

CITY OF DONALD
URBAN GROWTH BOUNDARY AMENDMENT PROPOSAL:
EMPLOYMENT LANDS

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Urban Growth Boundary Amendment – Employment Lands

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1.0 Introduction

The City of Donald is considering expanding the Urban Growth Boundary (UGB) to provide additional land to meet projected employment needs. This action comes primarily in response to requests by individual property owners. However, due to the number of requests and the City recognizing a lack of developable land to meet anticipated employment needs, the Donald City Council voted to combine the requests as a legislative action.

The City conducted the original field survey during the winter of 1998-1999 and the material was upgraded in 2008. The purpose of this document is to establish supporting findings for the UGB amendment to address commercial and industrial employment needs as well as the associated Comprehensive Plan Map Amendments.

2.0 Population Projection

The City of Donald has traditionally been a small, farm-oriented community. However, as with other cities affected by growth in the Portland metropolitan area, Donald witnessed a significant increase in population during this decade. The 1990 Census figure of 316 nearly doubled to 625 by the Year 2000 Census.

Consistent with provisions in ORS 195.036, Marion County was required to establish and maintain a population forecast for the entire county and to coordinate the population forecast with local governments. Early estimates by the County projected a population of 875 for Donald by the year 2020. In contrast, early City estimates of growth anticipated Donald would meet or exceed the County's estimated 2020 population in the year 2000.

In further coordination with Marion County, it became evident the City had sufficient residential land within the City limits to exceed the County's initial low population estimate. Recognizing the current growth rate of 7% would not likely to continue on into the future, the City and County agreed to a coordinated annual growth rate of 2.25% to the year 2020. Based on this coordinated agreement, formalized by Marion County Ordinance No. 1091, the City of Donald adopted a projected population of **1,050** by the year 2020.

As part of this UGB amendment process, the City must establish a 20-year planning horizon based on the submitted date of the proposal. Although the County is currently in the process of updating its coordinated population, no new estimates were established since the adoption of Ordinance No. 1091. OAR 660-24-0030(3) allows for this situation *"if a coordinated population forecast was adopted by a county within the previous 10 years but does not provide a 20-year forecast for an urban area at the time a city initiates an evaluation or amendment of the UGB . . ."* This is a "safe harbor" estimate and allows the extension of the same growth trend as assumed by the study currently in place. Therefore, continuing with an assumed growth of 2.25%, extending the population trend from 2020 to 2028 arrives at a population estimate of **1,255**.

Marion County expressed concern the proposed estimate may underestimate population growth as the 2007 population estimate for Donald is 995, nearly equal the 2020 projected population of 1,050. The County suggested a population estimate of **1,588** for 2028 as more realistic, given current estimates.

*The City of Donald concurs and accepts Marion County's the 2028 estimate of **1,588** as its "safe harbor" population. Further, this population estimate is only relevant for the UGB amendment and the City will adopt a new population forecast for the year 2030 as part of Marion County's population forecast project.*

3.0 Land Use Inventory

This Section provides a summary of the current land use inventory. The original data was created in 1998-99, and where applicable, was updated in 2008.

3.1 Background

The existing land inventory is divided into several zones which generally correspond to the type of land use associated with the property. Zoning was selected as it is the best indicator of long-run use of a parcel of land. The following zoning categories apply to the City:

- A. *R-5 Zone (Single Family Residential)* - Primarily a single family zone; no multi-family development is permitted. Minimum lot size is 5,000 square feet or 7,000 square feet for a corner-lot duplex. Consistent with the zone's minimum lot size, the expected development density is 5 units per acre. *Subsequent to the original survey, the City eliminated the R-5 zoning, re-zoning the R-5 land to R-7. Where appropriate, information regarding the R-5 and R-7 zones will be combined in subsequent sections of this document.*
- B. *R-7 Zone (Single Family Residential)* - Similar to the R-5 zone except that the minimum lot size is 7,000 square feet. Duplexes are also permitted on separate lots or parcels. The expected development density is 4 units per acre.
- C. *RM Zone (Multiple Family Residential)* - This zone is limited solely to multi-family development. There is a minimum requirement of 3,000 square feet *per unit* for a maximum development density of 14 units per acre.
- D. *Commercial (C)* – This is the sole commercial zone within the City. Uses normally associated with commercial activities, such as retail sales or offices are permitted outright. Apartments are allowed on the second floor, or, behind a commercial use located on the first floor.
- E. *Industrial (I)* - Primarily designed for industrial type of activities, although some "heavy" commercial uses (e.g., welding or cabinet shop) are also permitted.
- F. *Public (P)* - This zone applies to public or semi-public facilities such as schools and churches.

