



# COMPREHENSIVE PLAN

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## SILVERTON, OREGON

Adopted July, 1979

Revised July, 1980

Revised July, 1989

Revised November 2000

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## INTRODUCTION

### WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan is a long-range policy guide for development of the community as a whole. The policies are based upon facts describing what presently exists and the future needs identified by the community. The plan is comprehensive because it covers ALL elements in the community--urbanization, housing, commerce, industry, land use, natural and historic resources, air and water quality, natural hazards, transportation, public facilities, and citizen involvement--combined in one planning document. The Silverton City Council and Planning Commission, along with the Marion County Commissioners and Planning Commission, use the Silverton Comprehensive Plan to guide decisions about Silverton's physical, social, and economic development.

### STATEWIDE PLANNING GOALS

Oregon Revised Statutes (ORS) Chapter 197, otherwise known as the 1973 Land Use Act, provides for the development and coordination of comprehensive plans through the statewide planning goals adopted by the Land Conservation and Development Commission (LCDC).

The Silverton Comprehensive plan and implementing ordinances were acknowledged by LCDC as being in compliance with the statewide planning goals on September 4, 1980. Silverton was among the first cities in Oregon to be acknowledged.

### PERIODIC REVIEW

As required by 1983 amendments to ORS 197 and because it was one of the first cities acknowledged, the City of Silverton began the process of periodic review or plan update for its comprehensive plan in 1984.

The purpose of periodic review is to update the plan and ordinances and to establish a formal process by which LCDC can determine that local plans remain in compliance with the statewide planning goals. To meet the statutory requirements of ORS 197, LCDC has adopted an administrative rule to interpret periodic review requirements for local jurisdictions. The four periodic review factors are:

1. Was there a substantial change in circumstances since plan acknowledgement?
2. Were goal amendments or new rules to interpret the goals adopted since plan acknowledgement?
3. Do any new state agency programs require a response by the City in its comprehensive plan and ordinances?
4. Do plan policies commit the City to particular actions?

The first and third factors do not apply to Silverton. Changes during the last 5 years although not "a substantial change", have been incorporated in the update, however, and the recommendations and inventories of the state agencies have been addressed or incorporated in the revised elements.

To address the second factor, citizens and staff determined the Silverton Comprehensive Plan most needed updating in the Urbanization (including land use and housing) element and the Public Facilities element. These elements address two of the new administrative rules that were adopted after acknowledgement of Silverton's plan. The City also revised its zoning ordinance in 1985 to better protect historic structures, the City's primary "Goal 5" resource; thereby addressing the administrative rule for that goal. The City will be applying to the State Historic Preservation Office in 1987 for a grant to complete a more detailed inventory of historic structures, even though the current inventory is adequate for goal compliance.

The third factor, actions required by plan policies, has been addressed in each of the revised elements. In most cases, the required actions involved implementation measures such as the revision of city ordinances or the provision of upgraded city facilities and services.

In October 1984, the City began its plan update process with a joint Planning Commission/City Council meeting at which major changes from 1979 and planning issues were identified. This was followed by a community meeting advertised in the local newspaper and attended by about 50 citizens. Statistics and maps identifying land use and zoning changes since 1979 were presented. The participants provided direction in the preparation of the plan update and suggested topics for new policy development. A draft urbanization element update was available for public review April 1, 1985, and discussed at a community meeting on April 13.

The meeting participants commented on the draft and suggested changes. The revisions were incorporated into the document and presented at the joint Planning Commission/City Council public hearing on May 16, 1985. The proposed plan element was adopted by the Council on July 1, 1985, subject to completion of the Periodic Review Order.

### **CHANGES IN SILVERTON SINCE 1979**

Development trends and events that have occurred since adoption of the Silverton Comprehensive Plan in 1979 were identified and considered in the 1985 urbanization element update. These include:

- Loss of population during the late 1970's and early 1980's.
- Annexation of about 30 acres to the City.
- Addition of about 2 acres to the Urban Growth Boundary (UGB)
- Improvement of sewer and water systems to better meet demands associated with projected population growth through 2005.
- Increase in multi-family residential development.
- Changes in plans for use of land owned by the school districts. Some property is likely to be sold during the planning period.
- Approved development of a large mobile home park on the northeastern edge of the City.
- Trend toward industrial expansion to the west of the city limits near city shops.
- Trend toward commercial growth in the area just north of the central business district.
- Initiation of an active program for downtown development and redevelopment.

Although these are the main changes in and near the City of Silverton since 1979, they are consistent with trends anticipated in the acknowledged plan. Therefore, the changes listed above do not constitute a "significant change in circumstances".

### **ACTIONS TO IMPLEMENT THE SILVERTON PLAN SINCE 1979**

A variety of actions have been taken since the adoption and acknowledgement of the Silverton Comprehensive Plan. These actions are summarized here in relation to the various statewide planning goals that apply to Silverton and the plan policies adopted by the City.

#### **Goals 1 and 2**

The City has applied the adopted provisions of its plan and ordinances that provide for citizen involvement in both plan development and implementation. The City has followed the land use planning procedures of its plan and the Goal 2 exception requirements when the UGB was amended.

**Goals 3 and 4**

These goals are implemented by means of the Urban Growth Boundary agreement with Marion County, which protects the resource lands surrounding the City from premature conversion to urban use.

**Goal 5**

Among the open spaces, natural resources, and cultural resources of Silverton, historic structures are most in need of protection and the resolution of potential conflicts over competing uses. The Oregon Downtown Development Association has nominated an Historic District in the downtown area. The City adopted a revised zoning ordinance provision in 1985 to better protect historic resources. The City has participated in a study of the adaptive reuse of the Eugene Field Elementary School in downtown Silverton. The City will apply to the State Historic Preservation Office for grants to continue to inventory historic structures.

**Goal 6**

The City has substantially improved the capacity of its sewerage treatment plant, thus improving water quality.

**Goal 7**

The City has enforced its adopted flood plain and slide hazard regulations.

**Goal 8**

The City has improved its parks and reopened the municipal swimming pool.

**Goal 9**

The City now has the sewer and water system capacity to serve its designated industrial areas. The City has also cooperated in efforts to improve the downtown business district.

**Goal 10**

The City has zoned additional land for mobile homes, permits other forms of affordable housing, and has amended the zoning ordinance to include more clear and objective standards.

**Goals 11 and 12**

In addition to upgraded sewer and water systems, the City has also initiated planning for participation in the Federal Aid Urban (FAU) highway program and identified needed street improvements. A public facility inventory has been completed and the Public Facilities element of the plan has been thoroughly revised.

**Goal 13**

The City has taken several steps to conserve energy, including: methane gas recovery in the new waste water treatment plant, installing a pool blanket on the city swimming pool, and an agreement with PGE to replace street lights with lower wattage fixtures by March 1986.

**Goal 14**

Silverton and Marion County have coordinated on the renewal application of the Urban Growth Boundary agreement, which was updated in 1986. The Urbanization element of the plan was thoroughly revised in 1985 with particular attention to the adequacy of the UGB to accommodate projected population growth and provide a variety of land for housing and economic development.

## ANTICIPATED FUTURE PLANNING ACTIVITIES

The plan element revisions and amendments to implementing ordinances have focused upon those topics most crucial for the future development of the City. Items needed for compliance with new administrative rules since the initial acknowledgement of the Silverton Comprehensive Plan are also addressed. There was not sufficient time or money to update every part of the comprehensive plan. However, plan policies were reviewed throughout the document and amended as needed. The City of Silverton intends to continue working to update the comprehensive plan on an element-by-element basis. The following schedule is anticipated:

- 1986 - Nominate downtown historic district.
- 1987 - Update Urbanization element and sections on housing and land use. Complete first periodic review.
- 1988- Update Transportation element. Update Economy element based on new Goal 9 or administrative rule.
- 1989- Update Public Facilities element (especially section on Capital Improvements Program). Update Energy element.
- 1990- Update elements for Goals 5, 6, 7, and 8.

This schedule is tentative and would depend upon a number of variables including the availability of funding, possible changes in statutes, the goals, or new administrative rules, and the decisions of the planning Commission and the City Council in response to the identified needs of the City.

## URBANIZATION

### GOAL

Provide adequate land to meet anticipated future demands for urban development in a logical and orderly manner.

### OBJECTIVES

1. Maintain a supply of buildable residential, commercial, and industrial land within the City's urban growth boundary (UGB) as allowed by state law.
2. Continue to work with Marion County to manage land development between the City limits and the UGB.
3. Consistently apply and enforce the City's development policies, codes, standards and other regulations to maintain community livability and ensure efficient use of land.

### Background Information

As part of the 1978-79 comprehensive planning effort, Silverton and Marion County established an Urban Growth Boundary (UGB) in accordance with State Land Use Planning Goal 14 (Urbanization). The boundary separates urban land from rural land; land inside the boundary is expected to become part of the City of Silverton in the future while land outside the boundary is expected to remain in agricultural use. The UGB is shown on Figure 2-1. Its size and location were based on an assessment of Silverton's future land needs, existing land use patterns and the suitability of land for urbanization. The methodology used in developing the UGB is described in the citizen involvement section.

In 1979, the City of Silverton and Marion County signed an Urban Growth Boundary management agreement specifying land use decision-making procedures for lands between the current city limits and the boundary. It also identified areas of mutual concern that are shown on Figure 1. Future land use in these areas will be coordinated between the City and the County to protect the land's potential for future urbanization.

In 2001, using a grant from the Oregon Transportation and Growth Management Program to prepare a Growth Alternative Plan for the City, the City conducted an inventory of buildable lands and evaluation of land needs for housing, commercial and industrial development, public and other land needs. These efforts were consistent with requirements of Oregon Revised Statute (ORS) 197. The study identified the amount of vacant and partially vacant land within the UGB, future housing and other land needs based on future population projections, and compared the projected need and current supply of land overall, as well as within specific Comprehensive Plan and zoning designations. Information from this analysis is included in the appendix, including buildable land inventory and land needs analysis for housing and economic land uses.

### Existing Land Use

Table 2-1 identifies existing land uses within the city limits and between the city limits and the UGB. They are divided into residential, public and semi-public, commercial and industrial land

categories. The number of acres used for right-of-way are also indicated. Trends in development and land uses are discussed below.

## **Residential Uses**

In 2001, according to Marion County Assessors data, approximately 709 acres were within the city limits and 353 acres outside the city limits, but within the UGB are zoned to accommodate residential development. Within the UGB, lands designated for residential homes account for about 48% of all land. About 93% of these lands are designated to accommodate single family homes. Relatively high population growth rates during the past decade have resulted in a significant number of new housing units constructed between 1989 and 2000 (almost 600 total dwellings). A significant percentage of the new units (38%) are multi-family dwellings. A large percentage of the multi-family units were constructed in two large developments which were built in the early 1990's. The current housing mix is 70.4% single family units, 21.7% multiple family units (including duplexes), 5% manufacture dwellings. This compares to 75.3% single family dwellings, 18.0% multifamily dwellings, 4.6% manufacture dwellings, respectively in 1990. Over the next 20 years, new units are expected to be 65% single-family, 30% multi-family and 5% manufactured homes in parks. Within the City limits, the percentage of residential land used for single-family homes has slightly decreased from 89% in 1979 to 87% in 2001.

## **Public and Semi-Public Uses**

About 274 acres is developed for parks, schools, government facilities and semi-public uses such as churches, hospitals and clinics. Over half of this land is used for schools, including both the new and old Silverton High School buildings, Robert Frost, Mark Twain and Eugene Field elementary schools. Additional land is used for the City's water and sewage treatment facilities, and park space such as Coolidge and McClaine Park, Old Mill Park, and the Town Square Park. The Oregon Garden currently covers approximately 140 acres. While this land is designated as public, and is owned by the City, it is leased to the Oregon Garden Foundation which operates the botanical garden. The Silverton hospital recently has had building additions to better serve the needs of not only the residents of Silverton but also the residents of the hospital's service area beyond the city limits. In addition to the Hospital's expansion, several new medical offices have located within the immediate vicinity of the Silverton Hospital. It is envisioned that not only will this development trend continue, but also that both additional future hospital expansions or future medical facilities near the hospital will require that lands currently designated Single Family Residential be redesignated to accommodate future medial related activities.

Urbanization

**Table 2-1: Land Use Zoned within the City of Silverton's Urban Growth Boundary (UGB)**

| Land Use (in acres) | Inside City limits |          | Between City limits and UGB |            | Total within UGB |       |         |       |         |
|---------------------|--------------------|----------|-----------------------------|------------|------------------|-------|---------|-------|---------|
|                     | Non-vacant         | Vacant * | Total                       | Non-vacant | Vacant *         | Total |         |       |         |
| <i>Residential</i>  |                    |          |                             |            |                  |       |         |       |         |
| Single Family       | 615.3              | 151.3    | 766.5                       | 351.1      | 121.5            | 472.6 | 966.4   | 272.8 | 1,239.2 |
| Multi Family        | 93.1               | 4.8      | 98.0                        | 1.1        | 0.0              | 1.1   | 94.2    | 4.8   | 99.1    |
| Sub total           | 708.4              | 156.1    | 864.5                       | 352.2      | 121.5            | 473.7 | 1,060.6 | 277.6 | 1,338.2 |
| <i>Public</i>       |                    |          |                             |            |                  |       |         |       |         |
| Schools             | 136.2              | 9.8      | 146.1                       | 0.0        | 0.0              | 0.0   | 136.2   | 9.8   | 146.1   |
| Other Public        | 119.5              | 42.6     | 162.1                       | 5.6        | 4.4              | 10.0  | 125.1   | 46.9  | 172.0   |
| Sub total           | 255.7              | 52.4     | 308.1                       | 5.6        | 4.4              | 10.0  | 261.3   | 56.8  | 318.1   |
| <i>Other</i>        |                    |          |                             |            |                  |       |         |       |         |
| Commercial          | 93.2               | 11.4     | 104.6                       | 18.8       | 0.0              | 18.8  | 112.0   | 11.4  | 123.5   |
| Industrial          | 68.3               | 52.6     | 120.9                       | 3.2        | 0.0              | 3.2   | 71.5    | 52.6  | 124.1   |
| Agriculture         | 10.2               | 116.3    | 126.4                       | 192.0      | 69.2             | 261.2 | 202.1   | 185.5 | 387.6   |
| Churches            | 3.0                | 0.0      | 3.0                         | 8.6        | 0.0              | 8.6   | 11.6    | 0.0   | 11.6    |
| Water               | 11.9               | 0.0      | 11.9                        | 0.4        | 0.0              | 0.4   | 12.3    | 0.0   | 12.3    |
| Rights-of-Way       | 208.2              |          | 208.2                       | 48.7       |                  | 48.7  | 256.9   | 0.0   | 256.9   |
| Total               | 1,359.6            | 388.8    | 1,747.6                     | 629.5      | 195.1            | 824.6 | 1,988.3 | 583.9 | 2,572.3 |

\* Figures for vacant land do not include partially vacant land described elsewhere in this chapter.

