

West Side Land Use and Transportation Plan



Final Plan
June 3, 2013

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Executive Summary	1
Introduction	5
Context	6
Vision Statement	9
Urban Design Framework	10
Land Use Concept	12
Development Program	14
Transportation Plan	18
Implementation	22
Action Strategy	24
Appendix Title Page	25

Introduction

The City of Silverton conducted a community visioning process to create a strategic plan to shape how the west side of Silverton develops in the future. The West Side contains large undeveloped properties that have the potential to be developed, and this Plan will guide future development in a focused manner, integrating land use, transportation, and open space planning.

The West Side Land Use and Transportation Plan was developed through a series of interactive community workshops. The project was guided by a Project Advisory Committee comprised of local residents, business owners, and representatives of local civic and religious institutions and government agencies and commissions.

West Side Vision Statement

As West Side of Silverton develops in the future, it should:

- Continue to contribute to the small town character of Silverton.
- Provide a beautifully landscaped entrance that recalls Silverton’s agrarian heritage and “Garden City” culture.
- Include a mixture of single-family and cottage style multi-family and senior housing that is well connected to schools, parks, and other amenities.
- Fill out the existing shopping center at the corner of Westfield and Silverton Roads.
- Provide local employment opportunities through light-industrial uses that are attractive and well designed.
- Create a network of open space, parks, and trails, including a greenway along Silver Creek to build upon and enhance the natural beauty of the area.
- Provide strong connectivity throughout the area for all modes of transportation.

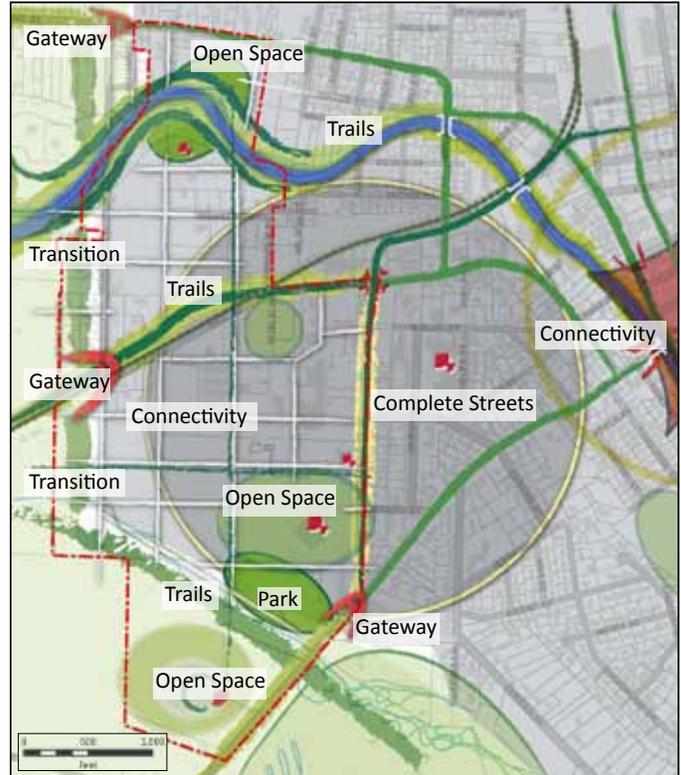
Urban Design Framework

The urban design framework illustrates the vision concepts for the area as developed with the community and creates a framework for the land uses and transportation options.

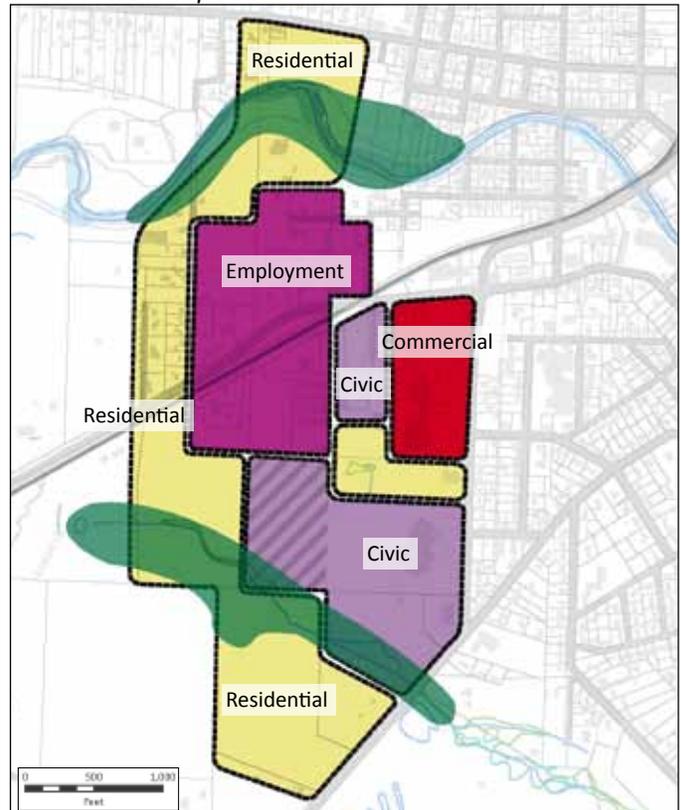
Land Use Concept

The land use concept reflects the urban design framework and market analysis and shows the desired location of residential, employment, commercial and civic land uses. The concept also shows special consideration for the two prominent natural features of the Silver Creek floodplain and the drainage area designated a “green buffer”.

Urban Design Framework



Land Use Concept



Executive Summary

Development Program

The development program translates the forecasted growth into a range of land uses that is achievable and appropriate for Silverton’s West Side area, reflecting its physical location, opportunities and constraints, and competitive position compared to other commercial and residential development opportunities in Silverton. Included in the program are the various civic and cultural land uses that complement private sector development to create a compelling sense of place that serves existing and future residents and employees of the area.

Land Use	Acres	Density	Amount
Gross Developable Area	142.0		
less 20% for ROW	-28.4		
less 20% for Open Space	-28.4		
Net Developable Area	85.2		
Housing			636
<i>Apartments</i>	5.2	25/acre	130
<i>Townhomes</i>	8.0	16/acre	128
<i>Senior Housing</i>	5.0	30/acre	150
<i>Cottage Housing</i>	15.0	12/acre	180
<i>Single-Family Housing</i>	8.0	6/acre	48
Light Industrial	25.0	FAR 0.30	326,700
Commercial/Retail	12.0	FAR 0.35	182,952
Civic	7.0	FAR 0.30	91,476

Transportation Plan

The Transportation Plan shows conceptual roadway alignments to serve future development in the area and how new streets might connect with the existing system. The ultimate alignment of new roads will depend on how parcels are developed in the future. Within the West Side area, new roadway connections will be Local Streets in the City’s functional classification system, with the exception of one Collector that is the roadway extending south of Silverton Road on the Monson Road alignment.

Specific network improvements to existing roads and intersections include:

Access changes at the Fosholm Street/Silverton Road/Railway Street intersection to improve safety and circulation. Northbound left turns and northbound through movements from Railway Street should be prohibited except for emergency vehicles, and southbound

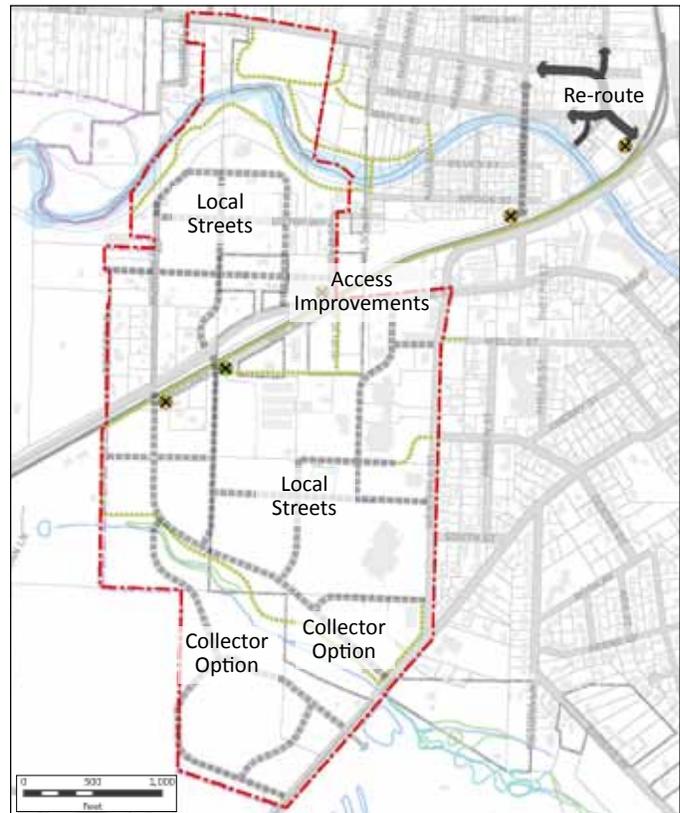
through movements from Fosholm Street to Railway Street should be prohibited as well.

