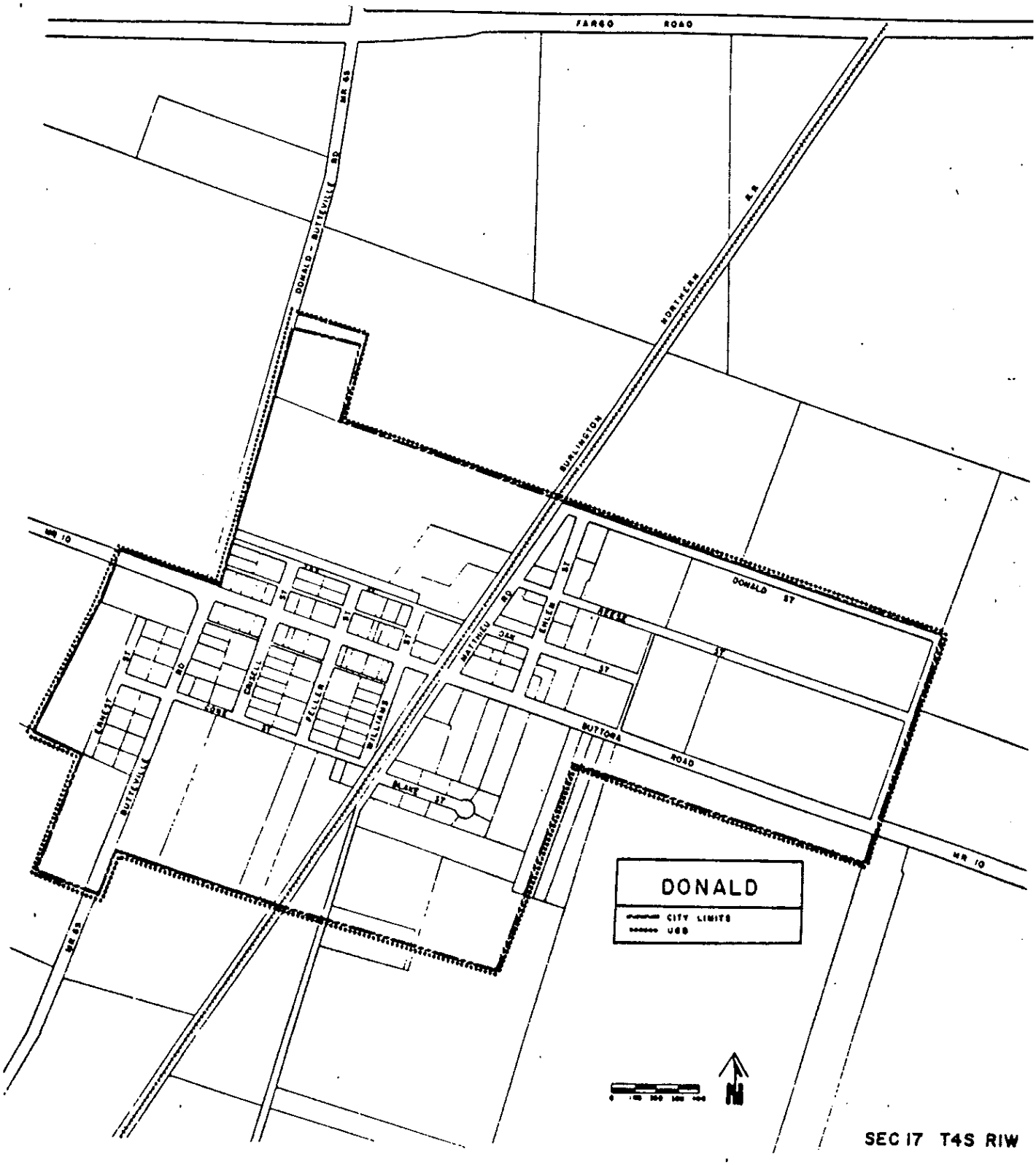
1. Annexations of the City should be discouraged until a major portion of the City's buildable vacant land is developed.
2. Since the City is the provider of urban services, development outside the city limits should be discouraged and should be rural agricultural uses only. City services should not be extended outside the city limits.
3. Zoning and land uses between the city limits and the Boundary should be reviewed by the City and administered by the County.
4. Areas outside the Boundary should be maintained in a rural agricultural use.
5. Lands within the Urban Growth Boundary shall be available for urban development concurrent with the provision of key urban facilities.
6. The city shall review methods to increase residential development densities allowed in the R-7 and RM zoning districts to partially accommodate housing needs that are projected through 2034.
7. The city shall amend the Donald Urban Growth Boundary to incorporate additional residential land needed to accommodate projected housing need through 2034.