## Urbanization

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### Commercial Uses

Commercial land uses are concentrated in three areas – the Downtown, the Westfield Street/Silverton Road intersection, and along Highway 214 (north First Street). In 2001, commercial uses occupied about 112 acres of land within the UGB, or approximately five percent of total land of the community. During the 1990's there were a number of new commercial developments within the community. Most recent commercial development has occurred in the Westfield Street/Silverton Road area and adjacent to Highway 214. In addition to new construction there have been many buildings which have undergone tenant infill, or remodel of existing buildings. These have primarily occurred within the downtown core.

### Industrial Uses

Industrial uses occupy about 71 acres, 68 in the city and 3 between the urban growth boundary. There is approximately 124 acres of industrial lands within the UGB. Approximately 40 acres of industrial land were developed between 1985 and 2001. The majority of the industrially designated land is located either in the northeast corner of the City in the Silverton industrial Park; in the southwest quadrant of the community; or along North First Street. Land along North First contains land which, with the exception of Bruce Pac, is primarily more commercial oriented businesses rather than strictly industrial oriented. Land with the Industrial Park is fully serviced with city facilities. The industrial park was built in the early The Industrial Park is approximately one-third developed. Land in the southwest quadrant of the community, along the north side of Silverton Road in the area of the City shops, and along the south side of Silverton Road are currently not used for industrial activities and are not served by urban facilities.

### Vacant Land

As part of a study of the City's land inventory, needs and future growth, an inventory of buildable lands was completed in June, 2001. The inventory includes vacant and partially vacant or underutilized land. Partially vacant/underutilized properties are defined as those that theoretically could accommodate additional dwellings, given the size of the existing parcel and zoning (minimum lot size). For parcels larger than 0.75 acres, one-half acre is reserved for each existing dwelling unit; the remainder is considered buildable. For parcels smaller than 0.75 acres, half of the parcel is considered buildable. Underutilized parcels that likely could not be developed further, due to access or other constraints, are not included in the inventory. Parcels with environmental constraints, such as steep slopes (greater than 25%), wetlands and riparian areas, also have been removed. Parcels with moderate slopes (15-25%) are assumed to be buildable at half the density assumed for parcels in similarly designated zones.

The study indicates that there are 643 buildable parcels (in 2001), totaling approximately 963.1 acres of land within the Silverton UGB, including completely and partially vacant parcels. Once divided, these buildable parcels have capacity for significantly more than 643 building lots. A summary of net buildable land by zoning designation is shown in Table 2-2. The study indicates that most of the buildable land is zoned for residential use (733.6 acres), with the majority of the parcels being zoned R1 (single-family residential). Twenty-seven (27) of the vacant and underutilized parcels are zoned commercial. Forty-seven (47) vacant or underutilized parcels are zoned for industrial use. Just under half of the total buildable acreage is within parcels that are completely vacant (460 acres); the remaining 503 acres are within partially vacant parcels.

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**Table 2-2. Net Buildable Land Categorized by Zone**

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| Zoning Designation                | Number of Parcels | Total Acres  |
|-----------------------------------|-------------------|--------------|
| <i>Residential</i>                |                   |              |
| R-1 (single family)               | 524               | 711.8        |
| RL (multi-family low density)     | 18                | 4.9          |
| RM (multi-family medium density)  | 0                 | 0.0          |
| RH (multi-family high density)    | 2                 | 16.8         |
| <b>Subtotal</b>                   | <b>544</b>        | <b>733.5</b> |
| <i>Commercial</i>                 |                   |              |
| C1 (residential commercial)       | 1                 | 0.9          |
| C2 (retail business district)     | 8                 | 1.9          |
| C3 (commercial business district) | 18                | 15.8         |
| <b>Subtotal</b>                   | <b>27</b>         | <b>18.6</b>  |
| <i>Industrial</i>                 |                   |              |
| IP (industrial park)              | 28                | 75.6         |
| I2 (limited industrial)           | 4                 | 9.3          |
| I3 (general industrial)           | 15                | 34.4         |
| <b>Subtotal</b>                   | <b>47</b>         | <b>119.3</b> |
| <i>Other</i>                      |                   |              |
| AG (agriculture/urban reserve)    | 7                 | 35.8         |
| PUB (public)                      | 15                | 59.7         |
| PUD (planned unit development)    | 3                 | 0.5          |
| <b>Subtotal</b>                   | <b>25</b>         | <b>96.0</b>  |
|                                   | <b>643</b>        | <b>967.4</b> |
| <b>Total Net Buildable Land</b>   |                   |              |

Sources: City of Silverton Planning Department Records; Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

**FUTURE LAND NEEDS**

Future land needs are based on population and employment projections. These are translated into a projected need for residential land, as well as property for businesses, public and other facilities or institutions needed to support the future population. Specific land needs are discussed in detail in the following sections.

**Population Projections**

Coordinated population and employment growth rates and projections agreed upon by the City, County and State of Oregon in 1999 were used as a starting point to estimate future population in the city. They are based on the statewide population projections for each county developed by the Oregon Office of Economic Analysis. Counties have the responsibility for allocating their population

among incorporated cities and the unincorporated area within the County. State (DLCD), county and city staff have reviewed and agreed upon those population projections. In addition, Marion County has coordinated population projections for all the 19 cities within the county. These projections have been updated to be consistent with more recent population data available from the Year 2000 US Census. The 2000 population in the City of Silverton (within the city limits) is 7,414. The year 2020 population is projected to be 9,965 for the area within the City's UGB. Tables 2-3 and 2-4 show the expected change.

These projections assume an average annual growth rate of about 1.9%. This growth rate appears reasonable in light of historical growth rates and previous estimates. Recent growth rates (1990-2000) have been higher than average in Silverton, Marion County and the state of Oregon, averaging approximately 2.9%, 2.2% and 1.9%, respectively. However, growth rates over the last 20 years, which included periods of both rapid and slow growth, were lower, averaging approximately 1.9%, 1.7% and 1.3% for Silverton, Marion County and Oregon, respectively, (see Table 5 and Chart 1). The rate assumed for this update of the Comprehensive Plan takes a conservative approach that is consistent with trends over the past twenty years and with projections coordinated between the city, county and state planning agencies.

Table 2-3. Population Trends and Projections, Silverton, Marion County and Oregon, 1980 - 2020

| Area                 | Population |           |           |           | Growth Rates |           |           |
|----------------------|------------|-----------|-----------|-----------|--------------|-----------|-----------|
|                      | 1980       | 1990      | 2000      | 2020      | 1981-1990    | 1991-2000 | 2001-2020 |
| <b>Silverton *</b>   | 5,168      | 5,635     | 7,414     | 9,965     | 0.9%         | 2.9%      | 1.9%      |
| <b>Marion County</b> | 204,692    | 228,483   | 284,834   | 378,208   | 1.1%         | 2.2%      | 1.4%      |
| <b>Oregon</b>        | 2,633,000  | 2,842,321 | 3,421,399 | 4,326,000 | 0.8%         | 1.9%      | 1.2%      |

Sources: YR. 2000 US Census; Oregon Office of Economic Analysis

### Housing Units by Type and Density

Housing needs are based in part on a model and data developed jointly by the Oregon Departments of Housing and Community Development and Land Conservation and Development (OHCD and DLCD). The OHCD/DLCD model estimates the current number of owner and rental housing units within the City of Silverton using population estimates developed by the Portland State University Center for Population Research and housing tenure information derived from the Consumer Expenditure Survey that is conducted each year by the U.S. Bureau of Labor Statistics. The number of units needed by the year 2020 is then estimated for Silverton's UGB. The estimates provided by the OHCD/DLCD model have been updated to be consistent with the updated population data indicated by the year 2000 Census. Because Oregon law requires that housing needs be estimated according to type of structure (single-family, multi-family and manufactured homes in parks), the OHCD/DLCD model was used primarily to identify the total number of housing units needed.

The model assumes an average size of 2.75 persons per household for the year 2020. This figure has been modified slightly (to 2.70 persons per household) to incorporate more current Census data. The average household size is expected to decrease somewhat in the future based on national trends related to lower birth rates and a higher percentage of older and other households without children. Table 2-4 summarizes total future household projections.

| Year | Population | Persons in Group Quarters | Occupied Housing Units/ Households | Average Persons per Household | Vacant Units | Total Dwelling Units | Vacancy Rate |
|------|------------|---------------------------|------------------------------------|-------------------------------|--------------|----------------------|--------------|
| 2000 | 7,414      | 80                        | 2,558                              | 2.71                          | 149          | 2,707                | 5.5%         |
| 2020 | 9,965      | 116                       | 4,060                              | 2.65                          | 203          | 4,263                | 5.00%        |

Source: 2000 US Census

As indicated above, future housing needs must be estimated according to housing structure type (single-family, multi-family and manufactured homes in parks). The average density of each type of development also must be estimated to determine residential land needs. The projected need and demand for different types and densities of housing depends on a variety of factors, including characteristics of residents (age, income, family type, household size) and housing (construction and land cost, appearance, location, etc.), as well as current and recent market trends.

Between 1989 and 2000, single-family housing accounted for 56.4% of all new housing constructed, at an average density of 4.0 units per acre. Multi-family housing accounted for 38.3% of all units, at an average density of 13.9 units per acre. Manufactured homes in parks made up the remaining 5.3%, at an average density of 8.5 units per acre. All average densities are net (i.e., do not include land needed for roads). The average density for all housing built during this period was approximately 6.1 units per net acre. This information is summarized in Table 2-5.

| Type of Housing             | Units built | Percent of total | Average Lot Size |                  |
|-----------------------------|-------------|------------------|------------------|------------------|
|                             |             |                  | (sq. ft.)        | (units per acre) |
| Single family               | 346         | 56.4%            | 10,045           | 4.2              |
| Multi-family                | 235         | 38.3%            | 2,744            | 13.9             |
| Manufactured homes in parks | 33          | 5.3%             | 4,994            | 8.5              |
| <b>Total/Average</b>        | <b>614</b>  | <b>100.0%</b>    | <b>5,928</b>     | <b>8.9</b>       |

Sources: City of Silverton building permit and subdivision approval data, 1989 – 2001; City of Silverton Buildable Land Inventory and Land Needs Analysis, Cogan Owens Cogan, 2001

In evaluating the need for specific types of housing and densities, in addition to the historical data summarized above, the following assumptions were used:

- Given housing market and affordability conditions and trends, the demand for multi-family housing witnessed during the past decade (1990-2000) is expected to continue. However, given projections for similar sized communities in the Willamette Valley, the proportion of multi-family housing to be built between the years 2000 and 2020 is expected to be lower than in the

previous decade however, the average density of multi-family housing is expected to mirror that built in recent years.

- There will continue to be a need for government assisted housing for people with very low incomes. Approximately 15% of all households are below the federally defined poverty level.
- The density of single-family residential development is expected to increase (relative to current densities) to approximately 5 units per acre (average lot size of 8,500 square feet). This assumption is based on the following factors:
  - An expected increase in the market for single family attached housing and houses on smaller lots which require less maintenance desired by an older population and new residents who have moved to Silverton from more urban communities.
  - Average lot sizes in new developments have decreased over time.
  - The relatively high cost of land and housing in the Silverton area will provide incentives for home buyers and developers to build on somewhat smaller lots.
- A continued need for manufactured homes in parks as a form of affordable housing for some low income residents is projected.

Future housing needs are summarized in the following table. It indicates that single-family homes are expected to account for 60% of all units, while multi-family units (including duplexes) and manufactured homes in parks are projected to account for 35% and 5% of total dwellings, respectively. The analysis indicates that demand for manufactured housing in parks can be met by the existing supply of lots available in approved mobile home parks.