The following table identifies the amount and percentage of each zoning designation within the City. Specific information on the Industrial and Commercial zoned land may be found in Appendix "A."

**Table 3-1
Land Use by Zone**

ZONE	ACREAGE	PERCENT OF TOTAL
Single Family Residential (R-7)	64.35	57.6%
Multiple Family Residential (RM)	7.23	6.4%
Commercial (C)	8.61	7.7%
Industrial (I)	29.63	26.5%
Public (P)	1.99	1.8%
Totals	111.81	100%

As this table shows, a majority of the land inventory (64%) is devoted to residential use. However, a significant portion of the City (26.5%) is zoned for Industrial uses indicating Donald contains a significant base for employment opportunities.

3.2 General Land Use

A field inventory was conducted for each parcel of land. While the survey reviewed *all lands* within the City, the following information concentrates solely on those lands zoned for employment-related uses: Commercial and Industrial. Further, while OAR 660—024-0050(3) establishes a “safe harbor” process for reviewing industrial and commercial lands, given the limited acreage in the community, City staff found it appropriate to conduct a site-by-site analysis (see Attachment “A”).

A. Assumptions

1. *Total Acreage* - The total amount of land available in a particular zone. Donald is located on relatively level ground and does not contain factors, such as flood plains, steep slope hazard areas or other factors which prohibit development of individual properties. The City recognizes storm water run-off is a factor in site development; however, this issue can usually be addressed through proper engineering design.

2. *Developed and Committed* - Land which contains no potential for additional development; for example, a commercial building occupying an entire parcel.

3. *Redevelopable* - Land which is capable of further development. This may include Commercial or Industrial property which contains non-conforming uses. For example, a Commercial parcel with a single family home *may* be redeveloped by either removing the home or converting it to a commercial use such as an office.
4. *Vacant* - Land devoid of development or not committed to an approved development plan. Public facilities either were available or could be made available to serve the site.

The Commercial land is located within the City's downtown (Main Street, west of the railroad tracks) and characterized by substantial buildings on relatively small lots. Redevelopment potential is virtually nonexistent and essentially limited to the few lots containing single family homes.

Industrial land was reviewed in a similar manner. Sites which were substantially developed were often capable of expansion, but not necessarily completely new business structures and activities. However, where the property was used for outdoor storage or contained dilapidated buildings worth less than the property, the site was assumed to be redevelopable. This later case however, was limited to a small number of parcels on the City's south side, adjacent to Matthieu Street.

B. Land Availability

Subsequent to the inventory, property was divided into developed, redevelopable or vacant categories based on the previously noted assumptions. The results are noted in the following chart:

**Table 3-2
Availability – Employment Lands**

Zone	Total Acres	Developed	Redevelopable	Vacant
C	8.61	7.18 (83%)	1.00 (12%)	0.43 (5%)
I	29.63	20.51 (69%)	6.38 (22%)	2.74 (9%)
Total	38.24	27.69 (72%)	7.38 (19%)	3.17 (9%)

Of the 38.24 acres of land available to meet employment needs, less than 10% is vacant for either Commercial or Industrial uses. Further, only some 28% of the total employment-related land may either be redeveloped or is vacant for immediate use.

and rail service can provide excellent opportunities for the establishment of similar types of firms.