Re-routing Brown Street and making improvements to the James Street/Pine Street intersection to meet mobility standards. The recommended improvements to mitigate the traffic impacts at this intersection and meet the State Transportation Planning Rule (TPR) requirements would re-route vehicles currently using James Street and Water Street to a new arterial link along Pine Street and Brown Street.

The Transportation Plan also shows conceptual trail alignments throughout the area. These connections are important because the proposed roadway system relies primarily on Local Streets, which do not include bicycle lanes or planting strips as part of the typical cross section. Several east/west trails are recommended including along Silver Creek and Silverton Road, and north/south trails including along Monson Road and Westfield Street.

Railroad Crossings would remain as they currently exist. If the railroad is ever abandoned, a new crossing between Monson Road and Fosholm Street should be created for a future north/south roadway.

Transportation Plan



Implementation

Comprehensive Plan

The West Side Plan should be adopted as a refinement of the Silverton Comprehensive Plan. The Comprehensive Plan text should be amended to add policies pertaining to the West Side to Chapter 2, Urbanization. The West Side vision statement serves as the specific policies for the area. The current map designations of Commercial, Residential, Industrial, and Public/Semi-Public would continue to be used (with the exception of two properties noted below), but would be supplemented by the West-Side Plan vision statement.

The two property-specific amendments to the Comprehensive Plan Map, as shown in Figure 11, are:

- (1) The 24.5 acre property that forms part of the western boundary of the planning area immediately south of Silverton Road needs to change from Industrial to Single-Family Residential designation.
- (2) For the purpose of consistency with other church properties, the designation on the First Baptist Church property on Westfield Street should be changed to entirely Multi-Family Residential as opposed to its current split designation.

Development Code

Implementation of the desired mix of housing types and open space and trails can be achieved through the Planned Development Review process as stated in the Silverton Development Code. No amendments to the Development Code or zoning map are required.

The planned development review criteria require that “all relevant provisions of the comprehensive plan are met.” Since the West Side Plan will be a refinement to the Silverton Comprehensive Plan, the desired mixture of housing types and the creation of the open space and trails as shown in the West Side Plan would be criteria for approval in a planned development review.

Transportation System Plan

To implement the changes described in the West Side Transportation Plan, the following amendments to the City’s Transportation System Plan are needed:

- Remove the North-South Connector Project (replaced with local street connections).
- Add the Brown Street re-route as a new arterial corridor and improvement project.
- Add the James Street/Pine Street intersection improvements, which could have an option as either a signal or roundabout configuration to be determined through a design process.
- Consider changing the functional classification of Water Street between Brown Street and James Street to a local roadway (when Brown Street becomes the arterial corridor through the area). This could also include removing the pedestrian and bicycle improvement projects along this portion of Water Street; however, consideration should be given to keeping bike facilities on Water as a Local Street due to the right-of-way constraints associated with upgrading the classification of Brown & Pine to Arterial.

Action Strategy

The West Side Plan is character-oriented, focusing upon the few key actions needed to guide the area toward the community’s vision, land use and transportation. As stated in the project purpose, The West Side Land Use and Transportation Plan is not intended to spur development or use public money to finance it. Rather, it articulates a vision for the future of the West Side to ensure new development is reflective of the community’s values. Therefore, the Plan will be implemented in pieces. Some actions may be initiated immediately; others will be initiated in the years to follow as development occurs.

Actions that may be initiated immediately include a review of industrial zoning, including allowed uses and size, design standards, and adjacent uses; parks and trails planning; and gateway and streetscape improvements. Longer term actions include ongoing development of roadways and trails as development occurs in the future.

Purpose of the Project

The City of Silverton conducted a community visioning process to create a strategic plan to shape how the west side of Silverton develops in the future. The West Side contains large undeveloped properties that have the potential to be developed, and this Plan will guide future development in a focused manner, integrating land use, transportation, and open space planning.

Development in this area is going to follow its own time line. The West Side Land Use and Transportation Plan is not intended to spur development or use public money to finance it. Rather, it articulates a vision for the future of the West Side to ensure new development is reflective of the community's values.

The project objectives were to:

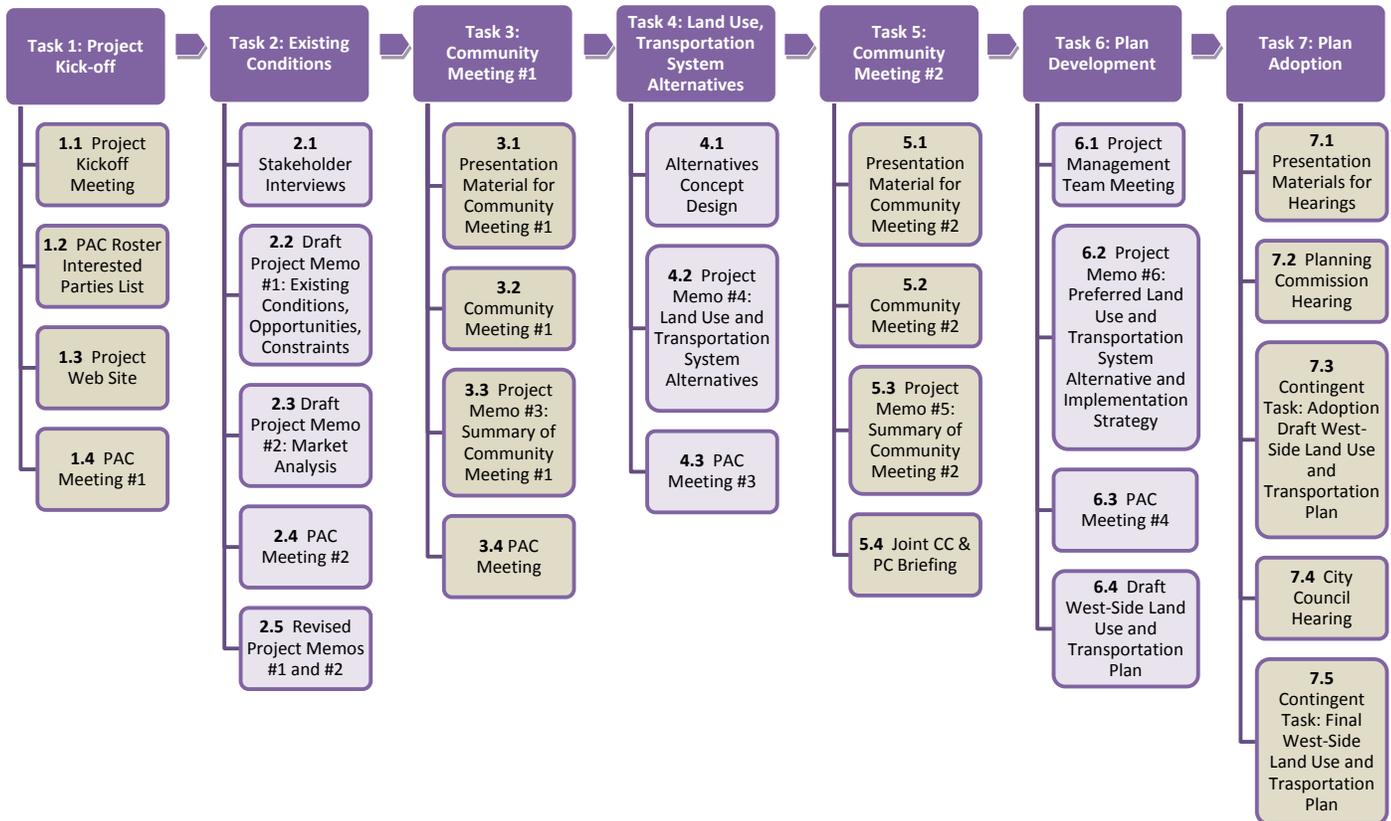
- Identify feasible patterns of land uses for the West Side area consistent with the City's goals for urbanization and livability.