**Table 2-6. Projected Future Housing Needs, Silverton, OR, 2000 - 2020**

| Type of Housing             | Percent of all units | Total units  | Average density (units/acre) |
|-----------------------------|----------------------|--------------|------------------------------|
| Single family               | 60.0%                | 897          | 5.0                          |
| Multi-family                | 35.0%                | 596          | 13.9                         |
| Manufactured homes in parks | 5.0%                 | 84           | 12                           |
| <b>Total/Average</b>        | <b>100.0%</b>        | <b>1,577</b> | <b>10.3</b>                  |

Source: City of Silverton Buildable Land Inventory and Land Needs Analysis, Cogan Owens Cogan and Ecotrust, 2001, Table 2.8

**LAND NEEDS BY ZONING DESIGNATION**

**Residential Land Needs**

To compare the supply of and need for land in specific zoning designations, housing and land needs have been identified for each current plan and zone designation in the city. They include:

*Comprehensive Plan*

- Single Family Residential
- Multiple Family Residential

*Zoning Ordinance*

- Single Family Residential (R1) – minimum lot size of 7,000 – 8,000 square feet (4 – 6 units per acre)

- Multiple Family Residential, Low Density (RL) - 7 - 10 units per acre
- Multiple Family Residential, Medium Density (RM) - 10 - 20 units per acre
- Multiple Family Residential, High Density (RH)- 20 – 32 units per acre

In addition to these zones, the city also has a Planned Unit Development (PUD) zone which can be designated within any base zone. Maximum densities are not prescribed for the PUD zone. Single family dwellings are allowed in all residential zones, as are “senior care facilities.” Duplexes are allowed as a conditional use in the R1 (single-family) zone and outright in all multi-family zones. Manufactured home parks are allowed only in the RH zone. Certain types of multi-family developments are allowed in all multi-family zones. However, dormitories, boarding houses, rooming houses, apartment complexes, retirement and rest homes are allowed only in the RM and RH zones. Based on these allowable uses and historic development patterns, specific types of housing have been allocated to zoning designations as shown in Table 2-7.

| Housing Type                           | Plan Designation |     |    |     | Total |
|--|------------------|-----|----|-----|-------|
|  | R1               | RL  | RM | RH  |       |
| <i>Single Family</i>                   |                  |     |    |     |       |
| Detached                               | 50%              | 5%  |    |     | 55%   |
| Attached (row house)                   | 3%               | 2%  |    |     | 5%    |
| <i>Multi-family</i>                    |                  |     |    |     |       |
| Duplex                                 | 4%               | 6%  | 2% |     | 12%   |
| Medium density MF                      | 4%               |     | 6% | 2%  | 12%   |
| Apartment                              |                  |     |    | 11% | 11%   |
| <b>Manufactured homes<br/>in parks</b> |                  |     |    | 5%  | 5%    |
|  |                  | 13% | 8% | 18% | 100%  |
| <b>Total</b>                           | 61%              |     |    |     |       |

Source: City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

Land needs for each type of housing and zoning designation are shown in Table 2-8. This table indicates both the net densities and resulting land needs for housing units only, and the gross densities resulting from the addition of land needed for roads and other public rights-of-way. In summary, based on this scenario, the city will need at least an estimated total of 315.5 acres of residential land to support future housing – 257.7 acres zoned for single-family residential use and 57.8 acres in multi-family zones. Additional land also is included in these figures to account for the fact that land is not developed at maximum efficiency. With individual parcels, particular smaller and partially vacant parcels redeveloped to accommodate additional housing, a portion of the parcel is generally left over after assigning a given number of lots or units at an average density. In other words, this analysis takes into consideration both the need for land at a certain density and the supply of available properties and buildable lots.

| Table 2-8. Future Land Needs by Zoning Designation, Demographic Analysis |              |                  |              |                     |                    |              |                  |
|--|--------------|------------------|--------------|---------------------|--------------------|--------------|------------------|
| Zoning Designation   | Units        | Net Density/Acre | Net Acres    | Net to Gross Factor | Gross Density/Acre | Gross Acres  | Refined Estimate |
| <i>Single Family (R1)</i>  | 949          | 5                | 190          | 77%                 | 3.9                | 243.3        | 257.7            |
| <i>Multi-family</i>  |              |                  |              |                     |                    |              |                  |
| <b>Low Density (RL)</b>  | 187          | 9.8              | 21           | 80%                 | 7.8                | 25.9         | 27.4             |
| <b>Medium Density (RM)</b>   | 140          | 14               | 9            | 80%                 | 11.2               | 11.2         | 11.8             |
| <b>High Density (RH)</b>   | 280          | 20               | 14           | 80%                 | 16                 | 17.5         | 18.5             |
|  |              | <b>12.2</b>      | <b>233.3</b> | <b>78%</b>          | <b>9.7</b>         | <b>297.9</b> | <b>315.5</b>     |
| <b>Total</b>   | <b>1,556</b> |                  |              |                     |                    |              |                  |

Source: City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

Note: Some single-family units are expected to be constructed in multi-family zones, based on historical trends. Therefore, the number of units in single-family zones is lower than the number of total single-family units indicated in Table 2-6.

Commercial Land Needs

Under a grant from the Oregon Department of Land Conservation and Development, a study was conducted to evaluate future economic development strategies, trends, policies and the need for future additional commercial and industrial land. The study identifies economic development strategies and policies and a corresponding range of potential needs for commercial land to meet future employment needs. Land needs are based on future employment estimates and average or typical ratios of employees per acre for specific types of businesses, also referred to as standard industrial classifications. Low and high estimates are summarized in Table 2-9.

High estimates correspond to historic ratios of employees per acre. Low estimates correspond to more efficient land uses investigated in the study and assume the following:

- Some new future commercial uses will be accommodated on existing underutilized or redevelopable commercial land.
- More efficient use of commercial land and other resources will result in higher sales per square foot, resulting in higher ratios of employees per acre for commercial businesses.

| Table 2-9. Future Commercial Land Needs |              |               |
|---|--------------|---------------|
|   | Low Estimate | High Estimate |
| <i>Commercial zones</i>                 | 14.2         | 22.7          |

Source: Silverton Economic Development Study, Russ Beaton, 2001

As noted previously in this document, currently (2001) 18.6 acres of land designated for commercial use are located within the city. This figure incorporates land which is vacant and considered to be underutilized. This would be enough land to meet the lower estimated need if land is developed in a

## Urbanization

manner as efficiently as possible. This inventory is slightly less than would be needed to meet the higher estimate.

### Industrial Land Needs

The study conducted by Russ Beaton also projects the need for future industrial land using the same methodology as that utilized for commercial land need estimates. As with commercial land needs, industrial land needs are based on future employment estimates and average or historic ratios of employees per acre for specific standard industrial classifications corresponding to industrial employers. High and low estimates of land need were developed for traditional and more efficient land use alternatives. In this case, the more efficient alternative assumes lower estimates of employment for what are considered typical "base" industrial sectors, (e.g., manufacturing), and relatively higher employment in other sectors. Needs are summarized in Table 2-10.

**Table 2-10. Future Industrial Land Needs**

|                         | Low Estimate | High Estimate |
|-------------------------|--------------|---------------|
| <i>Industrial zones</i> | 11.7         | 29.3          |

Source: Silverton Economic Development Study, Russ Beaton, 2001

The analysis indicates a range of land need for industrial uses that varies depending on the direction the area's economy takes over the next twenty years. For planning purposes, a mid-range estimate is used to as a basis for estimating industrial land needs for the next 20-years. With over 52 acres of land designated for industrial uses, the City has an inventory for more than 40 years at the projected rate of development.

### Public Land Needs

These future land needs are separated into four categories: schools, parks and recreation, other municipal uses, and non-residential (semi-public) uses in residential zones.

#### Schools

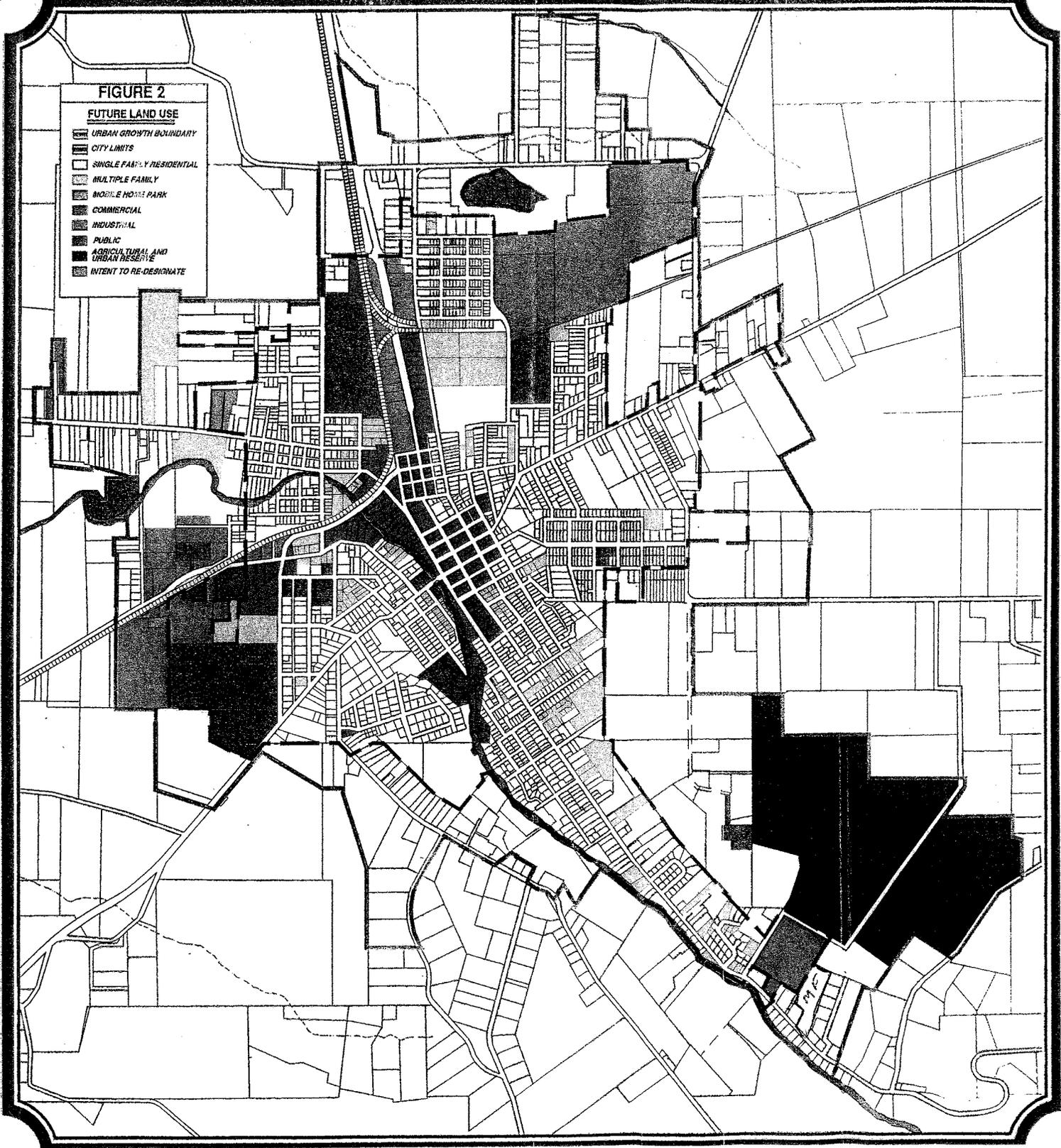
The Silver Falls School District currently has five school sites - the Eugene Field and Robert Frost Elementary schools, the Mark Twain School, the former and current high school sites. The district also owns a 10.0-acre site on Steelhammer Road and 12.0 acres of land adjacent to the Robert Frost school. The School District recently conducted a study of future land needs. The District projects that it has adequate land to meet future (20-year) needs for junior high and high schools, but expects to need one new elementary school during this period, requiring approximately 15 acres of land.

A portion of the district-owned land adjacent to the Robert Frost School is not needed for school expansion and likely will be made available for other uses. Likewise, the Steelhammer Road site is not large enough for a new elementary school, although it may be in a desirable location for a new school. It is also possible that the Eugene Field School site may be converted to another use, but this site is not vacant, making disposal more difficult than the other sites. If these properties cannot be used as school sites, the School District likely would sell or exchange them for other property making them available for other uses. Given its total vacant land holdings (22 acres) and projected need (15 acres), the School District has concluded that it has adequate land to meet future school needs, though some existing land eventually may be exchanged for property in other locations.

**FIGURE 2**

**FUTURE LAND USE**

-  URBAN GROWTH BOUNDARY
-  CITY LIMITS
-  SINGLE FAMILY RESIDENTIAL
-  MULTIPLE FAMILY
-  MODERATE HOUSING PARK
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC
-  AGRICULTURAL AND URBAN RESERVE
-  INTENT TO RE-DESIGNATE



**PARKS, RECREATION AND OPEN SPACE**

The city has a variety of park and recreation facilities, several of which are owned by the Silverton School District. They are summarized in Table 2-11.

| <b>Table 2-11. Park and Recreation Facilities</b> |                   |                        |                     |
|---|-------------------|------------------------|---------------------|
| <b>Facility</b>                                   | <b>City owned</b> | <b>School District</b> | <b>Size (acres)</b> |
| <b>Playgrounds</b>                                |                   |                        |                     |
| Coolidge-McClaine Park                            | █                 |                        | 0.3                 |
| Lincoln Street                                    | █                 |                        | 0.1                 |
| Eugene Field School                               |                   | █                      | 2.0                 |
| Robert Frost School                               |                   | █                      | 2.0                 |
| Mark Twain School                                 |                   | █                      | 1.0                 |
| <b>Playing fields</b>                             |                   |                        |                     |
| Robert Frost School                               |                   | █                      | 6.0                 |
| Mark Twain School                                 |                   | █                      | 7.0                 |
| High School                                       |                   | █                      | 21.0                |
| <b>Community Parks</b>                            |                   |                        |                     |
| Coolidge-McClaine Park                            | █                 |                        | 8.3                 |
| Olde Mill Park                                    | █                 |                        | 7.5                 |
| Lincoln Street NH Park                            | █                 |                        | 0.1                 |
| Mark Twain School                                 |                   | █                      | 5.0                 |
| Robert Frost School                               |                   | █                      | 25.0                |
|   |                   | <b>69.0</b>            | <b>85.4</b>         |
| <b>Total Acres</b>                                |                   | <b>16.3</b>            |                     |

Source: City of Silverton; Cogan Owens Cogan

Note: Acreage amounts for the high school are based on the old high school. These estimates should be modified in the future to reflect conditions and plans for the school district's new high school. Future construction phases for the school propose to include additional playing fields and other recreational facilities.