Intergovernmental Agreement

An agreement between the City of Donald and Marion County on the Urban Growth Boundary is attached (Attachment "B").

Application of Criteria

The Urban Growth Boundary was determined by applying the factors listed above. Since a good portion of the land within the City is vacant and the population projections indicate a moderate growth rate, the City of Donald chose to establish an Urban Growth Boundary that is contiguous to the city limits. One piece of property on the northwest corner was included in its entirety rather than using an undefined line along the northern edge of the property.



URBAN GROWTH BOUNDARY

REVIEW SCHEDULE

A Comprehensive Plan is a long-range estimate of the growth of a community and is subject to changing conditions, technology, and attitudes. The Donald City Council will consider revisions to the Plan in the following manner:

Major Plan Revisions

A major revision is defined as affecting more than 3 properties or an area greater than 5 acres.

1. Major revisions will be considered during the months of March and September.

2. Public hearings will be required along with public notice, posting of the affected area, and notification to adjacent property owners, local, county, state, and federal agencies.

3. Revisions shall only be approved 'after public notice and hearing, and by an ordinance amending the Comprehensive Plan.

4. All Findings of Fact for the revision shall be amended to the Appendix of the Plan.

Minor Plan Revisions

1. A minor revision is defined as affecting 3 or less properties or an area less than 5 acres. Minor revisions will be considered at regular City Council meetings throughout the year.

2. (Same as 2 in major)

3. (Same as 3 in major)

4. (Same as 4 in major)

5. As an option, the City Council may delay the adoption of an ordinance or the holding of a public hearing until one of the scheduled major revision hearings.

Schedule

Major revisions: March – September
Minor revisions: Monthly Council meeting or March-September

The Comprehensive Plan shall be reviewed every two years by the City Council, commencing the first review in July of 1980.

AMENDMENT PROCEDURE

Major or minor amendments to the Comprehensive Plan shall be made in the following manner:

1. Petitioner completes the application form.

2. City Recorder places request on the Council agenda to set date for a public hearing.

3. City Recorder places public notices and sends notice to affected property owners, agencies, and other governmental units.

4. The Council holds a hearing and considers the findings.

5. Council action may include one of the following:

    a. Approve the amendment and adopt the findings.

    b. Dismiss the petition stating their reasons for denial of the petition.

    c. Continue the hearing for additional testimony.

    d. Modify and approve the petition and adopt the findings.

6. Upon approval of a petition to amend the Plan, the Council shall adopt such amendment by resolution and forward the same to the County for concurrence.

7. Upon concurrence by the City and County, both shall amend their Plans by ordinance.

8. The Recorder shall send a copy of the amendment and findings to the Land Conservation and Development Commission.

9. All findings shall be included in the Appendix of the Plan.

APPENDIX

URBAN GROWTH BOUNDARY AND POLICY AGREEMENT

This Agreement made and entered into this 17th day of May 1978 by and between the City of Donald a municipal corporation, hereinafter called "City", and Marion County, a political subdivision of the State of Oregon, hereinafter called "County".