- Identify transportation facilities needed for circulation of people, walking, bicycling, and driving in the area and to integrate the West Side with surrounding neighborhoods.
- Recommend any necessary comprehensive plan, development code, or transportation system plan amendments, and facility standards to implement preferred alternatives for land use and transportation in the West Side area.

Planning Process

The West Side Land Use and Transportation Plan was developed through a series of interactive community workshops. The project was guided by a Project Advisory Committee comprised of local residents, business owners, and representatives of local civic and religious institutions and government agencies and commissions. Figure 2 shows the overall planning process.

Figure 2. West Side Planning Process



Silverton's West Side

The West Side area is a gateway to the City of Silverton. It is the first thing people see as they approach from the west along Silverton Road. The West Side is bisected by Silverton Road and the Willamette Valley Railroad. Most of the properties north of Silverton Road are outside the Silverton city limits in unincorporated Marion County. The area includes a mixture of single family residences, commercial and industrial uses, vacant land, Silver Creek Fellowship, and the City yards. South of Silverton Road, the properties are much larger and contain the Westfield Shopping Center and some commercial uses along Silverton Road, a few single family residences, large vacant lands, Silverton Cemetery, and several institutional uses including Robert Frost Elementary School, First Baptist Church, Silverton Senior Center, Head Start, and a future city park. Access to the area is limited to Silverton Road and the main perimeter roads. There are very few roads or trails in the West Side area, particularly south of Silverton Road. The roads that exist north of Silverton Road are not connected and dead end into private property.

The West Side area slopes from Westfield Road down to Silverton Road and on to Silver Creek with natural dips and valleys between higher points, creating opportunities for views and open space. Silver Creek not only provides an opportunity to create a linear park or greenway along its banks, but it also presents challenges for connectivity, crossings, and the placement of development due to periodic flooding. The drainage way that runs from West Main toward Silverton Road also presents opportunity for trails and incorporation of natural beauty and challenges for connectivity.

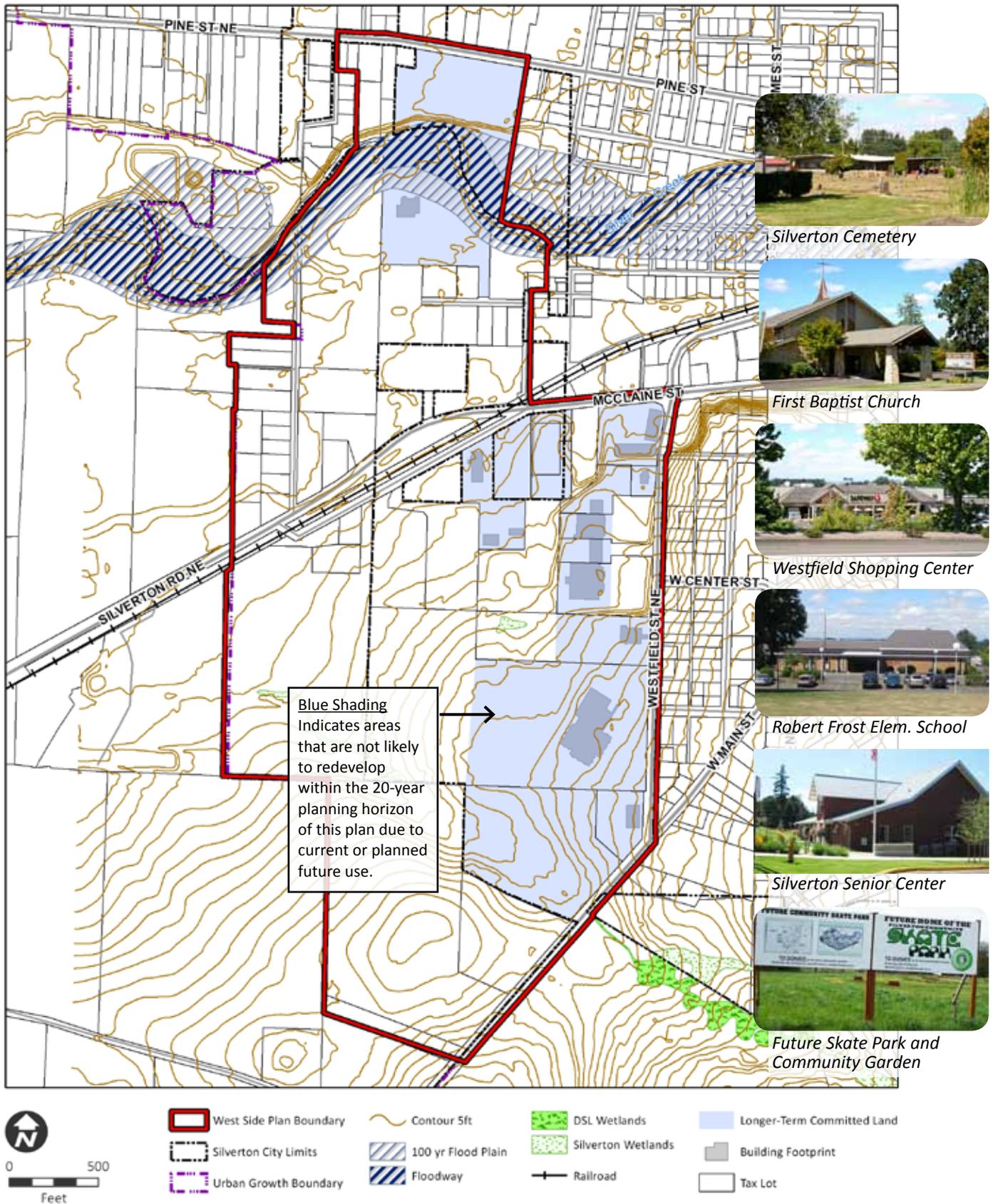


Silver Creek near the Silver Creek Fellowship

Figure 3. West Side in Context of the City



Figure 4. Development Constraints



Market Analysis Summary

In July 2011, a market analysis was completed for the study area that summarizes important demographic, economic, and real estate market conditions citywide, assesses the comparative advantages of the project study area, and addresses the amount, mix, and type of development the market is likely to support. The market analysis drew on recent analysis completed as part of the city's Economic Opportunities Analysis, stakeholder interviews, physical site assessments, and adopted forecasts from the city's 2006 Transportation Systems Plan. The key findings from the market analysis are as follows:

Overall Market Conditions

- Silverton's population is growing. Between 2000 and 2010, the city's population increased at an average annual rate of 2.7 percent, resulting in a 2010 population of 9,222 according to the U.S. Census. During the next 20 years, this trend of steady population growth is projected to continue, with a forecast population of 14,418 in 2030 in the Silverton Transportation System Plan.
- Silverton is known to be a small, comfortable bedroom community in which people live, then commute to work in Salem, Woodburn, or the Portland metropolitan area. The city has a very close-knit, small-town feel, with a variety of newer and older housing options.
- The city also has many attractive amenities including a new high school, well-attended senior center, and recently expanded hospital.
- Silverton is close to many tourist attractions including the Oregon Garden, Silver Falls State Park, and Mt. Angel's Oktoberfest.
- Silverton's downtown offers an attractive mix of local retail and an active downtown organization. Additionally, the city's retail offerings are primarily local with few regional or national food, service, and apparel options. The city's largest retailers are its grocery anchors and pharmacies including Safeway, Roth's, and Hi School Pharmacy.
- Silverton's proximity to Salem and distance from large, high-traffic freeways make it unlikely that Silverton will attract national or regional apparel retailers or shopping centers, so in the long-term, the city is likely to experience retail growth in the food and convenience retail to serve the local market and visitors.