- B. Mining - This category includes mining and quarrying. Unless new commercial discoveries are made within the vicinity, local growth is not anticipated.
- C. Construction - Construction is generally dependent on activity in other categories and therefore is not viewed as a separate category for Donald.
- D. Transportation, Utilities, Communications - Included in this category is warehousing and distribution centers. Donald has a distinct advantage with its local rail line and close proximity - and easy access - to I-5.
- E. Trade - During the 1988s and 1990s, the City of Salem emerged as the retail center for Marion County and the late 1990s saw the creation of significant retail space at the Woodburn interchange. The Portland Metro area continues as a strong shopping magnet. Retail expansion is therefore expected to be very limited with a greater potential to serve specific local needs. However, as the City grows there is likely a need for additional commercial zoned land.
- F. Services - Service growth is generally related to retail growth. The state anticipates regional growth in medical, legal, repair, recreation, employment agencies, and other similar activities with the largest growth occurring in business and professional services. At this juncture, Donald is well served by Salem, and to a lesser extent, Woodburn and Portland. It will likely require significant additional population to attract *business and professional services*.
- G. Government - Government will continue to play some small role through the proximity of State and County government offices located in Salem. While employment opportunities for local citizens may be available, these individuals will be required to commute. Minor growth may occur within the region, but not necessarily in Donald.

4.5 Other Sector and Employment Forecasts

In addition to the major industrial categories above, there are specific local industries as well as employment trends that are analyzed below:

- A. Agriculture - The farm area surrounding the City includes a variety of agricultural products which can be further processed. It appears, however, the industry is consolidating, not expanding. For example, regionally, Wilco Farmers closed smaller operations in the last decade to consolidate operations in a few cities. Food processing activities also require significant quantities of water as well as

sewage treatment which may well be beyond the current capabilities of the City's public facility capacity.

- B. Technology - The current hi-tech industry boom is not likely to impact Donald in the near future. Land would need to be made available as well as significant quantities of water. In addition, the City lacks a labor pool with the necessary technical skills; new employees will likely commute, which may reduce congestion in the Metro area further north but in effect, transfers the traffic impacts to the south.
- C. Healthcare - An aging population will increase the demand on healthcare facilities. For most communities, this will involve medical clinics, nursing homes and assisted living centers. As a community within a rural setting and generally low cost housing, Donald has certain advantages which could help attract this type of business and support staff. However, Salem - as well as Woodburn and Portland - currently provides the necessary medical services to meet current and future community health care needs. Health care professionals are more likely to live in Donald and commute elsewhere than see employment opportunities created locally.
- D. Tourism - There is much potential for tourism within the Willamette Valley. Most of this activity centers on the region's wine industry but also includes the State's number one tourist attraction: the Spirit Mountain Casino.

Donald is also located close to Champoeg State Park and within close proximity to the State's major wine producing area. However, tourists drive either through the community on their way to Champoeg, or simply by-pass Donald and remain on I-5. In either case, its location works at a disadvantage. Unless specific attractions are developed for the community or efforts are made to provide tourist services, Donald is unlikely to generate significant interest.

- E. Other - As noted, Donald contains a number of industries serving the agricultural sector. Farm ownership and farm-related industries may be consolidating. However, the expansion of existing firms may be part of that consolidation. Therefore, expansion of existing industries presents employment opportunities for the community.

Donald is in the unusual and advantageous position of proximity to two major transportation corridors: I-5 and the Portland & Western rail line. It would appear this location can offer opportunities for the community by promoting certain distinct advantages. The next Section identifies targeted industries and their site requirements.

4.6 Industry Selection

The previous sections provided a profile of the community and identified economic trends affecting the nation, region and community. In summary, high-tech and services related industries are supplanting traditional manufacturing businesses. Occupational opportunities will include the fields of computers, health care, science and research, education, and a variety of service related businesses. The region is basically following national trends but is likely to see greater overall employment opportunities due to population increases. Locally, the City's labor force is more dependent on *manufacturing employment* than any other segment, but the manufacturing segment is generally in the decline. Salem, as well as Woodburn and Portland, provides much of the retail and service opportunities for the residents.