WITNESSETH:

WHEREAS, IT APPEARING to City and County that ORS Chapter 197 and the Land Conservation and Development Commission (LCDC) Goal No. 14 on Urbanization require that an urban growth boundary be established around each incorporated city in the State of Oregon, and that the "establishment and change of the boundary shall be a cooperative process between a City and the County or counties that surround it"; and

WHEREAS, pursuant to the above-noted statutory duty and the said State-wide Goal No. 14, and the authority granted by ORS Chapter 190 concerning intergovernmental agreements, City and County have, pursuant to law, initially decided upon an urban growth boundary, urbanization policies, and revision procedures for the area surrounding the City of Donald and desire to link a continuing planning process to capital improvement programs, operating budgets, subdivision and land use regulations within such area; and

WHEREAS, the intent of the urban growth program for City is as follows: The purpose of the Urban Growth Program is to establish policies 'and guidelines for the orderly development of urbanizable lands within the Urban Growth Boundary. The Boundary will indicate the areas in which city services and facilities such as police, water, sewer, and storm drains will eventually be provided.

NOW, THEREFORE, the premises being in general as stated above, City and County adopt the hereinafter noted urban growth boundary, urbanization policies, and revision policies which shall serve as the basis for decisions pertaining to development and land uses in the area between the city limits of Donald and the applicable urban growth boundary, such area being referred to hereinafter as the urban growth area. It is the intent of the parties that the boundary and policies as expressed herein shall be consistent with Oregon State laws, the Marion County Comprehensive Plan, and the Donald Comprehensive Plan.

I. URBAN GROWTH BOUNDARY

The mutually agreed upon urban growth boundary for the area surrounding the existing city limits of Donald shall be indicated in a Resolution entitled Urban Growth Boundary, attached herewithin and by reference made a part hereof, subject to approval by the Land Conservation and Development Commission (LCDC).

II. URBANIZATION POLICIES

1. The County shall retain responsibility for land use decisions and actions affecting the urban growth area. The urban growth area has been identified by the City as urbanizable and is considered to be available, over time, for urban expansion.

2. Immediately following the adoption of the above-noted mutually agreed upon urban growth boundary, the City and County shall develop and maintain a system of exchange of information and recommendations relating to the urban growth area. Thereafter, information on subdivision applications and other land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations. The County shall allow twenty days for the City to respond to such applications, unless the Board grants an extension, before the County makes a decision thereon.

3. Upon the mutual adoption of the urban growth boundary as identified in paragraph I above, all land use actions which fall within the urban growth area thereafter shall be consistent with the County's Comprehensive Plan.

4. In order to promote consistency and coordination between the City and County, the County shall consider incorporating that portion of the City's Comprehensive Plan which addresses the urban growth area into the County's Comprehensive Plan. If the County agrees to such portion of the City's Plan, the County shall by ordinance incorporate it and make such portion a part of the County's Plan.

5. The area outside the urban growth boundary shall be maintained consistent with State-wide land use planning goals.

6. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner.

7. The City is the basic provider of public facilities and services in the urban growth area. Therefore, annexation to the City generally should precede the provision of public facilities and services therein.

III. URBAN GROWTH BOUNDARY AND URBAN GROWTH AREA LAND USE PLAN AMENDMENTS

The urban growth boundary and the land use plan for the urban growth area shall be reviewed by the City and County in accordance with the review schedule to be established in the City's Comprehensive Plan, as agreed to and adopted by the County, as noted in paragraph II (4) above.

1. City Initiated Amendments to City Comprehensive Plan.
    a. The City shall adopt any proposed amendment by resolution. Such resolution and all supporting evidence, findings of fact, and conclusions of law regarding the amendment shall be forward to the County for County review and consideration.

b. Upon concurrence by County, both City and County shall formally amend their respective Comprehensive Plans, by ordinance, to reflect the agreed upon change.

2. City Initiated Amendments to Urban Growth Boundary

    a. City shall forward any proposed boundary amendment to the County along with all exhibits and findings and a written request for County to consider the boundary change and adopt it.

    b. Thereafter, County at its option, may adopt the boundary amendment, or may convene a joint meeting with the City to further consider the change.
    c. If mutual agreement is reached as to the proposed boundary amendment, City and County shall formally amend their respective Comprehensive Plans, by ordinance, to reflect the agreed upon change.