Housing Market Conditions

- Silverton has seen significant housing development in the east and south sections of the city. The supply of housing throughout the city has included primarily single-family detached homes. There is only a very small supply of land zoned for multi-family development to accommodate young families, aging baby boomers looking to downsize, and affordable housing.
- There is demand in the market for more workforce/affordable housing and multi-family housing, which could be appropriate in the study area.

Commercial and Employment Market Conditions

- Silverton's highest concentration of vacant or partially vacant lots range between half an acre to five acres rendering it challenging to attract large industrial users and employment.
- The existing cluster of industrial land, existing food-related manufacturing, and proximity to agriculture help favor food and beverage processing industrial uses in the future.
- The highest amount of job growth in the market is expected to be in health services, professional and business services, leisure and hospitality, as well as retail within the next 20 years, according to the Economic Opportunity Analysis. The low existing surplus of commercial lands coupled with anticipated employment demand in commercial services suggests an opportunity for commercial development in the study area.
- Silverton's new hospital has been a source of substantial employment in the city as well as a valuable resource for its aging seniors. As is reflected nationally, health-related services and employment are expected to grow markedly in the coming years.
- The study area can accommodate expansion of community uses like the Senior Center and Hospital.

Visioning

As one of the first steps in the West Side Land Use and Transportation Plan, the first of two scheduled community meetings for the project was held on January 12, 2012 at the Community Center in Silverton. The community meeting was open to all members of the public. The City of Silverton widely advertised the meeting by sending notices directly to property owners, posting flyers in store windows, and placing a notice in the newspaper.

The meeting was a visioning workshop to identify the community’s desired future for the West Side of Silverton. Community members were asked to imagine that they had returned to Silverton twenty years in the future, the West Side Plan had been fully implemented, and that they really liked what they saw. The discussion focused on what they envisioned for the successful future of the West Side.

The project team compiled the feedback from the community meeting and identified the ideas that had the general support of the participants. These points of consensus were derived into vision concepts for the West Side. Elements in which the community expressed differing opinions were also gathered to form the basis for land use and transportation options.

The Project Advisory Committee reviewed the draft vision concepts created by the project team to ensure they were consistent with what was expressed at the community meeting. The group offered a few recommended changes and corrections based on their observations at the meeting.

The resulting vision concepts were confirmed by the participants at the second community meeting that was held on March 22, 2012.

West Side Vision Statement

As West Side of Silverton develops in the future, it should:

- Continue to contribute to the small town character of Silverton.
- Provide a beautifully landscaped entrance that recalls Silverton’s agrarian heritage and “Garden City” culture.
- Include a mixture of single-family and cottage style multi-family and senior housing that is well connected to schools, parks, and other amenities.
- Fill out the existing shopping center at the corner of Westfield and Silverton Roads.
- Provide local employment opportunities through light-industrial uses that are attractive and well designed.
- Create a network of open space, parks, and trails, including a greenway along Silver Creek to build upon and enhance the natural beauty of the area.
- Provide strong connectivity throughout the area for all modes of transportation.



Visioning work at the first public meeting



Urban Design Framework

As shown in Figure 5, the urban design framework illustrates the vision concepts for the area as developed with the community and creates a framework for the land uses and transportation options.

Local Connections

Streets are important not only as connections between spaces and places, but also because streets are spaces themselves. They are defined by their physical dimension and character as well as the size, scale, and character of the buildings that line them. The pattern of the street network is part of what defines a city and what makes each area unique. As the West Side develops in the future, a system of local streets should be developed to make new connections to adjacent areas and neighborhoods. The area should be easy to understand and navigate by car, bike or on foot.

Gateways

Gateway features help define towns and districts through the design of landscape, building, or art installations to symbolize an entrance or arrival to a special area or place. If they are unique and attractive, gateways help to establish the town's identity and send a signal, to visitors and residents alike, that the area is a special place that takes pride in itself. Gateways often feature physical structures, such as landmarks, public art, special signs, and highly visible archways or other drive-through entries. The main West Side gateway is upon arrival on Silverton Road. Secondary gateways include the entrance to town on Pine Street and the intersection of West Main and Westfield Streets near the Senior Center.



Example of an artistic monument-style gateway

Network of Parks and Trails

In addition to recreation and respite opportunities, parks and trails contribute to the area's sense of place and identity. The West Side is currently characterized by much open land and natural features that should be enhanced for their natural beauty and views. The existing and planned amenities, including the ball fields and open space of Robert Frost Elementary, the Silverton Senior Center, and future City dog park and skate park, should be connected to adjacent neighborhoods and other park as part of the City's overall open space network. Working with the natural topography and resources of the area, key features would include trail along Silver Creek and along the drainage way in the southern portion of the area and preservation of the views the "knoll."

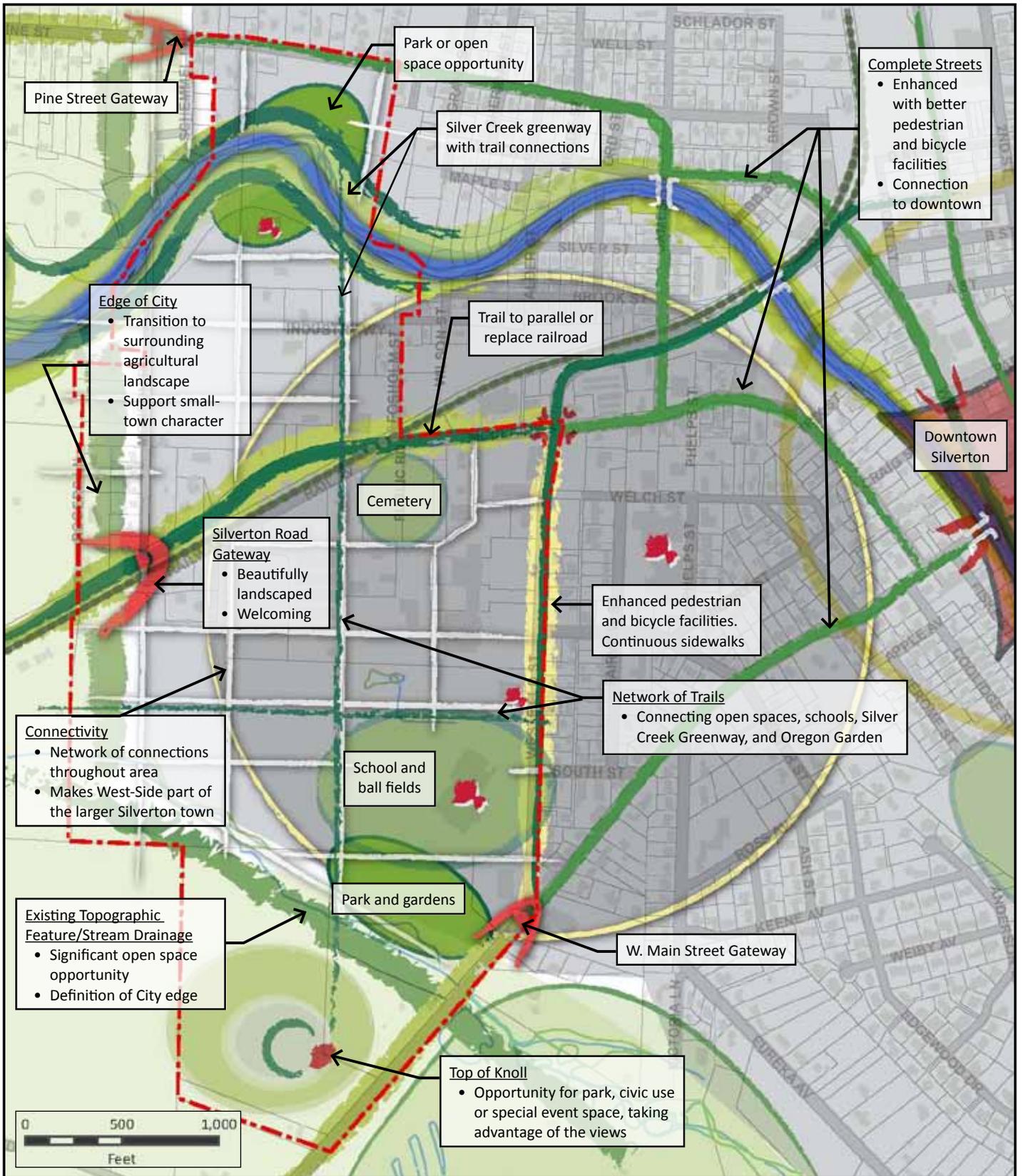


Example of a trail parallel to and separated from the railroad tracks

Westfield Street

Improvements should be made to make Westfield a more attractive and safe street for motorists, cyclists, and pedestrians. Continuous sidewalks should be provided from Silverton Road up to West Main to improve safety and comfort for pedestrians walking to the school, church parks, senior center, or residences. In addition, there are a number of tools that can be used to improve its appearance, such as well-maintained sidewalks, landscaping, decorative lighting, and signage. Increasing pedestrian safety can be achieved by making the pedestrian more visible through illuminated crosswalk warning devices and medians, which can also make the street more attractive overall.