The City recently developed a Parks and Recreation Master Plan. Findings from that effort indicate a future (through 2020) need for approximately 45 additional acres of land for park and recreational facilities, including about 15 acres of land for neighborhood parks and 30 acres for community park and recreational facilities. These estimates include land for playing fields, playgrounds and other facilities. They assume shared use and shared responsibilities for maintaining and improving School District properties that are available for non-school, community recreational use.

### **Open Space and Natural Areas**

Though the previous updates of this plan have not included an estimated need for land devoted to undeveloped open space or wildlife habitat, the city contains a number of areas that may serve this purpose. The riparian areas of Silver Creek are habitat for trout and other fish. Much of this area is within the floodway and restricted from development. This land already has been subtracted from the inventory of buildable land, including a buffer area on either side of the creek. Similarly, wetlands and steep wooded slopes of 25% or more have been identified as physically constrained and subtracted from the inventory of buildable land. To the extent that this land is undeveloped, it may effectively meet open space needs, whether publicly owned or not. The park and recreation study referred to above also may evaluate this issue in more detail.

### **Other Municipal Uses**

Other public land uses typically include wastewater and water treatment facilities, solid waste disposal sites, and city administrative or service facilities. At this time, city plans indicate that there is adequate land available to meet wastewater and water treatment facility needs over the next 20 years. Wastewater treatment facilities have the capacity to serve approximately 10,000 people, which is consistent with the 2020 population estimate. Similarly, it is estimated that the city water treatment facility has adequate capacity to meet population needs over the next 20 years. The city disposes of its solid waste at facilities outside of Silverton and does not project the need for any additional land for these types of facilities.

At this time, the city does not have plans to construct any new administrative offices during the planning period. However, the city projects the need for a new police department facility during the next 20 years. A potential need of approximately 3.0 acres is estimated for this facility.

### **Non-Residential Uses in Residential Zones**

Some residential land will be devoted to churches, service organizations or similar uses that typically are allowed and located in residential areas. Land needs for such uses typically are determined using a standard ratio of acres needed per 1,000 people or some other population unit. A ratio typically used in other communities is approximately 3.0 acres per 1,000 people. Over the next 20 years, approximately 2,500 new residents are expected to live in Silverton. Using the standard from above, this would generate the need for approximately 7.5 acres of land for these types of uses.

In summary, there is a shortage of land in public ownership to meet future park and open space needs. It is expected that this land will be acquired over time from private property owners, but some of this land need may be met through land transfers from other public agencies. The majority of private land likely to be used for these purposes is currently zoned for residential or agriculture/urban reserve use.

## **FUTURE LAND USE DESIGNATIONS**

Figure 2-2 illustrates the expected future land use within the urban growth boundary for the year 2020. The land use designations on the figure are intended to serve as general guidelines for future development patterns. Implementation of these guidelines will be accomplished by adherence to the land use policies of the Plan. The major tools for carrying out these policies are Silverton's zoning and subdivision ordinances.

### **Single Family Residential**

The "Single Family Residential" designation is made up of lands currently within the city limits that are available for urban density residential development and lands outside the city limits that can be

## **Urbanization**

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made available for urban density residential development when it is needed and urban facilities and services are available.

Lands in the "Agricultural/Urban Reserve" designation can be developed for residential use. Future residential development is discussed in the Housing element of the Plan and in the land use policies of the Urbanization element of the Plan.

### **Multiple Family Residential**

The "Multiple Family Residential" designation includes lands currently used or zoned for multiple family dwellings inside the city limits and lands available for future multi-family or manufactured home park development throughout the urban growth boundary. Parcels of nonconforming multiple family residential use are not included in this designation when they are located in stable single family residential areas. Land outside the city limits designated as Agricultural/Urban Reserve can be made available for multiple family development as it is needed to accommodate growth.

Several areas are identified as appropriate for a mixture of residential and commercial uses. These areas include the downtown, in the vicinity of the Silverton Road/Westfield Street intersection, Highway 214 corridor as it enters the city from the north, and in the south Silverton area, north of Ike Mooney Road. Future residential development is discussed in the Housing element of the Plan and in the land use policies of the Urbanization Element of the Plan.

Within the downtown, development of housing above existing commercial establishments and intensification of existing residential uses will be allowed and encouraged as a means of strengthening the vitality of the downtown business core. As the commercial heart of the community, the downtown area is a target of opportunity for development of housing above retail uses and for redevelopment as higher density residential use.

### **Industrial**

The industrial designation includes land currently used or available for industrial use either in the Silverton Industrial Park or between the railroad tracks and the Silverton-Mt. Angel Highway (#214) in the northern part of town. It also includes land along the railroad tracks west of the existing Silverton city limits that is currently used for industrial activities or that is vacant and suitable for future industrial use because of potential land patterns and highway access. However, given the relatively large surplus of land currently zoned for industrial use, some of the land in this area could be rezoned for a mixture of residential and commercial mixed use. Future industrial development is discussed in the Economy element of the Plan and in the land use policies of the Urbanization element of the Plan.

### **Public/Semi-public**

The "Public/Semi-public" designation consists of lands currently used for schools, parks, city administration, and dissemination of health care, fire protection, sewer, water, and library services. As discussed in the Public Facilities and Services element of the Plan, Silverton recognizes the need to develop recreation facilities where major urban development occurs and in those areas where they are not readily available. Most of this new public/semi-public acreage will be located in the areas designated "Single Family Residential" and "Agricultural/Urban Reserve", and will be sites acquired in conjunction with future urban development in these areas.

### **Agricultural/Urban Reserve**

The "Agricultural/urban Reserve" designation includes land currently used for rural residences and farming. It is intended that this land be preserved in its present character until urban services are available. At that time, lands within the "Agricultural/Urban Reserve" designation will be considered

available for single and multiple family residential development, limited commercial development and public and semi-public purposes, as discussed in the land use policies of the Urbanization and Public Facilities and Services elements of the Plan. A more detailed discussion of the Agricultural/Urban Reserve concept is found in the Agricultural element of the Plan.

**Land Use Designation/Zone District Compatibility**

Table 2-12 identifies the zone districts within the Marion County and Silverton zoning ordinances that the City considers are compatible with the land use designations of the Silverton Comprehensive Plan.

| TABLE 2-12<br>LAND USE DESIGNATION/ZONE DISTRICT COMPATIBILITY |                           |                                     |
|--|---------------------------|-------------------------------------|
| Comprehensive Plan<br>Land Use Designations                    | Compatible Zone Districts |                                     |
|  | Silverton                 | Marion County                       |
| <b>Agricultural/Urban Reserve</b>                              | R-1, R-L                  | EFU, AR-5                           |
| <b>Single Family Residential</b>                               | R-1, R-L, AR              | AR-5                                |
| <b>Multiple Family Residential</b>                             | R-1, R-L                  | AR-5                                |
| <b>Commercial</b>  | C-1, C-2, C-3             | CO, CR, CG                          |
| <b>Industrial</b>  | C-3, I-P, I-2, I-3        | AR-5, CO, CR,<br>CG, IC, IP, IL, IH |
| <b>Public/Semi-Public</b>                                      | PA, PC, PE, PH,<br>PP, PS | AR-5, P                             |

Changes from one zone district to another zone district that are compatible with the existing Comprehensive Plan land use designation or from EFU to RL in the “Agricultural/Urban Reserve” designation, for example, would require the normal procedures for zone changes as specified in Silverton’s zoning ordinance, but would not require a Comprehensive Plan change. On the other hand, a change from R-1 to C-1 in the “Single Family Residential” designation, or from AR-5 to C-1 in the “Agricultural/urban Reserve” designation would require that both zone change and Comprehensive Plan change procedures be followed.

In places throughout the city, such as at the corners of Jefferson and Mill Streets and Church and Oak Streets, are small parcels zoned for commercial use within the land designated “Single Family Residential”. These situations are compatible with Comprehensive Plan policies, but, if the owner of an existing use within these commercial zones wishes to expand operations outside the land already zoned for that use, both a zone change and Comprehensive Plan change would be required. Plan policies in the Urbanization and Economy elements of the Plan directly relate to such situations.

In cases where the proposed zone change is located outside the city limits but inside the urban growth boundary, both zone change and Comprehensive Plan change proceedings would be heard by Marion County according to the County regulations and in accord with the City/County Urban Growth Boundary and Policy Agreement.

**FINDINGS OF FACT**

## Urbanization

1. The Plan is based on a 2020 population projection of 9,965, which is to be reviewed at five-year intervals.
2. A little more than one-third of city land is currently occupied by residential development. About 4 percent is commercial, 2 percent is industrial and 11 percent public/semi-public. Over 27 percent of land in the city is vacant.
3. Over 76 percent of land between the city limits and the urban growth boundary is vacant or used for agriculture. Of the acreage which is not vacant about 43 percent is occupied by residential uses, slightly more than two percent is used for commercial or industrial activities and 2 percent is occupied by public and semi-public uses.
4. Additional acreage (over land currently in use) will be needed to accommodate projected residential growth. This acreage, including other areas identified as suitable for multi-family development, is expected to provide an adequate supply during the planning period. There is currently an adequate supply of buildable land within the city's UGB to meet these needs, however some land will need to be rezoned to meet specific land use needs. Table 2.13 summarizes future land needs.

**Table 2-13. Overall Land Needs for UGB**

| Type of Need                      | Acres needed |
|-----------------------------------|--------------|
| <b>Residential *</b>              |              |
| R-1                               | 258          |
| RL                                | 27           |
| RM                                | 12           |
| RH                                | 18           |
| 18                                |              |
| <b>Commercial (all zones) **</b>  |              |
| 21                                |              |
| <b>Industrial (all zones) **</b>  |              |
| <b>Other uses</b>                 |              |
| 10                                |              |
| Churches, fraternal, service uses |              |
| Schools                           | 0            |
| Parks and recreation              | 45           |
| Other municipal uses              | 3            |
| 412                               |              |
| <b>Total Land Needs</b>           |              |

Source: City of Silverton Buildable Land Inventory and Land Needs Analysis, Cogan Owens Cogan; City of Silverton Economic Development Study, Russ Beaton, 2001

\* Includes land needed for local and internal streets and other rights-of-way

\*\* Middle-range estimate from economic development study

Land need estimates derived from information in tables 2.8, 2.9, 2.10, and estimated need for land for park and recreational uses documented in this chapter.

5. There are approximately 21.7 acres of land currently vacant or partially vacant and zoned for multi-family use within the UGB (see Table 2.2). An additional 31 acres are projected to be needed for multi-family use over the next 20 years (2000 - 2020). The following areas are expected to meet this need:
  - Land in identified mixed use areas.
  - Land in the downtown.
  - Land designated for single-family use but developed for multi-family use through the planned unit development process.
  - Additional land that may be rezoned upon the request of a landowner/developer for multi-family development.
6. There is one existing mobile home park with approximately 77 unoccupied spaces (as of June, 2001). Vacant lands designated for multi-family residential use also can be developed for manufactured home parks as an allowed use in the R-H zone.
7. Approximately 19 acres of land currently is vacant and zoned for commercial use. This is expected to provide an adequate resources for the next 20 years if recommended economic development strategies are implemented. Otherwise, a small amount of additional commercial land (approximately 4 acres) may need to be designated for commercial use.
8. The 119 acres that are currently buildable and zoned for industrial use are expected to provide a more than adequate supply of industrial land for the planning period (2000-2020).
9. Land currently used and/or owned by the school district at the Robert Frost, Eugene Field, Mark Twain, and new and old high school sites are expected to meet school land requirements during the planning period (2000-2020). Some parcels may be exchanged for other properties to provide locations for potential new elementary schools in close proximity to the neighborhoods that will attend them.
10. Additional lands are expected to be needed to meet future park and recreation needs to achieve community standards and provide adequate recreation opportunities in close proximity to residents. Based on the findings of a Park and Recreational Master Planning study about 45 acres of additional land will be needed to meet these needs over the planning period (2000-2020). It is expected that single-family residential land and agriculture/urban reserve land will be rezoned to public/semi-public use to meet these needs when land is acquired.

11. Need for additional acreage for other public and semi-public uses (government buildings and facilities, hospitals, churches, and other non-profit institutional activities) will likely be met by use of land now zoned for residential purposes. A total of 7.5 acres have been identified as needed for such uses. In addition, the potential exists for up to 80 acres of land which is outside the UGB and adjacent to the Oregon Garden (Pettit property) to be included as part of the Oregon Garden. This is property which has been identified as a future phase of the Oregon Garden during the planning approval process for the Oregon Garden, although it was determined that any future development may require the application for inclusion into the city limits depending on the level of use.
12. Future land use designations have been established to serve as general guidelines for future development patterns. A land use designation/zone district compatibility table is included in the Plan (see Table 2.12). The major implementation tools are Silverton's zoning and subdivision ordinances.