3. County Initiated Amendments to County Comprehensive Plan within Urban Growth Area.

    a. County shall forward proposed amendment and all exhibits and findings to City along with a written request for City to consider the amendment and offer comments thereon.

    b. Thereafter County shall consider the City's comments.

4. County Initiated Amendments to Urban Growth Boundary.

    a. County shall forward Proposed boundary amendment to City along with all exhibits and findings thereon, and a written request for City to consider the boundary change and adopt it.

    b. Thereafter, City at its option, may adopt the boundary amendment, or may request a joint meeting with the County to further consider the change.

    c. When mutual agreement is reached as to the proposed boundary amendment, City and County shall formally amend their respective Comprehensive Plans, by ordinance, to reflect the agreed upon change.
5. It is the intent of the parties that in amending either the urban growth boundary or their respective land use plan, all procedures as required by Oregon State law shall be met.

6. In the event that no mutual agreement can be achieved in the course of amendments as noted herein above, each party retains its right to appeal to the LCDC, or seek a judicial remedy.

IT IS HEREBY UNDERSTOOD AND AGREED that the term of this agreement shall be from the 17th day of May, 1978 to and including the 30th day of June of the following year, except that this agreement shall automatically renew every year, unless terminated by one of the parties

by giving the other party a thirty (30) day termination notice, in writing, prior to the renewal date. It is further understood that this agreement will be reviewed by the City and County every two years during the term of this agreement.

The City shall pass a resolution authorizing the Mayor and City Recorder to enter into this agreement on behalf of the City. The resolution shall be made a part of this agreement and attached hereto and shall contain the agreed upon urban growth boundary as referenced in paragraph I of this Agreement.

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

MARION COUNTY BOARD OF COMMISSIONERS

Pat McCarthy
Chairman

Commissioner

Commissioner

APPROVED AS TO FORM:

Richard T. Lam
Asst. Marion County Legal Counsel

CITY OF DONALD

Ruth Blake
Mayor

Amelia Feller
Recorder

RESOLUTION NO.

ADOPTION OF AN URBAN GROWTH BOUNDARY AND AUTHORIZATION FOR THE MAYOR AND CITY RECORDER TO SIGN AN URBAN GROWTH BOUNDARY AND POLICY AGREENENT WITH MARION COUNTY.

WHEREAS, ORS 197 (Oregon Land Use Act) requires the mutual development and adoption of Urban Growth Boundaries; and,

WHEREAS, Marion County and the City of Donald have mutually agreed to an Urban Growth Boundary, now therefore, the City Council does resolve:

1. The Urban Growth Boundary is mutually adopted and attached as exhibit 'A' to this Resolution, and

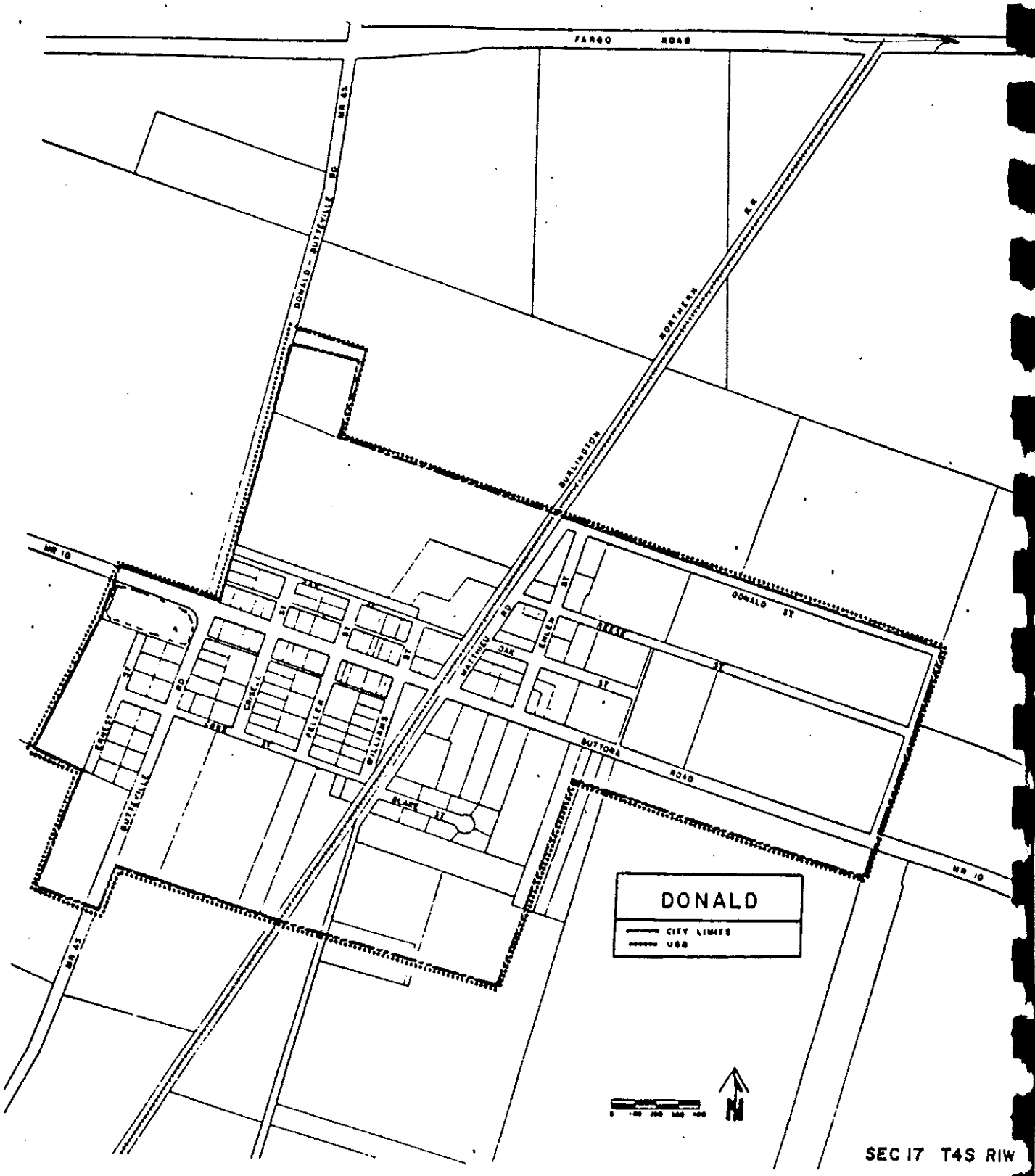
2. The Mayor and City Recorder are authorized to sign the Urban Growth Boundary and Policy Agreement with Marion County, on behalf of the City of Donald.

The Resolution passed and adopted on this 17th day of May, 1978.

Cornelia Feller
City Recorder

Ruth Blake
Mayor, City of Donald

RESOLUTION ____ (new resolution added)



URBAN GROWTH BOUNDARY

LIST OF REFERENCES BY LAND CONSERVATION AND DEVELOPMENT COMMISSION GOALS

Goal 1 (Citizen Involvement)

Adopted Citizen Involvement Program
LCDC Goal 1 -Citizen Involvement
Committee for Citizen Involvement

Goal 2 (Land Use Planning)

Marion Soil and Water Conservation District -Soils Interpretation
LCDC Goal 2 -Land Use Planning
Marion County Zoning Ordinance
Marion County Comprehensive Plan -1972
Marion County Comprehensive Plan Draft -1978
Marion County Extension Service Woodburn Zoning Ordinance -1975

Goal 5 (Natural Resources)