Figure 5. Urban Design Framework



Land Use Concept

The land use concept reflects the urban design framework and market analysis and shows the desired location of residential, employment, commercial and civic land uses. The concept also shows special consideration for the two prominent natural features of the Silver Creek floodplain and the drainage area designated a “green buffer”. Parks, open space, and trails shall be incorporated into proposed developments in the locations as generally shown on the Land Use Concept Map, Figure 6.

The layout considers current uses and longer-term redevelopment potential, as well as community preferences. It also considers the urban design framework that calls for a transition from low to more dense development moving from the western edge of the City toward the center of town. The employment area is intended to be comprised of light industrial manufacturing and flexible space in an attractive business park setting in order to reduce potential conflicts between the employment uses and adjacent residential area.

Residential areas should include a mix of housing types. While multi-family housing is needed, it should not be placed in a single area. Rather, it should be integrated with single family housing throughout the area. Multi-family housing should be well designed to fit the scale and character of neighborhoods. All future residential developments should vary the types of housing provided. Developments of five to 10 acres should provide at least two housing or building types with each type comprising at least 20 percent of the total units. Developments greater than 10 acres should provide at least three housing or building types with each type comprising at least 20 percent of the total units, as allowed through the Planned Development application process.

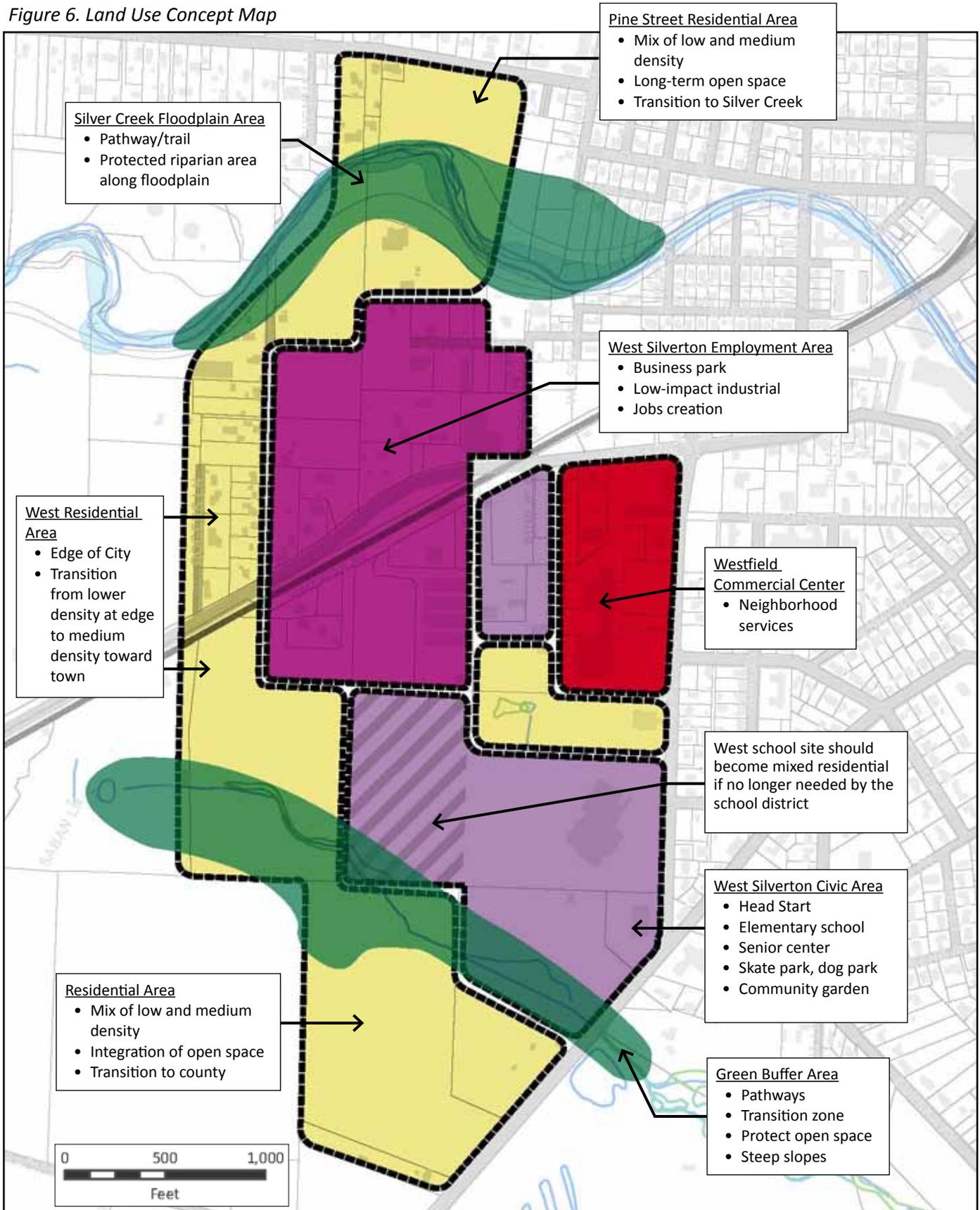


Example of cottage-style multi-family housing



Connections should consider multiple modes of transportation

Figure 6. Land Use Concept Map



Development Program

A development program is a narrative and quantitative description of how an area is recommended for development. Such a program serves as a guide to the physical planners (land planners, architects, landscape architects, and others) who have responsibility for translating the narrative and quantitative program into plans for physical land use, transportation, civic amenities, utilities, and more. A development program includes an overall identity for the area and how the plan unfolds over time.

The development program, therefore, translates the forecast growth into a range of land uses that is achievable and appropriate for Silverton's West Side area, reflecting its physical location, opportunities and constraints, and competitive position compared to other commercial and residential development opportunities in Silverton. Included in the program are the various civic and cultural land uses that complement private sector development to create a compelling sense of place that serves existing and future residents and employees of the area.

The program begins by allocating a reasonable share of Silverton's future residential growth to the study area. According to Marion County's Population Forecast Project, the population of Silverton is expected to grow to 14,418 by 2030, an annual growth rate of 1.3 percent. Assuming a comparable average household size (currently 2.71), the city will need 1,917 new dwelling units by 2030. Based on the Housing Element of the City's Comprehensive Plan, these units are expected to be

65 percent single-family homes, 35 percent multi-family homes, and five percent mobile homes. This results in a 2010-2030 demand for 1,246 new single-family homes, 575 multi-family units, and 96 mobile homes.

From this potential opportunity of housing, a fair share was allocated to the West Side area that reflected the following principles and conditions:

- Silverton has significant amounts of vacant single-family land on its east side, which are expected to accommodate much of the future growth for that type of housing.
- New commercial uses on the West Side will not compete directly with those in the historic downtown core. This means that commercial uses will be limited to larger retail buildings (that cannot fit in nor would be appropriate for the historic downtown) and employment uses (light industrial).
- Numerous properties throughout the West Side are already developed and are not likely to redevelop during the planning horizon, such as the elementary school, senior center, churches, shopping center, and cemetery, see Figure 4. Additionally, a few properties have been dedicated to open space and future City park facilities. Removing these lands from development consideration leaves roughly 142 acres of gross developable area in the West Side.

Therefore, the development program is as follows.