## **POLICIES**

### **Residential Development**

1. Standards for Development of Platted, Undeveloped Subdivisions. Building permits will not be issued in platted but undeveloped subdivisions until paved streets, sidewalks, and storm sewers are provided according to the city subdivision ordinance standards or unless a Wavier of Remonstrance has been filed.
2. Standards for Commercial and Industrial Development. Subdivisions and new commercial and industrial development within the city limits will be permitted only when utilities and public streets are provided. Water and sewer lines in new developments shall be capable of adequately serving all intervening properties as well as proposed development and be designed to city standards.
3. Planned Unit Development. Planned unit developments will be encouraged, especially on large tracts of undeveloped land, as alternative to traditional subdivisions. A planned unit development offers the potential to develop land efficiently by allowing the opportunity for flexibility with regards to traditional zoning requirements.
4. Multiple Family Development. Multiple family development will be encouraged, especially in but not limited to, areas close to the central business district, or within walking distance of neighborhood commercial area, or in areas designated for mixed use. It is also desired that multiple family development should be scattered around the community and not concentrated within any one particular area. Small developments which fit in the existing neighborhood are preferred. All multi-family greater than a two-family development shall comply with the design standards as outlined in the City's Design Review Ordinance.
6. Mixed Use Areas. A mix of housing types and densities will be encouraged in identified mixed use areas to make more efficient use of land, promote a more sustainable development pattern, and provide a variety of housing choices located in close proximity to supporting commercial services.
7. Use of Upper Stories in CBD. Residential use as well as commercial use of upper stories in downtown commercial structures will be encouraged.

7. **Orderly Growth.** Orderly growth within the residentially designated land between the city limits and the urban growth boundary will be encouraged by discouraging partitions that impede redevelopment at urban density at a later date.

### **Commercial Development**

8. **Central Business District.** The central business district (CBD) is the major commercial area in Silverton. Unless it can be shown that new commercial rezone proposals will not conflict with the downtown and competing major commercial activity outside the CBD they will be discouraged. This policy may be refined through the adoption of a separate downtown area plan.
9. **Downtown Development.** Downtown development and redevelopment including creekside park improvements and expansion, creation of historic district, renovation of existing structures, redevelopment of the Eugene Field School site, and integration of higher density residential uses will be encouraged.
10. **Mixed use Areas.** New commercial development within areas identified as mixed use areas outside of the downtown shall be of a type and scale designed to not be incompatible with adjacent neighborhood residential uses. Development will be permitted only when adequate public streets, water, and sewerage facilities can be provided. Project Design will be required to meet special site development standards for floor-area, street orientation, sidewalks, signing, landscaping and access. Off-street parking should be required behind the street-facing commercial front, where ever practical.
11. **Linear Commercial Development.** Linear (strip) commercial activity along major arterials will be discouraged. All commercial uses along arterial and collector streets will be subject to approval under city design review and access management guidelines.
12. **Non-Conforming Commercial uses.** Existing commercial establishments located in areas the Plan designates as non-commercial will be permitted to continue but will not be permitted to expand except by conditional use permit.
13. **Historical Structures.** Preservation of historic structures in commercial and other areas will be encouraged. Historical structures throughout the City may be made available for commercial use by conditional use permit when such use is essential for preservation of the community's historic resources.
16. **Oregon Garden.** No new land will be zoned for commercial use in the area adjacent to the Oregon Garden. The potential exists for up to 80 acres of land which is outside the UGB and adjacent to the Oregon Garden (Pettit property) to be included as part of the Oregon Garden. This is property which has been identified as a future phase of the Oregon Garden during the planning approval process for the Oregon Garden, although it was determined that any future development may require the application for inclusion into the city limits depending on the level of use.

### **Industrial Development**

17. **Site Plan Review Criteria.** Site plans for each proposed development will be conditioned for compatibility of vehicular access, signing, lighting, building location, noise generation, and landscaping with both existing and prospective adjoining uses.

## Urbanization

18. Screening. All new industrial uses that abut residential properties shall be screened through landscaping, fencing, or other means to minimize potential conflicts with adjacent residential lands. Access to the industrial uses from residential streets will be prohibited where possible.
19. Preservation of Industrial Lands. Land designated for industrial use shall be preserved for that use unless the size, shape, topography, adjacent uses, or other factors limit the reasonable industrial use of the property.
20. Extension of Services of Lands Designated for Industrial Use. The City will pursue annexation and extension of sewer and water services to lands designated for industrial use.

### Agricultural/Urban Reserve

21. Future Urban Use. Urban density development within the Agricultural/urban Reserve will be discouraged until public facilities and services are available. (More detailed policies concerning development of land within this designation can be found in the Agriculture and Public Facilities elements of the Plan.)

### **Urbanization**

22. Annexation by Triple Majority. The City of Silverton will not annex any land except for health hazards (as certified by the State Health Department), or hardship based on failing water supplies, and island situations unless annexation is requested by a triple majority of property owners of the area in question. (A triple majority is that group owning a majority of the land area, representing a majority of the total number of property owners in the area, and representing a majority of the assessed value of the area).

23. Annexation Criteria. Annexation to the City will be permitted if:

- Adequate public facilities, services, and transportation networks are in place or are planned to be provided concurrently with the development of the property. If extensions or upgrading of any public facility is necessary to serve the area, the improvement shall be consistent with the City's infrastructure plans and must be an orderly and efficient arrangement for the extension of public services.
- The new area will meet City standards for any public improvements that may be necessary to serve the area (including but not limited to streets, including sidewalks, sanitary sewer, water, storm drainage).
- The area to be annexed is contiguous to the City and represents a logical direction for city expansion.
- The area is within the urban growth boundary, unless it is determined that a health hazard exists due to failing septic systems or failing groundwater supplies.
- The proposed use of the property is consistent with the applicable Comprehensive Plan designation.
- The Proposed annexation and land uses are consistent with applicable goals and policies of the Silverton Comprehensive Plan.

24. Zoning of Newly Annexed Areas. The City of Silverton will assign zones to the newly annexed areas consistent with the Comprehensive Plan designation. In cases where a Comprehensive plan may not exist the Council may consider a designation which takes into account the need for housing, level of services as well as the need for other land uses.

25. Extension of City Services. The City of Silverton will not extend city services outside the city limits unless waivers for future annexation are obtained.
26. Urban Growth Boundary Management. Marion County will submit to the City of Silverton for review any proposals for partitions, subdivisions, comprehensive plan or zone changes within the urban growth boundary. Management of the area between the city limits and the urban growth boundary is viewed as a joint City/County responsibility. Decisions will be governed by policies of the jointly adopted Urban Growth Boundary and Policy Agreement and the Silverton Comprehensive Plan (included as part of the Marion County Comprehensive Plan).
27. Areas of Special Mutual Concern. Management of the areas of special mutual concern will also be governed by the policies of the City/Council Urban Growth Boundary and Policy Agreement. The County will retain responsibility for land use decisions in the areas of special mutual concern, but will seek the City's comments on proposed land use actions affecting these areas, and especially in areas near the Oregon Garden. As lands which are designated areas of Mutual Concern become annexed into the city they shall no longer be considered within the Area of Mutual Concern. At some point, as these properties become part of the City it may be appropriate for both the City and the County to reevaluate the continued appropriateness of this designation.
28. Plan Review. The Comprehensive Plan will be reviewed at a minimum of 10-year intervals throughout the planning period. Special attention will be directed toward population increase and the projection of future land requirements.
29. Urban Growth Boundary Change Criteria. U.G.B. changes to expand or reduce will be based upon consideration of the following factors:
- Accommodation of additional population
  - Housing and employment opportunities
  - Orderly and economical provision of public facilities and services
  - Maximum efficiency of land uses
  - Retention of agricultural land
  - Compatibility of the proposed urban use with nearby agricultural activities
  - Improvements of the area's environmental, energy, economic and social well being

## **IMPLEMENTATION**

### **Residential Development**

1. The Planning Commission and the City Council will apply comprehensive plan policies in the review of development applications.
2. The City and Marion County will apply policies established in the joint Urban Growth Management Policy Agreement in the review of land development applications.

### **Future Actions**

1. The City will revise parking regulations, and review other regulations affecting the central Business district, and investigate use of incentives or other strategies to facilitate the CBD development and redevelopment efforts.

2 The City will develop a program for parkland acquisition in newly developing areas, including possibly dedication of land or contribution to a parkland fund by subdivision developers. The program will be consistent with the Parks Master Plan adopted in 2001.

3. The City will adopt standards for new development along major western and northern entrance ways to the City to improve aesthetics in these areas.

4. The City periodically will review design review and other administrative, legislative and quasi-judicial procedures to ensure that standards used are as clear and objective as possible and that their application is consistent and fair.

5. The City will investigate the use of performance based zoning for incorporation in selected portions of the City's zoning ordinance (e.g., as density and commercial development targets for activity nodes and corridors, regulations for environmentally sensitive areas, and/or standards for planned unit developments).

6. The City will periodically review population projections, which do not anticipate significant increases in population growth in Silverton related to impacts of the Oregon Garden. In the future, if the Gardens appear to be significantly impacting local growth rates, growth rates will be modified.

7. The City will refine policies toward commercial development and other land uses within and outside the CBD in a separate downtown area plan.

## **AGRICULTURAL LANDS**

### **GOAL**

Preserve and maintain agricultural lands.

### **OBJECTIVES**

1. Inventory agricultural lands that should be preserved for agricultural use.
2. Establish an urban growth boundary that protects those lands from urban development.
3. Encourage residential, commercial and industrial development within the urban growth boundary.
4. Encourage the Marion County Planning Commission and Board of Commissioners to preserve agricultural uses in the area immediately surrounding the urban growth boundary.

### **EXISTING CONDITIONS**

#### **Soil Classifications**

Agricultural lands are described by their agricultural capability grouping. Capability grouping shows, in a general way, the suitability of soils for most kinds of field crops. The soils are grouped according to their limitations when used for field crops, the risk of damage when under agricultural use and the way they respond to treatment. The grouping does not take into account major or expensive land modifications that would alter slope, depth or other characteristics of the soils. The grouping also does not take into consideration possible major reclamation projects and does not apply to crops requiring special management.

There are eight capability classes (I-VIII) defined by the U.S. Soil Conservation Service. The numerals indicate progressively greater limitations and narrower choices for practical use. The capability classes are described in detail in Appendix A.

Class I-IV soils are those basically suitable for agricultural use. The location of these soil classes in the Silverton area is illustrated on Figure 4. Of the 2,498 acres in the adopted Urban Growth Boundary (UGB) 2,200 (88%) are Class I-V soils. All of the Class I soils within the UGB are located in the center of Silverton, land already occupied by urban commercial and residential uses. Class II soils comprise most of the remaining acres of land suitable for agricultural use within the UGB. These form a mosaic in the northern half of the area with the four major areas of Class III and IV soils. The southern portion of the UGB contains two areas of Class V-VIII soils. One lies in the vicinity of Eureka Avenue and the other to the east of the city limits south of Evans Valley Road.

#### **Prime and Unique Farmland**

The U.S. Soil Conservation Service has also identified prime and unique farmlands throughout the state. Prime farmlands are defined as the land best suited for producing food, feed, forage, fiber and oilseed crops. It has the soil quality, growing season and moisture supply needed to produce sustained high yields of crops economically when treated and managed according to modern farming methods. In the Silverton area, the prime farmland designation coincides almost completely with the capability class designations. All Class I and II soils are identified as prime. Only one Class III soil is considered prime (Clackamas) and there is an insignificant amount of it within the UGB.

## ***Agricultural Lands***

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Unique farmland is land other than prime farmland that is currently being used for the production of special high-value food and fiber crops such as citrus, olives, cranberries, and avocados. There are no such farmlands in the Silverton area.

### **Agricultural Use**

Of the 2,200 acres in Class I-IV soils within the UGB, about 245 acres (11%) are actually in agricultural production. Nearly a third of this acreage in agricultural use is located in the area around Webb Lake that is zoned IP (Industrial Park). Another large parcel of land in agricultural use is located directly to the south between Monitor Road and the city limits. The rest of the large parcels in agricultural use are scattered throughout the southeast quadrant between the city limits and the UGB. There are a few smaller parcels in agricultural use near Robert Frost School.

The remainder of the Class I-IV soil that is not in agricultural use is primarily developed in rural (low density) or urban residential use. Much of this land is already committed to urban use or directly adjacent to areas that are developed at urban density. The parcel sizes are generally too small to be used effectively in agricultural production.

### **Statewide Planning Goal Requirements**

Statewide Planning Goal 3 states that Class I-V soils are to be maintained in agricultural use although they may be included within an urban growth boundary if it can be demonstrated that: 1) they are required for urban uses also mandated by the State Planning Goals; 2) alternative locations for the proposed urban uses have been adequately considered; 3) long term consequences of removing these Class I-IV soils from agricultural use have been adequately considered, and 4) the proposed urban uses will be compatible with adjacent uses.

FIGURE 4

AGRICULTURAL LANDS

- URBAN GROWTH BOUNDARY
- CITY LIMITS
- I
- II
- III
- IV



## **ISSUES AND PROBLEMS**

### **Class I-IV Soils Within the UGB**

Projections of land needed to meet future residential, commercial, industrial, and public requirements were included in the Urbanization element. These land requirements were determined on the basis of factors outlined in Statewide Planning Goal 5 (Open Space and Natural and Cultural Resources), Goal 7 (Natural Hazards), Goal 8 (Recreational Needs), Goal 9 (Economy of the State), Goal 10 (Housing), Goal 11 (Public Facilities and Services), Goal 12 (Transportation), and Goal 13 (Energy). A total of 1,184 acres is needed to satisfy these goals in providing adequate land resources to meet Silverton's urban needs for the year 2000. Within the adopted UGB only 298 acres of Class V-VIII soils are available and many of these are located in areas not suitable for building because of steep slopes.