Using the listing of major industry categories, employment trends, as well as local economic factors, a list of target industries needs to be identified. Based on these factors, it is suggested that the list of target industries that would locate within the City within the planning period should include the following:

- A. Warehousing and Distribution - A distribution center can provide an opportunity for an industry with regional and statewide impact. Based on the City's proximity to I-5 and the railroad, the creation of a distribution center is entirely feasible. Further, these types of businesses are not just involved in the storage and distribution of materials or goods, but *often take the guise of an assembly plant through the repackaging of raw materials or components.*
- B. Expansion of Existing Firms - Land should be provided to allow for the future expansion of existing service businesses. This can occur in existing general industrial areas and avoid their possible relocation to other communities. While there are no significant local employers (involving 100s of jobs) it does not make economic sense for the community to lose existing firms. As will be seen, this application is in part *due to local firms seeking opportunities for expansion.*
- C. Trade and Services - The demand for retail and service businesses will increase as the population increases. This will require existing businesses to expand and provide the need for new retail areas. This *will not* supplant Salem (or Woodburn) as commercial centers, but will provide retail good and service opportunities directed at local residents. This category would also include professional services such as medical offices, attorneys, accountants and real estate agents. Such offices may be placed in existing commercial areas with building specifically designed for office use. As with retail, demand for these services will increase as the population increase.

4.7 Site Requirements - General

The previous section targeted industries and businesses based on trends and forecasts. In general, most activities may occur in either a general commercial zone or a general industrial classification. The following reviews the siting needs for two of the categories.

General Industrial - General industrial is a possible location for distribution businesses and the expansion of existing manufacturers. General industrial siting criteria are:

- Land should be generally flat, with slopes less than 5%, and capable of being provided with urban level sanitary sewer/water services and storm drainage.
- Proximity to a railroad track, while not necessary, *is beneficial*.
- Preferably, the industrial areas should be contiguous to one another to reduce traffic between industrial areas and residential areas.
- Sites should have indirect access to an arterial or collector street and attempt to avoid the use of residential streets.
- If possible, supporting commercial uses should be allowed within the industrial area, or be in close proximity, to reduce travel distance.

General Commercial - General commercial is a possible location for retail trade, personal services and professional services, and may have limited application to distribution. Except for professional offices and clinics, it is not the preferred zone for healthcare facilities. General commercial siting criteria are:

- Access to, and visibility from, an arterial is important. Preferably, business traffic should come along a signalized collector street, perpendicular to an arterial.
- Land should be generally flat, with slopes less than 5%, and capable of being provided with urban level sanitary sewer/water services and storm drainage.
- Consistent with Comprehensive Plan policies, sites should extend or be part of the City's downtown.
- If possible, the sites should be within walking distance of multiple-family developments to reduce travel distance and times.

4.8 Site Requirements - Specific Industries

The siting requirements of each identified industry category are reviewed below:

- A. Warehousing and Distribution - Access to I-5 and the rail line lends itself to this type of business. The City is within a few minutes from the Interstate and a rail line runs through the center of town. Specific needs vary with firm and by product. It would appear that 25 to 50 contiguous acres (e.g., the Winco facility in Woodburn) would be the minimum necessary to accommodate this industry.

It is also important to note development of the area for warehousing and distribution could lend itself to the creation of an industrial park serving other businesses. This could attract firms from the Portland and Salem area in search of lower cost and greater quantities of land for expansion or the establishment of new firms. While this is not a "targeted industry," its potential must be recognized as part of any potential UGB expansion.

- B. Expansion of Existing Firms -Manufacturing requirements vary considerably. It is assumed the current locations are adequate to serve existing businesses unless the specific owners are in need of additional land for expansion. Again, this should be encouraged to avoid losing these firms to other communities. As of this juncture, two firms are interested into expanding onto land outside the UGB.
- C. Trade and Services - The Comprehensive Plan supports a strong downtown. The downtown is well defined but contains some vacant storefronts and is characterized by smaller and difficult to develop parcels. Better utilization of the downtown buildings – especially those currently used as single family homes – can provide some immediate benefits, but additional land will still be required as the City population grows.

4.9 Site Considerations for Other Industries

A number of other industry categories were considered, as were local and regional industries, but were rejected as target industries. Potential land needs for these categories and industries are noted below:

- A. Mining - As noted, unless new commercial discoveries are made within the vicinity, local growth is not expected in this category.
- B. Construction - Construction is generally dependent on activity in other industrial categories. The region contains a number of construction firms so that additional land specific to this use is unnecessary.
- C. Government - The vast majority of government jobs are located in Salem. With the exception of the local school district (North Marion), local public sector employment is expected to be very limited. The recent move into a new City Hall likely addressed governmental needs for the foreseeable future.
- D. Agriculture/Food Processing - As noted, it appears the food processing industry is consolidating, not expanding. Since water availability and sewage treatment may be an issue, no additional land is identified for these uses.