Land Use	Acres	Density	Amount	Notes
Gross Developable Area	142.0			
less 20% for ROW	-28.4			
less 20% for Open Space	-28.4			
Net Developable Area	85.2			
Housing			636	Total housing units
<i>Apartments</i>	5.2	25/acre	130	2-3 apartment sites
<i>Townhomes</i>	8.0	16/acre	128	2-3 townhome neighborhoods
<i>Senior Housing</i>	5.0	30/acre	150	1-2 senior housing developments
<i>Cottage Housing</i>	15.0	12/acre	180	Several cottage communities
<i>Single-Family Housing</i>	8.0	6/acre	48	Traditional single-family homes
Light Industrial	25.0	FAR 0.30	326,700	Small manufacturers, food processors
Commercial/Retail	12.0	FAR 0.35	182,952	Hotel, restaurants, services
Civic	7.0	FAR 0.30	91,476	Education, library, cultural
Total	85.2			

Source: Leland Consulting Group

Housing

Housing is a core element of the program for the West Side area. The housing program includes a range of different housing products in order to provide physical and architectural variety, to appeal to different market segments, and to allow for the property to develop in phases as market conditions evolve. Housing is an optimal use for the study area for several reasons:

- The study area includes and is close to a mix of amenities that would complement residential development including a school, Silverton Plaza, and Silverton Hospital.
- The study area's location on the west side of the city along Silverton Road offers a convenient commute to employment in Salem without requiring residents to drive through town.
- The market analysis indicates a demand for multi-family housing, a use for which there is a very limited supply of vacant land in Silverton.

The program is deliberately designed to include a range of housing types. This allows for the opportunity for housing to be built at many different price points and in many different configurations in order to appeal to a broad cross-section of Silverton's residents. This diversity also ensures a greater architectural variety, helping to ensure that as the area is built out, a residential neighborhood is the result rather than a single project. The following images describe some of the specific attributes of the various housing types that are included in the program.



Cottage Housing

- 8 – 14 du/acre
- 1 to 2 stories
- On-street parking, clustered in shared lot, or garages in alleys



Townhouse

- 12 – 20 du/acre
- 2 to 3 stories
- Surface parking or parking within each unit



Wood Frame Apartments

- 20 – 35 du/acre
- 2 to 3 stories
- Surface, garage, or tuck under parking



Senior Housing

- 25 – 35 du/acre
- 2 to 4 stories
- Surface, garage, or tuck under parking

Development Program

Employment Uses

Employment uses, which can include a broad mix of retail, office, and industrial uses, are an important element of the program. The concept plan includes two primary employment districts. One is a commercial retail and services area centered on the existing Silverton Plaza shopping center on Westfield Street. The second is a light industrial employment zone straddling both sides of Silverton Road in the center of the study area. The study area has several assets that make it an appropriate location for employment uses:

- The West Side area is located along Silverton Road, which serves as the western gateway to the city. This ensures convenience, visibility, and easy access. In particular, this means that trucks serving businesses do not need to navigate through the city center.
- The study area's proximity to the Oregon Garden is a strong advantage for retail tenants, as it offers visitors to the garden and its hotel nearby access to convenient shopping, restaurants, and cafes.
- Several parcels in the study area could potentially be served by rail, provided that spurs are constructed to provide site access.
- Much of the study area is undeveloped and has large lot sizes, providing flexibility for future users.

Silverton currently has a surplus of employment land according to the 2011 Economic Opportunities Analysis. However, the locational attributes of the study area may make it an attractive site for employment uses, drawing

more employment in the short term. This is also in keeping with the existing mix of uses in the study area along Silverton Road. Potential retail uses in the study area are not intended to compete with or draw business away from Silverton's downtown historic core. Downtown is the heart of the community and community feedback strongly supports reinforcing this role. Therefore, the intent of the plan is that retail employment uses in the study area will be limited to the Silverton Plaza area and those retail uses allowed in the City's light industrial zoning. This would include larger format retailers that would likely not locate in downtown Silverton due to parking, site size, and visibility constraints. Therefore, any retail development in the light industrial employment area of the study area is not expected to have a negative impact on the vitality of downtown Silverton.

Employment uses in the area could also include some services to support the new neighborhoods and surrounding businesses, particularly in the health care sector, which is projected to grow at a faster rate than other job sectors in Silverton. In the light industrial zone, small manufacturers and warehouses could locate in the area, particularly in the food processing industry, an existing business cluster in Silverton. At roughly one to two jobs per 1,000 square feet of building, the employment areas of the study area could accommodate between 500 and 1,000 jobs at full build out.

The following images summarize some of the attributes of potential employment uses that could locate in the light industrial and commercial areas of the concept plan.



Flexible Open Space

3,000 to 15,000 SF



Light Manufacturing

Production



Office/Warehouse

Showroom



Restaurant

2,000 to 4,000 SF



Hotel

75 to 100 units



Services

1,000 to 3,000 SF



Retail

Larger footprint
Noncompetitive with downtown

Employment/Residential Context

Employment and residential uses are frequently located next to one another without any significant conflicts. Several tools are available to ensure that employment and industrial uses do not create safety, health, or quality of life impacts on nearby residents. These can include:

- Building use guidelines that prohibit certain industries that have especially severe noise, traffic, or other external impacts. These uses are typically defined in the zoning code.
- Use of design standards to help screen industrial uses from view and to ensure a high quality of architectural design that is compatible with residential buildings.
- Separation of transportation access to keep trucks off of residential streets.
- Good neighbor agreements that open lines of communication and establish shared goals regarding business hours, noise, and other aspects.

Roadway Network

Figure 7 shows conceptual roadway alignments to serve future development in the area and how new streets might connect with the existing system. The ultimate alignment of new roads will depend on how parcels are developed in the future.

Southern Collector Road

Within the West Side area, new roadway connections will be Local Streets in the City's functional classification system. The exception to this is the roadway extending south of Silverton Road on the Monson Road alignment, which is assumed to be a Collector. There are two options for extending this new Collector roadway south to Main Street:

- Align collector along the northern edge of existing drainage, creating a T intersection at Main Street north of the Oregon Garden entrance; or
- Cross the existing drainage along the Monson Road alignment using a culvert, and then align collector along the southern edge of the drainage, creating a four-way intersection at Main Street connecting directly to the Oregon Garden entrance. This is the City's preferred option.

Fosholm Street Connection

To improve safety and circulation, access changes at the Fosholm Street/Silverton Road/Railway Street intersection are recommended. Northbound left turns and northbound through movements from Railway Street should be prohibited except for emergency vehicles (i.e., a raised island that is mountable for emergency vehicle movements could be used to channelize vehicles to turn right). Southbound through movements from Fosholm Street to Railway Street should be prohibited as well.



Intersection of Silverton Road and Fosholm Street from Railway Street

Railroad Crossings

Figure 7 shows where railroad crossings exist in the West Side area (in yellow), and where a future crossing could be located (in green).

- The crossings at Silverton Road/Fosholm Street, James Street, and Water Street would be unchanged.
- The railroad crossing shown at Monson Road is a realignment of the existing crossing at the west end of Railway Street.
- The new crossing between Monson Road and Fosholm Street would be for a future north-south roadway. Note that this crossing will not be possible unless the railroad is abandoned.