This lack of Class V-VIII soils in areas suitable for building would be true throughout the greater Silverton area, regardless of the actual location of the UGB as indicated on Figure 4. Regardless of which direction Silverton expands, Class II, III and IV soils will be needed for urban uses. Therefore, it is necessary to reconcile the need to preserve Class I-IV soils for agricultural use with the need to provide adequate land to meet projected growth.

### **Consequences of Urbanizing Class I-IV Soils**

As stated above, only a small portion of the Class I-IV soils within the UGB are currently in agricultural use. Much of the remaining Class I-IV soil is already committed to urban use.

There would be few negative effects resulting from the urbanization of these lands. There are no natural habitats located in the Class I-IV soils, so the impact on fish and wildlife resources would be minimal. Air and water quality would also be affected minimally if these areas were included within the UGB.

Although it is difficult to determine the economic impact of incorporating Class I-IV soils into the UGB, it seems that the inclusion of flat land with soils suitable for building and for septic tank drain fields (although limited in various degrees) would help to provide moderate-priced housing. Inclusion of these lands within the UGB would ultimately require an expansion of sewer and water facilities to accommodate future development. The City could require installation and construction costs to be borne by developers, but it would be responsible for operation and maintenance costs of the larger system.

Installation, operation and maintenance of public sewer and water facilities on Class I-IV soils would be quite energy efficient in comparison with providing similar facilities in areas of steep slopes. Development in steep-sloped areas can also limit the use of bikeways and pedestrian walkways, thereby increasing dependency on the auto and thus increasing energy usage.

### **Compatibility of Proposed Use for Class I-IV Soils With Adjacent Uses**

In areas where Class I-IV soils are already committed to urban use, the proposed use would be similar to and, therefore, compatible with adjacent uses. Most of the parcels of Class I-IV soils that are in agricultural use are located at the periphery of the UGB and would have at least one side bordering on other rural or agricultural uses outside the UGB. These existing agricultural uses could be protected from rapid urbanization through special zoning regulations.

### **Urbanization of Buildable Class V-VIII Soils**

These areas should be excellent locations for future residential development at urban density. The soil is unsuitable for agricultural use and unsuitable for septic tank drain fields (therefore in need of public sewer services). The land is not on steep slopes, but has the potential for being divided into many lots with scenic views and luxuriant foliage. Access to most of the Eureka Avenue/South Woodland Drive area is already assured by existing roads and access to the eastern area would be possible by constructing new roads off Evans Valley Road.

Despite these positive factors, it is unlikely that these lands will be developed at urban density in the immediate future. Extension of public sewer and water facilities to them would be very expensive (especially in the eastern area) because of rocky soil and hilly terrain. It is also likely that capacities at various points in the existing collection system would have to be enlarged in order to accommodate the increased loading contributed by development at urban densities in these areas.

Since there is still undeveloped flat land within the UGB, developers would probably prefer to subdivide these flat areas first because of the lower costs of installing public facilities, the possibility for maximizing the number of building lots, and the absence of need for special housing design often required by hillside lots. In short, more moderate-priced housing (for which there is a greater sales market than for expensive housing) can be developed on flat land than on hillside property.

In addition, there are still many flat areas inside the city limits where "infilling" can take place. This smaller scale residential development that requires only minimal extension of the existing public sewer, water and roadway systems demands a much lower level of financial investment by the developer. Therefore, this type of development is within the scope of a larger number of developers than the more involved, expensive type of development that would be required in the areas of Class V-VIII soils discussed above.

While the City could encourage residential development on Class V-VIII soils by installing public facilities at public expense (to be repaid by developers or individual builders at a later time), it has other areas within the city limits in which installation of public facilities is of higher priority. These include the Steelhammer area and the Norway, Liberty, Wall, Mill and Church Street areas where health hazards exist.

### **FINDINGS OF FACT**

1. The element on Urbanization projects the number of additional acres required for future urban uses. There is not enough land in Class V-VIII soils in the vicinity to meet this requirement.
2. Regardless of which direction Silverton expands to accommodate its projected growth, Class II, III and IV soils will be required for urban uses.
3. Only 245 acres are currently in agricultural use. It is possible to preserve this use through special zoning regulations. Most of these parcels lie on or near the urban growth boundary and would be compatible with the surrounding rural uses outside the boundary.
4. Except for Urban Reserve Areas, no major negative environmental, economic, social or energy consequences would result from the urbanization of Class I-IV soils. Most of these areas are already committed to urban use because of existing development density, adjacent or surrounding development patterns, or small lot size.
5. Despite their suitability for future residential use, it is unlikely that Class V-VIII soils will be urbanized before some Class I-IV soils because of their outlying location and hilly terrain, unless specific incentives are established to encourage such development. There are no real long-term gains to be had by offering such

incentives.

## **ALTERNATIVES**

Approximately 127 acres have been identified as an Agricultural/Urban Reserve. This reserve falls into one large section in the southeastern part of the urban growth area that is identified on Figure 2.

While this land is included within the urban growth boundary because of existing land use patterns, much of it is currently in farm use. In some cases land not currently being farmed was included because of its suitability for agricultural use, large lot size, or the owner's desire not to develop the property for an urban use in the near future. In order to protect this land from encroachment from urban uses and encourage its use for agriculture for as long as possible, it is to be designated as an urban reserve in which only development consistent with EFU zoning will be permitted until the City has determined the location of future utility lines. Once these are determined, the City will consider recommending less restrictive zoning on a case-by-case basis. Urban density development will be discouraged until all other available lands within the urban growth boundary have been utilized.

The remainder of the land between the city limits and the urban growth boundary is considered appropriate for acreage residential uses. For the most part, the lot sizes are smaller than in the reserve area and there is already considerable development of acreage homesites. A major concern with regard to the anticipated low density development of this area is that it be compatible with possibilities for "infilling" to a more urban density at a later time when city services become available. While there is a definite need to provide the opportunity for people to live in a country like setting now, it is equally important to provide for orderly growth and redevelopment of the area in years to come as the city limits expand outward. For this reason it is expected that any proposals for partitioning or subdivision of land in this area will be considered only if plans for reasonably efficient redivision of the land is also presented including projected utility rights-of-way, streets, and lot lines.

## **POLICIES**

1. Work with Marion County to protect land within the Agricultural/Urban Reserve from encroachment from urban uses and encourage its use for agriculture until such time as this land is needed for urban development. Encourage Marion County to zone these Agricultural/ Urban Reserve areas for Exclusive Farm Use until the City has determined future utility locations. Once these are determined, the City will consider recommending less restrictive zoning. Urban density development shall be discouraged until all other available lands within the urban growth boundary have been utilized.
2. Work with Marion County to ensure orderly growth and redevelopment in the rural residential areas between the city limits and the urban growth boundary. Do not permit subdivisions and partitions that would make redevelopment at urban density economically unfeasible at a later date. Consider proposals for land division only if plans for efficient redivision of the land at a later date are also presented. Review the redevelopment plans for location of structures before issuing building permits. Encourage Marion County to zone these areas for 5-acre minimum lots. This minimum lot size should be reconsidered after Silverton has developed master sewer and water plans for the area within the urban growth boundary.

## **IMPLEMENTATION**

Marion County is currently involved in rezoning areas outside unincorporated cities to bring them into conformance with the County Comprehensive Plan and the State Goals and Guidelines. It is expected that the zoning in the Silverton area will be reviewed early in 1979.

***Agricultural Lands***

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This review process involves the establishment of a citizens' committee representing the Silverton, Mt. Angel and Scotts Mills areas. This committee will recommend zoning for the unincorporated portions of this area. Recommendations will be based upon existing comprehensive plans and other data to be collected by the group. The Marion County Planning Commission will hold public hearings on the proposed zoning and forward its recommendations to the Marion County Commissioners, who will make the final decision.

The zoning review will enable the establishment of a zoning pattern designed to implement plan policies. In addition, the Silverton Planning Commission and City Council will be involved in land use decisions affecting the area between the city limits and the urban growth boundary on an ongoing basis.

## **OPEN SPACE, NATURAL AND CULTURAL RESOURCES**

### **GOAL**

Conserve open spaces and preserve natural and cultural resources.

### **OBJECTIVES**

1. Identify open spaces, scenic and historic areas and natural resources that should be protected.
2. Preserve scenic, historic and natural resource areas.
3. Ensure adequate open space to meet the needs of Silverton residents.
4. Promote a clean and aesthetically pleasing environment.

### **EXISTING CONDITIONS**

This element was updated in 1986, and includes information that has become available since the initial acknowledgement of the Silverton Comprehensive Plan.

#### **Land Desirable or Needed for Open Space**

Land within the urban growth boundary (UGB) currently used for agriculture is desirable as open space. The policies in the Agricultural Lands element support retention of existing farmland within UGB until urban services are available and land is needed for development.

The extremely steep and heavily treed slopes unsuitable for development in the southern part of the UGB also provide open space resources to the community. Those slopes greater than 15 percent will be developed in accordance with section 83 in the Zoning Ordinance (See Figure 6 in Comprehensive Plan).

Land needed for open space includes parks and school grounds (see Public Facilities and Services element) and the Silver Creek riparian corridor discussed below.

#### **Mineral and Aggregate Resources**

There are no significant mineral and aggregate resources within the Silverton UGB according to a Department of Geology and Mineral Industries inventory of Marion, Linn, Polk, and Yamhill Counties in 1981. There are several quarries within two to four miles of the UGB, however, they do not present any conflicts for development within the UGB.

## **Energy Resources**

There are few readily usable energy resources within the UGB. Potential resources that might be used more extensively in the future include wind or solar power, but conflicts with the use of these resources have not been identified.

There is a possibility for the location of a small hydroelectric plant on Silver Creek at the City's reservoir about two miles south of the city. This project is discussed in greater detail in the Energy element.

## **Fish and Wildlife Habitat, Significant Natural Areas, and Wilderness Areas**

The most extensive fish and wildlife habitat in the Silverton UGB is located in the riparian zone along Silver Creek (See Figure 5). (A riparian zone is an area located along the banks of a natural water-course). The riparian zone along Silver Creek is not a Significant Natural Area as inventoried by the Oregon Natural Heritage Program, although it is valuable as open space and as habitat for both migrating and indigenous fish and wildlife.

The Silver Creek riparian area has limited value as wildlife habitat because it is very narrow. The fringe of riparian vegetation along each bank of the creek is only five to ten feet wide, and is entirely within the floodway (see Figure 6). Some historic buildings in the downtown area are next to Silver Creek, but most land along Silver Creek has been or will be in residential areas. Residential uses have not had a significant detrimental effect on the riparian zone, nor is this expected in the future because of prohibitions on development in the floodway and the setbacks specified in the Zoning Ordinance are each sufficient to protect the narrow fringe or riparian vegetation.

The following information is based upon communications with Oregon Department of Fish and Wildlife (ODFW) in April, 1978. Wildlife species found in the planning area include: western grey squirrel; black-tailed deer; ring-necked pheasant; valley quail; striped skunk; raccoon; opossum; muskrat; red fox; beaver; many bird species; various species of snakes, lizards, turtles, frogs, salamanders, and newts and small animals such as rabbits and mice. No rare or endangered species are known to inhabit the planning area.

Fish populations in Silver Creek are primarily trout. According to ODFW, some early season trout angling occurs, but low summer flows do not warrant extended fishing activity. Some salmon have been observed, but the few sightings are the result of stocking. There are some gravel beds in Silver Creek that currently do not support a salmon run. The district biologist for ODFW does not believe Silver Creek will become an important salmon spawning ground in the near future.

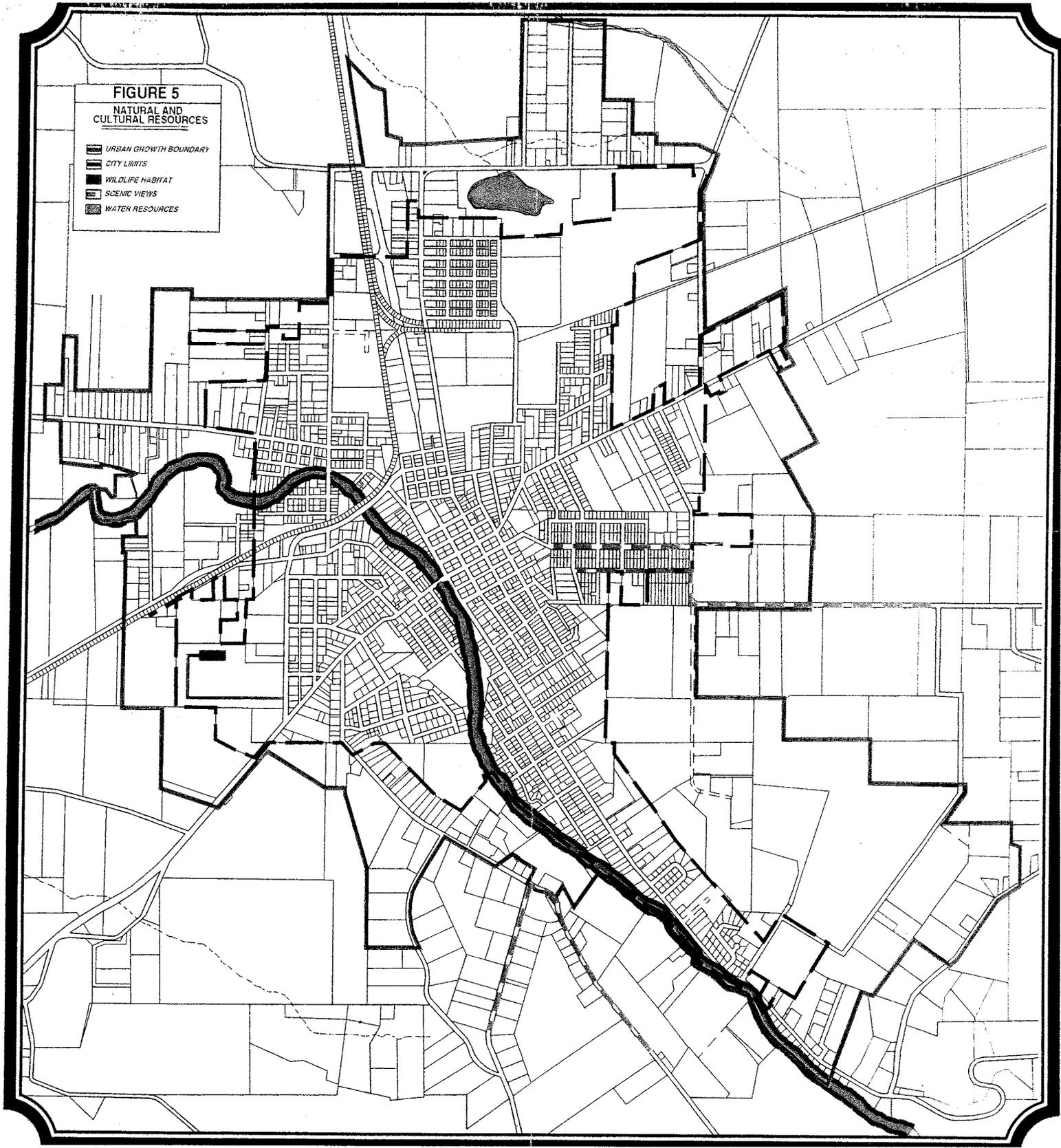
Game fish species found in the planning area include: cutthroat trout; steelhead trout; and rainbow trout which have been stocked. Non-game fish species include: sucker; squawfish; red-side shiner; dace; cottids; and lampreys.