- E. Technology - The current hi-tech industry boom (and semi-bust) is not likely to impact Donald in the near future. While sufficient land can be made available for this type of industry, the City lacks a labor pool with the necessary technical skills and is probably too far removed from Metro's "Silicon Forest" to interact with existing firms.
- F. Tourism - Donald is not a destination tourist center; effectively, tourists on I-5 are on their way to other places. Special provisions for this industry are unnecessary.
- G. Healthcare - Facilities such as nursing homes and assisted living centers are potentially allowed in the Commercial zone through interpretation. As self contained facilities, proximity to the downtown is not critical in their location. However, the creation of additional land specifically for this use is not required. Again, due to the location and extent of existing facilities elsewhere in the Valley, new opportunities are unlikely.

4.10 Existing Land Conditions

Industrial

Unlike many small communities, the City of Donald retains a significant industrial land base. The industrial land base represents a significant total of all land within the City (26.5%). There are 29.63 acres of industrial land of which 19.38 acres are developed. Of the remaining Industrial land, 6.38 acres are re-developable and 3.87 acres are vacant. Most of the industrial land is devoted to agricultural-related uses such as feed and fertilizer services, and farm machinery manufacturing. This industrial base provides not only local employment but serves the surrounding farm community.

However, it must be noted there are no vacant or redevelopable parcels exceeding 5-acres in size (see Attachment "A"). Of the six available parcels, two are between three-to-four acres, two are approximately one acre and the last two contain less than a quarter acre. Further, none of the parcels is located adjacent to existing industrial users considering expansion. Effectively, this limits potential uses and certainly will not provide sufficient land for identified target industries. *Therefore, the current inventory of 29.63 acres, including the inventory of available vacant or redevelopable land, will not provide sufficient land to meet expected demand based on identified target industries, including expansion of existing firms.*

Commercial

The City contains approximately 8.61 acres of commercially zoned land. Existing Commercial zoned land is concentrated along Main Street and provides limited services to local residents. There are no banks, gas stations or full-service grocery stores within the City. Gas is available at the I-5 interchange, approximately one mile to the east while groceries, banking, major retail and professional services may be found in Woodburn and Wilsonville, both approximately 10 miles from Donald.

Due to the size, location and lack of available land, the City does not envision the creation of "big-box" retailers to meet commercial needs of the community but expects to continue to rely on neighboring communities to provide the bulk of retail services.

Of the 8.61 acres, a total of 1.00 acre is considered redevelopable land. *This consists of seven parcels each containing a single family home.* No one parcel exceeds 0.19 acres in size. While there are only 0.43 acres of vacant commercial land, the *largest of the three vacant parcels* only contains 0.20 acres.

ORS 660-024-0040(8)(b) allows a local government containing less than 10,000 population to "... assume the retail and service commercial land needs will grow in direct proportion to the forecasted urban area population growth over the 20-year planning period." However, this section does not identify whether the growth should be proportional to existing developed commercial properties or to existing commercially-zoned land. For this reason, an acreage range may be more appropriate.

The current 2007 population of 995 (Portland State University estimate) represents one Commercial-zoned acre for every 116 people while the *developed land ratio* is one acre per 139 people. Assuming these ratios are maintained (reflecting local retail demand), a range of 11.42 to 13.69 acres of Commercial zoned land will be necessary to meet the estimated 2028 population of 1,588. This will require an additional 2.81 acres to 5.08 acres of commercial land.

The City is proposing the addition of 1.67 acres, which addresses part of the expected demand. It must be noted there is an approximate two-acre Industrial-zoned site (T4S; R1W; Sec. 17BC; TL 300, 301, 302) where an approved Measure 37 claim allows commercial uses on the property. While the proposed UGB expansion falls short of the identified range of land needs, this specific Industrial site can provide additional acreage to meet expected demand.