Marion Soil Conservation Service -Soil Survey -1975
Oregon Department of Geology and Mineral Industries
U.S. Army Corps of Engineers -Flood Plains Report
Department of Environmental Quality -State of Oregon State
Hydrologist's Report -Well Records -1977
Oregon Geographic Names -Historic Notes
French Prairie Historical Society -Ruth Blake

Goal 6 (Air, Land, Water Quality)

Oregon Department of Environmental Quality -Water and Air Standards
Marion Soil Conservation Service -Land Quality
Marion County Extension Service

Goal 7 (Hazards)

Marion Soil Conservation Service -Soils Survey -1975
Housing and Urban Development -Flood Plain Study
Oregon Department of Geology and Mineral Industries

Goal 8 (Recreation)

Marion County Comprehensive Plan Draft -1978
State Parks Plan -Oregon Department of Transportation -1977
Regional Parks and Recreation Agency

Goal 9 (Economy)

Marion County Comprehensive Plan Draft -1978
Citizens Survey -1977
U.S. Census -1970

Goal 10 (Housing)

Neglected Housing Needs -Mid-Willamette Valley Council of Governments
Regional Housing Profile -Mid-Willamette Valley Council of Governments
Regional Housing Need -Mid-Willamette Valley Council of Governments
Regional Housing Element -Mid-Willamette Valley Council of Governments
Marion County Comprehensive Plan Draft -1978
State Housing Division -Department of Commerce
LCDC Goal 10 -Housing

Goal 11 (Public Facilities)

208 Regional Water Quality Plan -1977
Donald City Records -Water Service
Boatwright Engineering -Sewage Treatment Plan Draft -1978
Stucky Engineering -Water System Plan -1976
Department of Environmental Quality -Sewage Treatment Requirements
North Marion School District

Goal 12 (Transportation)

Oregon Department of Transportation -6 year Plan
Marion County -Comprehensive Plan Draft -1978

Goal 13 (Energy)

Portland General Electric
Pacific Northwest Natural Gas
Marion County Comprehensive Plan Draft -1978
Oregon Department of Energy
Landura Corporation -Solar Space Heating

Goal 14 (Urbanization)

Marion County Comprehensive Plan Draft -1978
208 Wastewater Plan -1977
Marion County Extension Service

THE PRESERVATION OF CULTURAL, HISTORIC, AND ARCHAEOLOGICAL SITES

Historic Sites

The City shall coordinate with the State Historic Preservation Office and any other organizations concerned with historic resources in inventorying and preserving Donald's historic and cultural resources.

Archaeological Sites

The northern portion of Marion County is described by the State as being an area of medium archaeological site density. The State of Oregon has inventoried about 70% of the State's historic sites and buildings; however, they have inventoried only about 3% of the State's archaeological sites. The major reasons for this wide variation are due to the following factors:

1. Archaeological sites are "buried" to a greater degree and therefore more difficult to locate.

2. Historians have written records to utilize, often telling them where to look.

3. The Indian societies were preliterate and most of their oral traditions, telling of old village site locations, were never recorded by early settlers.

4. Archaeological sites vastly outnumber historic sites due to the fact that Indians predated Euro-American settlers by about 20,000 years in Oregon.

Many Federal and State laws address historic and archaeological preservation. Two Federal and State laws include the National Historic Preservation Act (Public Law 89-665), and the National Environmental Policy Act (Public Law 91-190). Oregon also has many laws preserving historic and cultural resources, including House Bills 2625 and 2626 passed by the 1977 Legislature which require protection of Indian burials on all lands and historic sites and objects on state-owned lands.

The City of Donald is aware of its legal responsibility to identify and preserve historic and cultural resources. The City has adopted the following policy to guide preservation of these resources.

The City will coordinate with Marion County, the Marion County and Donald Historical Societies, the State of Oregon, and other agencies dealing with historic and cultural preservation to inventory and preserve Donald's historic and cultural resources.

Application Fees and Procedures

The City shall establish fees charged for processing permits at an amount no more than the actual or average cost of providing that service.

The City shall concurrently process all permits needed for a development project within 120 days.

(See Resolution No. 95 attached.)