Trail Connections

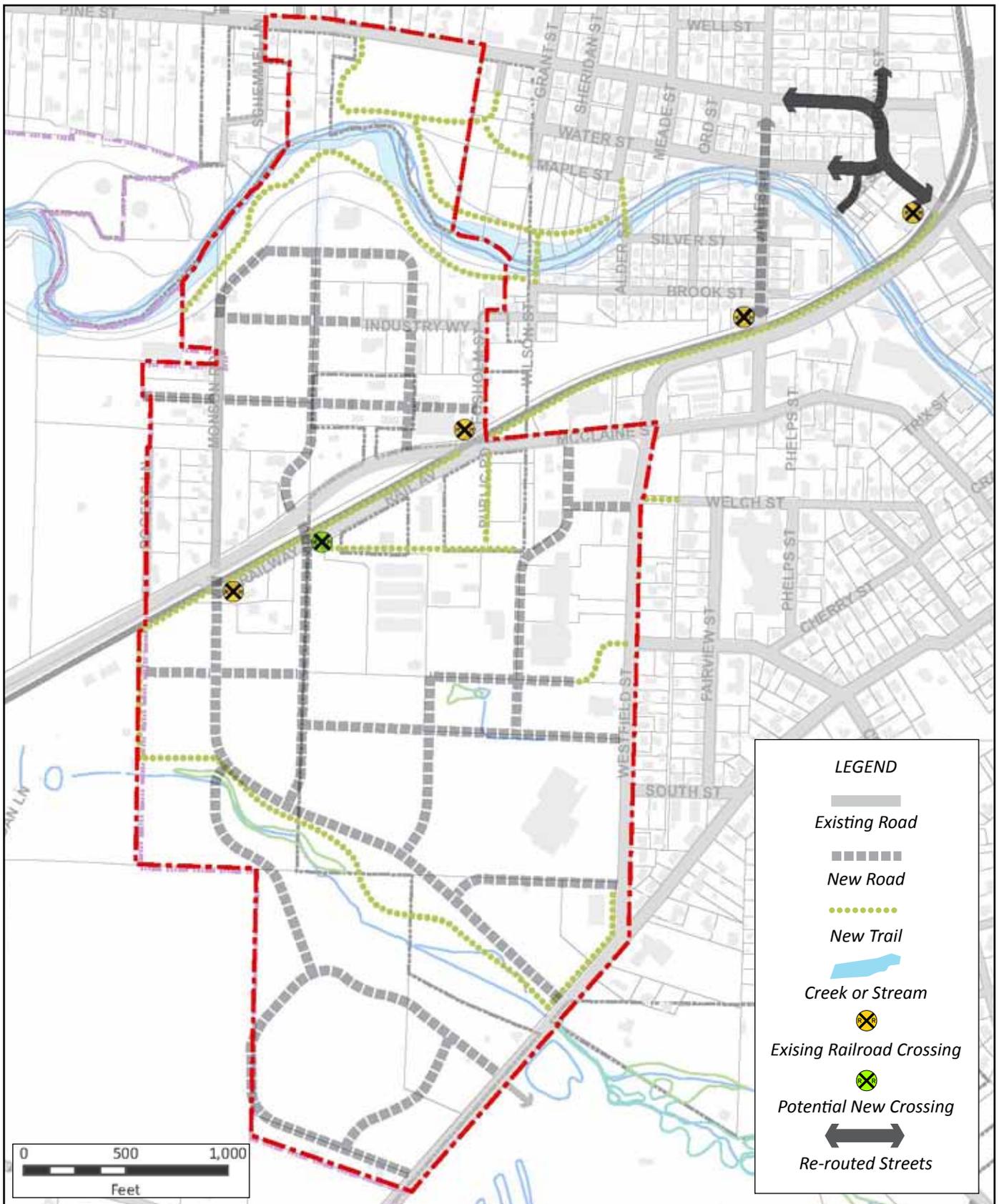
Trails provide convenient connections for pedestrian and bicycle travel through the West Side area. These connections are important because the proposed roadway system relies primarily on Local Streets, which do not include bicycle lanes or planting strips as part of the typical cross section. Conceptual alignments for trail connections are shown in Figure 7, including east-west trails along:

- Silver Creek
- Silverton Road
- the roadway alignment in the vicinity of Center Street
- the drainage in the southern part of the area

Opportunities for north-south connections should also be pursued. These include pathways or shared roadway treatments on:

- Monson Road south of Silver Creek
- Westfield Street between Main Street and McClaine Street

Figure 7. Roads and Trails Network



Brown Street Re-route

The recommended transportation network calls for re-routing Brown Street and making improvements to the James Street/Pine Street intersection. Traffic impact analysis conducted as part of the West Side planning effort found that under the proposed West Side land use concept, traffic operations at the James Street/Pine Street intersection fail to meet mobility standards and degrade from the existing Transportation System Plan (TSP) levels. The recommended improvements to mitigate the traffic impacts at this intersection and meet the State Transportation Planning Rule (TPR) requirements would re-route vehicles currently using James Street and Water Street to a new arterial link along Pine Street and Brown Street. The needed improvements to the Pine Street/James Street intersection could be implemented through a roundabout or a signalized intersection and could be determined at such time in the future when it is needed.

Because existing right-of-way on Brown Street and Pine Street will not accommodate the City's standard arterial cross section, strategies could be pursued to minimize impact on existing fronting uses. These strategies could include a design exception allowing a narrower cross section, such as:

- Removing the landscaping area between the roadway and the sidewalk
- Providing bicycle facilities on streets parallel to the new arterial link rather than on Brown Street and Pine Street

Figure 8. Brown Street Re-route



Figure 9. Signalized Intersection Option



30 mph Design Speed on James Street
 160' Taper Length
 14' Turn Lanes

The James Street bridge just south of Water Street is a constraint as it cannot be widened. Hence the maximum possible left turn storage length on the northbound approach is 80 feet.

Figure 10. Roundabout Intersection Option



- 120' ICD
- 20' Circulatory Roadway Width
- 10' Truck Apron

ROW Requirements: 6400 SF and
 7x Residential Buildings

Comprehensive Plan

The West Side Plan should be adopted as a refinement of the Silverton Comprehensive Plan. The Comprehensive Plan text should be amended to add policies pertaining to the West Side to Chapter 2, Urbanization. The West Side vision statement serves as the specific policies for the area. The current map designations of Commercial, Residential, Industrial, and Public/Semi-Public would continue to be used (with the exception of two properties noted below), but would be supplemented by the West-Side Plan vision statement.

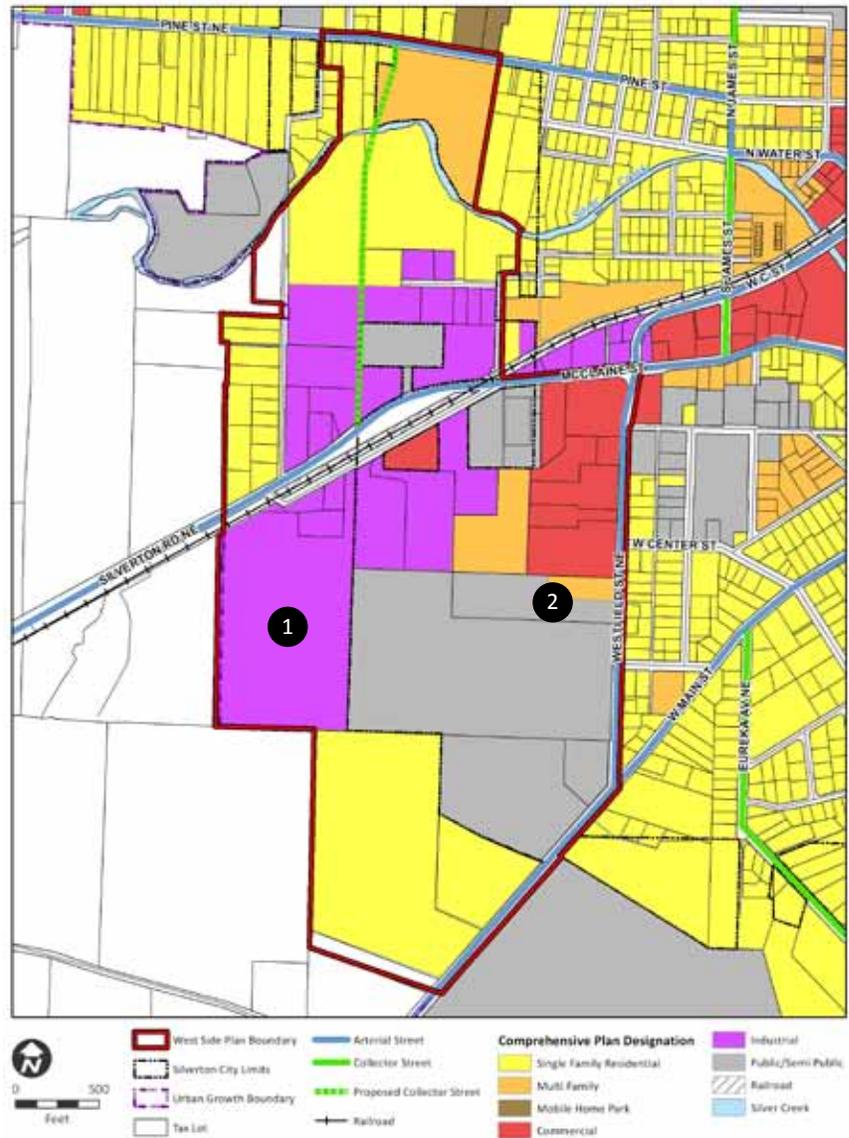
This approach provides guidance for policy and regulation development in the future at such time that properties are brought into the city limits. As part of the Comprehensive Plan, the West-Side Plan will provide the city's policies toward the character and development of the area.