4.11 Summary

The background inventory and analysis offers the following general conclusions:

- A. The largest *employment* category (28.9%) for Donald residents is the manufacturing sector followed by retail trade (12.0%) and resources at 9.3%
- B. Most of the local work force is employed in the sales and office related jobs. Overall, unskilled and semi-skilled jobs dominate *local* employment.
- C. The employment pattern and average commuting time indicate a majority of the employment opportunities are found in the Portland and Salem metropolitan areas or neighboring communities.
- D. It is estimated approximately 4.2 workers are employed elsewhere for every one employed within the City of Donald.
- E. Significant commercial businesses, such as a gas station, bank, major grocery store or medical services, are not available within the City. However, the City recognizes the small population and available services in neighboring communities will likely limit commercial growth in these areas.
- F. Donald anticipates additional external demand for industrial land due to its proximity to I-5 and the existing rail services.
- G. The analysis indicates proposed targeted industries involve warehousing and distribution, improvements in local commercial opportunities and expansion of existing industrial type facilities. The analysis indicated the amount of vacant or redevelopable land available is insufficient to meet demand, is not properly located and does not provide suitably large parcels to meet expected needs.

As a final note, local job growth has a number of benefits beyond the mere job creation. If the firms can capture local employment, there is the potential to reduce traffic impacts associated with commuting. Local development improves the City's tax base and permits either rate reductions to meet current service needs or new revenue to meet program demands. Finally, there are "qualitative" community benefits: residents who live and work in the City are more likely to participate in community affairs.

The next sections provide findings to amend the City's Comprehensive Plan Map to expand the UGB and are the basis for the City's application with Marion County. There are two separate requests in this action involving proposed Industrial and Commercial land. Each request will be addressed separately based on the proposed designation.

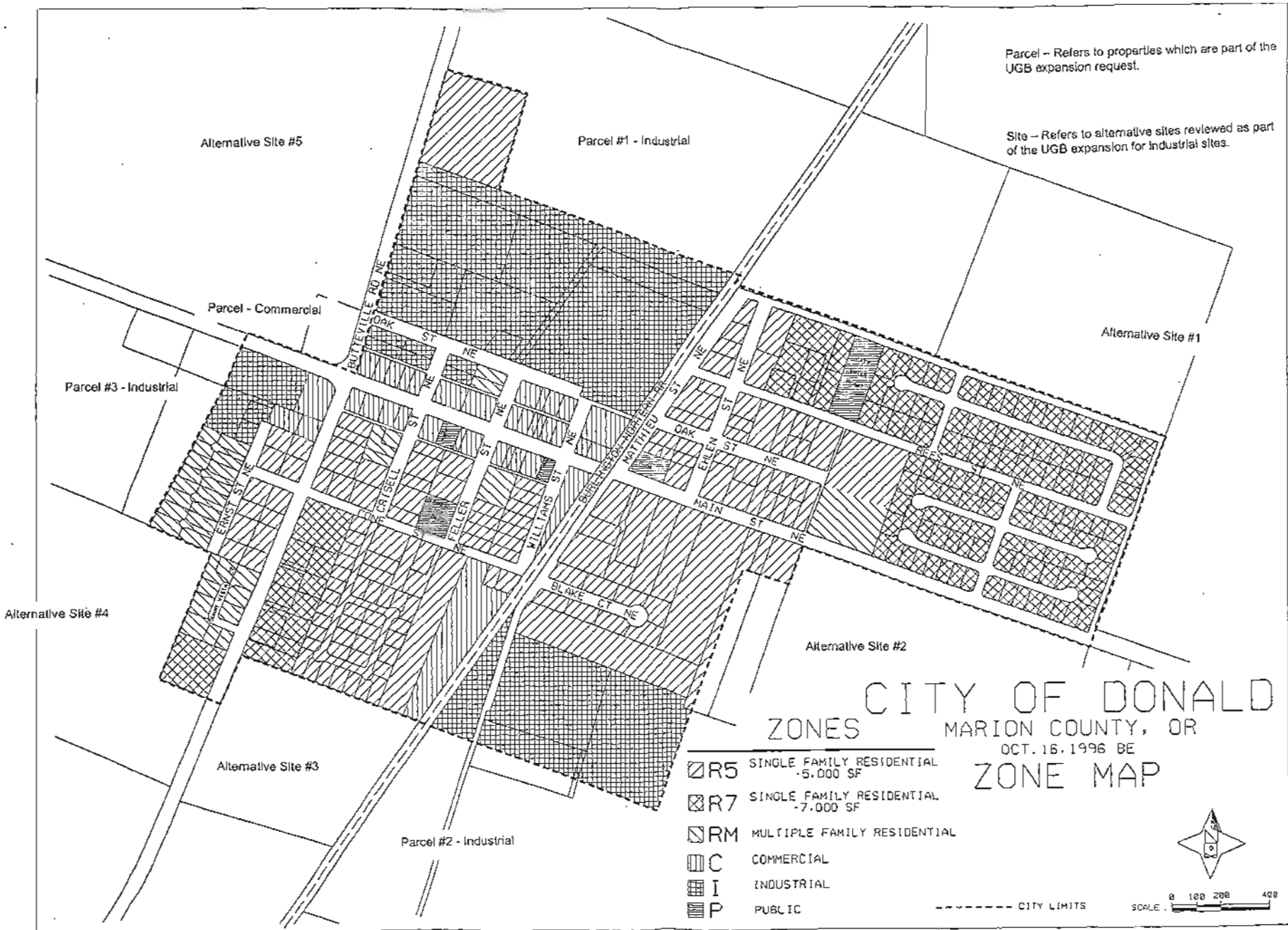
5.0 Urban Growth Boundary Amendment - Industrial