A wildlife area is developed on 18 acres of the Robert Frost school site off Westfield Street. This area serves as an educational as well as recreational resource for the community. A nature trail circles the area which has a marsh, pond, and one and one-half acre arboretum featuring natural shrubs and trees of Oregon. Pheasant have been released and a variety of birdhouses constructed.

There are no designated wilderness areas in the vicinity of Silverton.

**FIGURE 5**  
**NATURAL AND**  
**CULTURAL RESOURCES**

-  URBAN GROWTH BOUNDARY
-  CITY LIMITS
-  WILDLIFE HABITAT
-  SCENIC VIEWS
-  WATER RESOURCES



| TABLE 5<br>WELLS IN SILVERTON AREA |                |                         |                      |                |      |        |
|------------------------------------|----------------|-------------------------|----------------------|----------------|------|--------|
| Type of Well                       | Year Completed | Depth of Well<br>(Feet) | Diameter<br>(Inches) | Yield<br>(gpm) | Use  |        |
| <u>T6S, R/W</u>                    |                |                         |                      |                |      |        |
| <u>Valley Alluvium</u>             |                |                         |                      |                |      |        |
| 27C1                               | Drilled        | 1959                    | 170                  | 8              | 165  | D, Irr |
| 27R1                               | Drilled        | 1960                    | 129                  | 8              | 200  | D, Irr |
| 34L1                               | Drilled        | 1960                    | 104                  | 4              | b40  | D      |
| 32A2                               | Drilled        | 1957                    | 125                  | 8              | 150  | D, Irr |
| <u>Willamette Silt</u>             |                |                         |                      |                |      |        |
| 27D1                               | Drilled        | 1961                    | 215                  | 10             | 240  | Irr    |
| 33R1                               | Drilled        | 1957                    | 72                   | 8              | b60  | D, Irr |
| 33J1                               | Drilled        | 1958                    | 105                  | 6              | b35  | D      |
| 33B1                               | Drilled        | 1957                    | 99                   | 6              | b20  | D      |
| 28F1                               | Drilled        | 1962                    | 192                  | 12             | 455  | Irr    |
| 22P1                               | Drilled        | 1959                    | 75.5                 | 6              | b18  | D      |
| <u>Terrace Alluvium</u>            |                |                         |                      |                |      |        |
| 26C1                               | Drilled        | 1961                    | 105                  | 6              | b14  | D      |
| <u>Columbia River Group</u>        |                |                         |                      |                |      |        |
| 35G1                               | Drilled        | 1961                    | 73                   | 6              | b15  | D      |
| 35J1                               | Drilled        | 1961                    | 343                  | 6-5            | b12  | D      |
| <u>Marine</u>                      |                |                         |                      |                |      |        |
| 36K1                               | Drilled        | 1957                    | 200                  | 6              | b8   | D      |
| <u>T7S, R1W</u>                    |                |                         |                      |                |      |        |
| <u>Columbia River Group</u>        |                |                         |                      |                |      |        |
| 3C1                                | Drilled        | 1959                    | 172                  | 6              | b18  | D      |
| 3B1                                | Drilled        | 1956                    | 181                  | 6              | b20  | D      |
| 2E1                                | Drilled        | 1955                    | 119                  | 6              | b2   | D      |
| 2F1                                | Drilled        | 1962                    | 150                  | 6              | b3   | D      |
| 1N1                                | Drilled        | 1959                    | 96.5                 | 6              | b7.5 | D      |
| <u>CRG/VA/Marine</u>               |                |                         |                      |                |      |        |
| 2H1                                | Drilled        | 1960                    | 200                  | 6              | b5   | D      |

D = domestic      Irr = irrigation      b = bailed yields; approximate capacity measurement

Source: Geology and Ground Water of the Molalla-Salem Slope Area, Northern Willamette Valley, Oregon. By E.R. Hampton, Geological Survey Water Supply Paper 1977, U.S. Government Printing Office, Washington 1972.

Probably the first white men to traverse the Silverton area were Donald McKenzie and other members and employees of the Pacific Fur Company, which had founded Astoria in 1811. They went into the Willamette Valley in the spring of 1812, going as far south as Eugene. They discovered the McKenzie River and then returned. Other trapping parties traversed the area in 1813, 1828, and 1834.

In August 1837, the first white women traveled through the country. They were Anna Marie Pitman, wife of Jason Lee; and Susan Downing, wife of Cyrus Sheppard. In 1834 the Methodist Mission of Jason Lee was founded on the edge of the Silverton country.

The first white settlers came in a wagon train which had originated near Independence, Missouri, in the spring of 1843. They arrived in the Willamette Valley that November. Many stopped at Oregon City for the winter, but the hardiest spread southward. John Howell, Wesley Howell and Thomas E. Howell settled on the prairie which still bears their name. Daniel Waldo and his family, with 68 head of cattle, crossed the Pudding River and began the first white settlement on December 1, 1843, in the Silverton area. The first crop of wheat was planted by Daniel Waldo in the Waldo Hills in the winter of 1843. Two different wagon trains brought numerous settlers to

this vicinity in 1845. On June 15, 1846, the United States and Great Britain, by formal treaty, ended their joint occupation of Oregon.

The white settlers experienced little conflict with the Calapooyan Indians. Starting in 1782, the tribe was plagued with recurring smallpox epidemics which peaked in an 1830-33 epidemic that killed about 75% of the remaining indians. Earlier, the Santiams had claimed all of the land from a few miles south of the Molalla River to an area just north of Junction City and from the east bank of the Willamette River to the edge of the Cascade Mountains. When a treaty was being negotiated with them in 1851, it was reported there were only 156 Santiam "men, women and children" alive. The unfortunate Santiams had been so demoralized by the misfortunes of their tribe that by the time the first white settlers appeared the indians had already abandoned their own customs and habits and offered no resistance to the white settlers.

Contacts with the Molallas and Klamaths were often more worrisome. The Molallas were of the Cayuse people. In the fall of 1847, Cayuse Indians killed the Whitman family and others at the Waiilatpu Mission, and many of the men from the Silverton area joined the militia to fight the Cayuse. When they had departed, Crooked Finger, considered by settlers to be a troublemaker, began to visit their cabins demanding of the women that they serve dinner to him and the other indians in his party.

Finally, a sack of flour was stolen from a cabin near the Klamath Trail. Ill feelings increased on both sides. The Molallas were strengthened by visiting Klamaths. On April 5, 1848, the settlers decided to "send the Klamaths home." The settlers gathered and attacked the Molalla-Klamath camp on the banks of the Abiqua. Some of the settlers claimed to have shot an Indian. Other persons who lived in this area at the time contended that no one was killed. This was the battle of Abiqua, the only indian battle fought in the Silverton area. The Klamaths never returned to this area.

The country was rapidly settled by the early squatters and homesteaders. Many men left their families to participate in the 1848-49 California gold rush. The men who stayed behind and the families of those who "rushed" often made more money staying home raising fruit and grain to be sold in the gold fields than was made by the miners.

Milford was the earliest center of population and industrial enterprise in the area. It was located two miles up Silver Creek from the present Silverton. A lumber mill was erected at Milford in 1846 and later other enterprises were begun, but the site was soon abandoned and a new town sprang up two miles downstream. Beauford Smith had a sawmill at the site on Silver Creek as early as 1852, and a flour mill was erected a few months afterward.

The town of Silverton dates from 1854. The buildings from Milford were moved to Silverton. It was proposed to name the new town Bargerville, after John Barger, on whose donation claim it stood. But, because of possible confusion with nearby Parkersville, a trading post, the name was rejected. At this time it began to be called Silverton. A post office was established in 1856. The first time the name appeared in print was in the **Statesman** of September 1, 1855, in a notice to taxpayers of Marion County.

In 1865, the "Silverton Fire," the largest known in Oregon history, burned about a million acres in the hills above Silverton. By 1868 the business section of Silverton consisted of three general merchandising stores, a drug store, two blacksmith shops, two wagon shops and grist mills.

One of the earliest attempts to promote fruit raising in Oregon was by Ralph C. Geer in the Waldo Hills. In 1851 he had 8,000 apple and 1,000 pear trees. In all, there were 60 varieties. However, wheat remained as the staple crop for many years. During the next 50 years the economy remained essentially agricultural, and Silverton grew very slowly. In fact, it was not incorporated until 1891.

From time to time, various small lumber mills had operated in the area. However, local demand could not support a large mill and rail transportation would be necessary before a large operation could succeed. In the 1880's, a narrow gauge railroad commenced operation from Roy on the Willamette River, through Silverton, and on to Coburg. Little good could be said about this railroad except that despite a slow schedule (the train was seldom

more than a day late), it furnished both amusement and employment for Homer Davenport, a native of the area, who graduated from being an object of local disdain because of his unwillingness to work to becoming the best known political cartoonist of his era. Eventually, the operation was taken over by promoters, the tracks were converted to standard gauge, The Southern Pacific purchased the line, and development of large lumber milling operations were encouraged. Shortly after 1900, the Silverton Timber Company opened its mill in the area west of the present Mark Twain School. In 1918 Silver Falls Timber Company opened its mill at a large site bounded in part by Mill Street, Hobart Road, and Monitor Road. Both of these mills obtained their logs from the Cascade foothills above Silverton and both were "railroad logging" operations. This quickly transformed Silverton from a small town to a city of several thousand people. In 1923, Silverton was the largest lumber producing city in the Willamette Valley and not surpassed by many communities in the Pacific Northwest. The Silver Falls Timber Company employed 500 men in the mill and about 450 in the camps. The plant had a capacity of 225,000 feet of finished lumber every eight hours. The Silverton Lumber Company mill had a capacity of 125,000 feet every eight hours and employed 150 men at the mill and 100 at the camps.

With the 1930's came talking pictures, and Greta Garbo starred in the first "talkie" shown at the Palace Theater. Also in 1930 the Portland Gas and Coke Company obtained its franchise to bring gas to the City of Silverton. During that year the Fischer Flouring Mills were also built on the site of the present city parking lot. The mills consisted of three units which were cereal, flour and feed mills. On August 8, 1930, Silverton's two papers, the **Silverton Appeal** and the **Silverton Tribune** merged to become the present **Silverton Appeal-Tribune**. Portland General Electric Company opened its branch office in Silverton in February 1931.

In 1932, the State began purchasing the land to make the Silver Falls area a state park. This was result of the continuing campaign and excellent photographs of the falls by pioneer photographer June D. Drake and also of the combined efforts of the Silverton and Salem Chambers of Commerce. Because logging of the area was about to begin, it was for a short time declared a Federal park as a holding action.

In 1932 the Depression hit Silverton. The Fischer Flour Mill collapsed financially, and the many Silverton residents who had invested their life savings in the venture saw them lost. The local banks closed their doors and the flu epidemic hit the area. Scrip was issued on school warrants after the bank failure.

The years of 1933 and 1934 saw some improvement in the local economy. Silver Falls Park was dedicated on July 23, 1933, and local CWA projects were begun to strengthen the local economy. The local school was one of these projects. The local airport had a \$40,000 improvement project, and in July 1934 the Coolidge and McClaine Bank reopened its doors.

In 1935 the "opera house" was destroyed by fire which also took the Bloch and Webb buildings in the heart of Silverton. It was August of 1936 before the theater was rebuilt. In 1936 the Jersey Street Ice Plant was built and put into operation. The Silverton Hospital moved to its new location in 1937. In December of that year the First National Bank of Portland bought out the Coolidge and McClaine Bank. In 1939 the Valley Farmers Co-op built their enterprise at 302 Lewis. June of that year saw the new \$155,000 high school nearing completion. Also, that year, the bond issue was passed for the sewage treatment plant and for construction of the local swimming pool. The pool was opened to the public in 1940. It was also that year that the Civil Aeronautics Board abandoned the local landing field.