This provides flexibility in implementation as the overall plan provides the vision and intent for the area without prescriptive regulations. It will show the desire for multi-use trails through green areas and also reflect the community's desire for the school property to become residential if the school district were to ever sell the western portion of its property.

The two property-specific amendments to the Comprehensive Plan Map, as shown in Figure 11, are:

- (1) The 24.5 acre property that forms part of the western boundary of the planning area immediately south of Silverton Road needs to change from Industrial to Single-Family Residential designation.
- (2) For the purpose of consistency with other church properties, the designation on the First Baptist Church property on Westfield Street should be changed to entirely Multi-Family Residential as opposed to its current split designation.

Figure 11. Comprehensive Plan Map



Development Code

Implementation of the desired mix of housing types and open space and trails can be achieved through the Planned Development Review process as stated in the Silverton Development Code. No amendments to the Development Code or zoning map are required.

The planned development review criteria require that “all relevant provisions of the comprehensive plan are met.” Since the West Side Plan will be a refinement to the Silverton Comprehensive Plan, the desired mixture of housing types and the creation of the open space and trails as shown in the West Side Plan would be criteria for approval in a planned development review.

Planned development review would be required for land division proposals for much of the developable residential land in the West Side. In addition, the Silverton Development Code allows the City to require properties that are subject to the Hillside Protection Overlay to be processed as planned developments.

The land use concept shows two areas of green open space with pathways. Each occurs along with a natural landscape feature: Silver Creek on the north and the steep drainage way on the south. Much of area is also covered by the Floodplain Overlay, Hillside Overlay, or both. This would cover the area along Silver Creek and some of the desired trail area in the south. In addition, the approval criteria already require the creation and conveyance of open space in a master plan. The trails could meet or contribute to meeting that requirement.



Hilly topography and tree lined drainage feature in the southern portion of the West Side area

Transportation System Plan

To implement the changes described in the West Side Transportation Plan, the following amendments to the City’s Transportation System Plan are needed:

- Remove the North-South Connector Project (replaced with local street connections).
- Add the Brown Street re-route as a new arterial corridor and improvement project.
- Add the James Street/Pine Street intersection improvements, which could have an option as either a signal or roundabout configuration to be determined through a design process.
- Consider changing the functional classification of Water Street between Brown Street and James Street to a local roadway (when Brown Street becomes the arterial corridor through the area). This could also include removing the pedestrian and bicycle improvement projects along this portion of Water Street; however, consideration should be given to keeping bike facilities on Water as a Local Street due to the right-of-way constraints associated with upgrading the classification of Brown & Pine to Arterial.



James Street approaching Water Street

The West Side Plan describes the desired future character of the area, focusing upon the few key actions needed to ensure new development is reflective of the community's values as the area is built out over time. As stated in the project purpose, development in the West Side area will be initiated and financed by the private sector (or public or nonprofit institutions in the case of schools and churches). The West Side Land Use and Transportation Plan is not intended to accelerate the pace of development or use public money to finance it. Rather, it articulates a vision for the future of the West Side, the desired pattern and character of land uses, and the transportation framework that will ensure that safe and efficient access is available for all transportation modes in the future. Therefore, the Plan will be implemented incrementally as property owners initiate development and market conditions support that incremental growth. Some actions to implement the Plan may be initiated immediately, and others will be initiated in the years to follow as development occurs.

The City should review the West Side Plan on a regularly scheduled basis, and make amendments as opportunity or changing community and economic circumstances necessitate. If there be a desire to change the vision statement or concepts, the Plan update process provides the mechanism for doing so within the context of reviewing the plan as a whole.

Short Term Actions

Actions that may be initiated immediately by the City of Silverton include a review of industrial zoning, parks and trails planning, and gateway and streetscape improvements. These are described below.

Industrial Zoning Review: Since the Plan will apply or retain existing industrial zoning designations in parts of the Plan area, the City needs to analyze allowed uses and standards within industrial zoning districts to assess: (1) the impacts on adjacent residential areas since the Plan envisions that employment and residential uses will be located in close proximity, and (2) limiting commercial enterprises to those that are not appropriate for and would not compete with downtown Silverton. This will ensure that commercial uses in industrial zones are in keeping with the vision described in this Plan.

Gateways and Streetscape: To determine the desired look, feel, and budget of gateway treatments, the City should initiate a gateway and streetscape plan.

Parks and Trails Planning: A network plan should be created to analyze trail alignments and identify priorities, feasibility and cost estimates for trails to connect the

greater Silverton area park system. It is important that more detailed planning of the trails network be done early so that development in the area can respond to the planned trail network before development actually takes place.

Property and Developer Outreach: Development of the West Side will be driven by market conditions and the decisions of current and future property owners in the area. These factors will impact the specific location, scale, character, timing, and mix of uses to be built. Maintaining ongoing communications with property owners will help the City of Silverton monitor and anticipate the phasing of development. Ongoing communications also helps to avoid surprises and fosters an atmosphere of cooperation where public and private infrastructure can be coordinated to maximize design opportunities and achieve cost savings. This outreach effort will require the designation of a specific staff person whose role (among their other duties) will be to maintain property owner outreach efforts and monitor development proposals.

Long-Term Actions

Longer term actions include ongoing development of roadways and trails as development occurs in the future. The Plan intends that the development of this infrastructure be built incrementally in response to the need for improvements by development that occurs within the area. Detailed planning and designs for these improvements would be conducted at that time. Road extensions through the project area and other on-site project infrastructure will largely be built by private developers as properties are developed. Off-site improvements such as nearby transportation improvements or utility upgrades will also be built only after certain level of service "triggers" are met. These projects may be built by the City of Silverton or utilities, but paid for in part through development fees generated by previous and concurrent development projects. Public amenities such as parks are also paid for in part through development impact fees, which are intended to generate revenues to expand the parks system to support the new population. This does not preclude additional funding through a community-wide bond measure that could accelerate the pace of development of the trail network and other parks elements that would benefit the entire Silverton community. Specific long-term actions are anticipated to include:

Transportation Network Improvements: The analysis indicates the Brown Street Re-Route is needed by 2020 in order to mitigate sub-standard operations in the a.m. peak hour at the James Street/Pine Street intersection. The signal at the James Street/Pine Street intersection will be needed by 2030. As traffic increases approach this threshold, the City of Silverton will need to develop more detailed designs and cost estimates for this intersection project.

Appendix A	Project Memorandum #1: Existing Conditions
Appendix B	Project Memorandum #2: Market Analysis
Appendix C	Project Memorandum #3: Community Meeting Summary - August 25, 2011
Appendix D	Project Memorandum #3B: Community Meeting Summary - January 12, 2012
Appendix E	Project Memorandum #4: Land Use & Transportation System Alternatives
Appendix F	Project Memorandum #5: Community Meeting Summary - March 22, 2012
Appendix G	Project Memorandum #6: Transportation Analysis Methodology
Appendix H	Project Memorandum #7: Preferred Land Use & Transportation System Alternative, Part 1 - Land Use
Appendix I	Project Memorandum #7: Preferred Land Use & Transportation System Alternative, Part 2 - Transportation System
Appendix J	Project Memorandum #7: Preferred Land Use & Transportation System Alternative, Part 2 - Appendix
Appendix K	Project Advisory Committee Meeting & Community Forum Summary - November 27, 2012
Appendix L	Comprehensive Plan Amendment
Appendix M	Transportation System Plan Amendment

West-Side Land Use and Transportation Plan
June 3, 2013