5.1 Background

- A. The subject area totals 38.70 acres and is composed of three separate parcels. Soils information is included in Attachment "A." It must be noted the soil maps only approximate the area of the subject Parcels. For this reason, there may be a discrepancy between the soil map and Assessor map regarding parcel size.
1. Parcel 1 - This parcel is located on the north side of the City on the east side of Butteville Road. It contains 26.96 acres and is located within Township 4 South; Range 1 West; Section 17; Tax Lot 1000. The property is composed of 80.9% Woodburn silt loam (WuA) soils with the remainder Amity silt loam (Am – 12.2%) and Concord silt loam (Co – 6.9%). Both Woodburn and Amity are considered Class II soils while Concord is Class III.
 2. Parcel 2 - This would extend property located along the west side of Matthieu Street southward to provide additional storage capacity for an existing propane distribution company. The property contains 6.9 acres and is located within Township 4 South; Range 1 West; Section 17C; Tax Lot 1200. The property is composed of 78.0% Pits (PITS) soils with the remainder Woodburn silt loam (WuA – 213.2%) and Dayton silt loam (Da – 0.8%). "Pits" is considered Class VIII while both Woodburn and Dayton are considered Class II soils.
 3. Parcel 3 - This parcel is located on the south side of Main Street, adjacent to the G&K Machine site. The parcel contains 4.84 acres and is located within Township 4 South; Range 1 West; Section 17CB; Tax Lot 7300. The western parking lot for the firm is located adjacent to this site and its inclusion will allow further expansion of the facility. The property is composed of 97.2% Woodburn silt loam (WuA) soils with the remainder Concord silt loam (Co – 2.8%). Woodburn is a Class II soils while Concord is Class III.
- B. All parcels are vacant and cultivated or left in a natural state. No parcel is located within the identified 100-year flood plain nor contains other identified hazards such as steep slopes. There are no public facilities to the parcels of land, although these services can be extended and access to a public street is available in all cases. The parcels are served by the Aurora Rural Fire Protection District.

Parcel - Refers to properties which are part of the UGB expansion request.

Site - Refers to alternative sites reviewed as part of the UGB expansion for industrial sites.



CITY OF DONALD
 MARION COUNTY, OR
 OCT. 16, 1996 BE
 ZONE MAP

- ☐ R5 SINGLE FAMILY RESIDENTIAL - 5,000 SF
- ☐ R7 SINGLE FAMILY RESIDENTIAL - 7,000 SF
- ☐ RM MULTIPLE FAMILY RESIDENTIAL
- ☐ C COMMERCIAL
- ☐ I INDUSTRIAL
- ☐ P PUBLIC

----- CITY LIMITS

SCALE 0 100 200 400