In 1941 Silverton adopted its present council-manager plan of the city government during the term of Zetta Schlador, Silverton's only woman mayor.

By the time Silver Falls Timber Company began operation, Silverton Lumber had cut off all of its timber in the Silverton hills. It sold its trackage and right-of-way up Powers Creek to Silver Falls and for several years cut timber in the Green Basin of Detroit, hauling the logs via the Southern Pacific. When the Green Basin was cut off, Silverton Lumber closed down.

Silver Falls Timber Company had cut all of its lands in the Abiqua Basin by about 1917. From that time until it finally closed in 1946, Silverton Lumber brought logs in by the Southern Pacific from the Coast Range. Both large

companies had conducted "cut out and get out" operations. Neither engaged in any reforestation. Because of the closures of the large mills and the end of large scale logging during the 1940's, and migration to defense plants during World War II, Silverton lost population from 1940 to 1950.

Many feared the town was dead. Others concluded it was only dying. However, because of its location, scenic beauty, and small-town friendliness, many newcomers have settled in the area. The land that Silver Falls Timber Company cut has been purchased by Longview Fibre Company as a tree farm. The growth of 30 years now hides the scars of the cutting.

#### Historic Sites

There is currently one site in Silverton listed on the National Register of Historic Places--Calvary Lutheran Church and Parsonage. A downtown historic district was nominated to the National Register in August, 1986. The historic district includes a total of 44 buildings on Water, First, Oak, East Main, and Lewis Streets: six buildings of primary significance; 21 buildings of secondary significance; eight non-contributing historic buildings (that would contribute to the district's significance if properly restored); seven non-historic, noncontributing buildings that are compatible with the district; one building that is non-compatible and non-contributing; and five vacant lots listed. The historic significant buildings along with additional information on the historic district is in the National Register Nomination Form prepared by Laura Watts-Olmstead and Elizabeth O'Brien on August 15, 1986.

The non-compatible and non-contributing building in the proposed district is not considered a conflicting use by the historic resources specialists who prepared the district nomination. Only the building facade is incompatible. It could be removed and replaced by a more compatible facade in the future under the provisions of Silverton's Historic Landmarks Ordinance. (Personal communication, Laura Watts-Olmstead, ODDA: August, 1986).

No other historic or archaeological sites or structures are listed in state or local inventories. The City of Silverton has indicated to the State Historic Preservation Office its interest in grants or other assistance in preparing inventories of historic sites in those parts of the City that lie outside of the historic downtown.

#### Potential and Approved Oregon Recreation Trails

There are no potential or approved Oregon Recreational Trails within the Silverton UGB. The closest potential trail is the Indian Ridge Trail which would connect Silver Creek Falls State Park with the Pacific Crest Trail.

#### Potential and Approved Federal and State Scenic Waterways

Silver Creek is not under consideration as either for a federal or state scenic waterway.

#### **Summary of Goal 5 Resources and Potential Conflicts**

The occurrence of Goal 5 resources within the Silverton UGB is limited. Several resources are not present and no actual conflicting uses have been identified. Potential conflicts are addressed by plan policies and ordinance provisions.

### **FINDINGS OF FACT**

1. Existing farmland will be maintained as open space until used for urban development.
2. Land needed for open space is provided by school grounds, parklands, and setback provisions in the zoning ordinance.
3. Residential development has not had a significant detrimental effect on the wildlife habitat in the riparian zone along Silver Creek.

4. Several hilltops and ridges provide exceptional scenic views of the Cascades.
5. Silver Creek, the dominant waterway through the City, is protected by an established minimum stream flow.
6. Silverton has many structures with historic architectural significance. Actions are being taken to preserve them as evidenced by the August, 1986 nomination of the Silverton Commercial Historic District.
7. There are no mineral and aggregate resources, no natural areas, no wilderness, no major wetlands, no potential or approved recreation trails, nor any potential or approved scenic waterways within the Silverton UGB.
8. No conflicts have been identified among Silverton's "Goal 5" resources and other land uses. Potential conflicts may arise in relation to the designation and use of structures and places of historic architecture and cultural significance. These potential conflicts will be resolved through application of decision making processes outlined in the Historic Landmark Ordinance.

## **POLICIES**

1. Preserve agricultural land uses within the urban growth boundary until the public facilities and services needed for urban development are available.
2. Preserve needed open space through: public acquisition as funds permit, development and maintenance of parkland and school grounds, setbacks, and limits on development in natural hazard areas.
3. Examine publicly owned surplus land, including street right-of-way, for potential open space use before disposition.
4. Encourage multiple use of existing open space resources when the potential uses are compatible.
5. Preserve the wildlife habitat along Silver Creek as permanent to protect fish, wildlife and riparian vegetation.
6. Cooperate with Marion County to protect the municipal watersheds from uses that could inhibit high quality water production.
7. Encourage protection of Silverton structures and places of historic architectural and cultural significance through an Historic Landmarks Ordinance.

## **IMPLEMENTATION**

Implementation of the open space and watershed policies will be pursued through the land use management measures of the City of Silverton and Marion County. This is discussed at length in the Urbanization and Agricultural Lands elements.

Other policies will be implemented through the zoning, subdivision, and PUD ordinances in decisions on land use actions. The riparian corridor along Silver Creek will be protected by floodway development prohibitions as well as setback requirements in the zoning ordinance.

The City of Silverton adopted an Historic Landmarks Ordinance in 1985.

## **AIR, WATER, AND LAND RESOURCES QUALITY**

### **GOAL**

Maintain and improve the quality of the area's air, water and land resources.

### **OBJECTIVES**

1. Limit all discharges from existing and future development to meet applicable State or Federal environmental quality statutes, rules and standards.
2. Designate areas suitable for controlling pollution.
3. Establish buffers to protect those lands set aside for pollution control.

### **EXISTING CONDITIONS**

#### **Air Quality**

Air quality within the planning area is generally very good. Silverton is not within an Air Quality Maintenance Area (AQMA), those areas designated by EPA that are expected to exceed State or Federal ambient air quality standards by 1985.

Silverton does not have an air quality monitoring station. The closest station is at McLaren School in Woodburn. From 1970 to 1976 the Woodburn station monitored total suspended particulates. The State standard for suspended particulates is an annual geometric mean of 60 ug/ml. The annual geometric mean for suspended particulates in Woodburn ranged from 19.8 ug/m<sup>3</sup> to 33.0 ug/m<sup>3</sup>; well below the State and Federal air quality standards.

An air quality problem occasionally occurs when there is field burning around Silverton. The impact is temporary and the odor and smoke usually affect Silverton for only a brief period.

#### **Water Quality**

The City of Silverton is designated as a Sewerage Works Implementation Agency under the Section 208 Area wide Waste Treatment Management Plan, a program designed to carry out the Clean Water Act. The City has responsibility for planning, operation, maintenance and financing sewerage works.

Mid-Willamette Valley Council of Governments (MWVCOG) is the Area wide Waste Treatment Management Agency under the hierarchy of Section 208 of the Clean Water Act. MWVCOG has developed a Water Quality Management Plan which includes a Master Sewerage Plan for all jurisdictions within Marion, Polk, and Yamhill Counties. The MWVCOG Water Quality Management Plan is adopted as part of the State of Oregon's Water Quality Management Plan.

The Oregon Department of Environmental Quality (DEQ) is the designated regulatory agency for design criteria, operation and maintenance of sewage treatment works. DEQ must approve sewage treatment plant and sewer system expansion plans before construction begins. Environmental Protection Agency (EPA) sewage works grant funds are dispersed according to the DEQ priority list adopted annually. The City must obtain DEQ certification

that a grant proposal conforms to the MWVCOG Master Sewerage Plan before applying to EPA for a sewerage works construction grant.

During the rainy season, when infiltration of sewage lines is high, there is substantial sewage bypass from the treatment plant and sewage collection system. This bypass increases the fecal coliform bacteria count in Silver Creek. The State standard for fecal coliforms in non-salmonid streams is 240/100 ml of water. DEQ fecal coliform measurements taken in December 1973 showed levels upstream of Silverton at 230/100 ml and downstream of Silverton at 2400/100 ml.

These measurements were taken during a period of high flow and probably indicate sewage bypass. Work on a sewage treatment Facility's Plan that will address various alternatives to remedy the bypass problem is currently underway. Once the bypass problem is alleviated, the sewage treatment plant effluent is expected to meet DEQ discharge standards. The Phase I reports of the planning effort were completed and accepted by the City Council in November 1978. Design of facility improvements will follow.

Over the urban growth area, chemical and bacteriological quality of ground water has historically been adequate for use as domestic supply. The city water system is discussed in the Public Facilities and Services element.

### **Land Resource Quality**

The quality of the land resource, especially as a filter medium for septic tank effluent, has been preserved through county permit requirements and spot inspections. Failing septic systems have been corrected or are in the process of being corrected either through reconstruction of the individual disposal system or connection to public sewers. This policy has prevented serious, long-term land contamination. The goal of the City of Silverton is to require owners of all dwellings within the city limits to connect their domestic sewage to the sewage collection system and treatment facility to the extent allowable under current charter provisions.

The City disposes of solid waste at the Woodburn sanitary landfill site. According to the Chemeketa Solid Waste Plan, this landfill site as well as the Brown's Island landfill site are expected to reach capacity within the next 2 to 4 years. The City recognizes the need to find appropriate alternate solid waste disposal sites and recommends that representatives of the region continue to study the questions involved and make recommendations for additional sites or other solid waste controls. The transfer station in Macleay is used for solid waste generated in the area south of Silverton. Like all sanitary landfills in the State, ground water pollution, land contamination, and vector propagation is monitored at periodic intervals by operators and DEQ.

### **Pollution Control Sites**

The sewage treatment plant and the water filtration plant are the only significant sites in the planning area committed to pollution control. The sewage treatment plant site southwest of Pine Street encompasses 1.13 acres and includes an access road, ponds and treatment equipment. The water filtration plant occupies a 1.3 acre site at Ames and Reserve Streets. Public facilities for pollution control are discussed in the Public Facilities element.

## **ISSUES AND PROBLEMS**

The primary issue confronting Silverton is improvement of the existing sewage treatment plant and sewer system. The City must remedy the sewage bypass so that discharged effluent will meet State water quality standards.

There are no industries with major waste water discharges to the city's sewer disposal system or air emissions. The Stayton cannery discharges its wastes to a lagoon in the Hobart area behind the cemetery and then irrigates from the lagoon system. The seasonal field burning may occasionally present a temporary air quality problem.

Future air quality is not expected to be a concern because of low emission rates and favorable air circulation. As Silverton grows and traffic increases, exhaust emissions will undoubtedly climb, even with improved emission

control devices on motor vehicles. However, increased traffic is not expected to result in pollution levels exceeding air quality standards by the year 2000. Home heating is expected to continue its trend toward non-polluting (locally) use of electricity. Future field burning and industrial air pollution problems will be regulated by the state and/or Federal Government.

## **FINDINGS OF FACT**

1. The waste water treatment plant must be upgraded. Repair or replacement of defective sewer lines is necessary.
2. It is unlikely that state or Federal ambient air quality standards are exceeded in the area. The City has not been designated by EPA as an area expected to exceed Federal ambient air quality standards by 1985.
3. Solid waste is disposed of outside the urban growth boundary. Alternative disposal locations and methods may be necessary within the planning period.
4. The goal of the City is to require all owners of dwellings within the city limits to connect their domestic sewage to the City's sewage collection system and treatment facility.
5. There is no problem of noise pollution in the area.

## **POLICIES**

1. The City will do what is necessary to improve the water and sewerage treatment systems to meet state and Federal standards as finances permit.
2. In cooperation with DEQ, the City will ensure that development will not exceed the carrying capacity of the land, water, or air resources of the area.

## **IMPLEMENTATION**

The City has received a Step I grant from the Environmental Protection Agency to determine the feasibility of repairing the existing waste water collection system and improving the existing sewer treatment plant. These reports were completed and accepted by the City Council in November 1978. Step II (facility design) grant funds should be forthcoming in the 1978-79 fiscal year.

## NATURAL HAZARDS

### GOAL

Protect life and property from natural disasters and hazards.

### OBJECTIVES

1. Inventory known hazards areas.
2. Insure that appropriate protective measures are taken to prevent potential damage in hazard areas.

### EXISTING CONDITIONS

Natural hazards include slope, flooding, high water table, and soil and bedrock instability.

#### Steep Slope

Steep slope refers to slopes that can present restraints to certain types of land use. The degree of slope causing a hazard varies in relation to the type of development and geologic conditions present.

Silverton is bordered along the southwest and southeast with fairly steep hills. Figure 6 shows slopes 15% and above. Fifteen percent slope is the usual cutoff for determining what areas are suitable for building sites. For sites with over 15% slope, development costs may become prohibitive. However, the additional development costs may be offset by the scenic views often available. Within the urban growth boundary, there are about 117 undeveloped acres of slopes greater than 15%.

#### Landslides

A landslide, or mass wasting, is a down slope movement of earth responding to gravity. A slope that has not failed by landslide, but could fail through natural geologic processes or man-made operations, is called an "unstable slope" or potential landslide. Landslide is a normal process of slope development and is widespread.

Silverton does not have a history of landslide hazard in the surrounding hills. However, there has been a recent landslide in the southwest portion of the city (McClaine and Westfield Streets). It is felt that this was caused by improper engineering and project design (conversation with city engineer). The State Department of Geology and Mineral Industries has not done a geologic hazards study in Silverton.

In areas that show a tendency to slide, the installation of public water and sewer systems may not be feasible. This serves as a natural limitation to urbanization of these areas. When such areas are developed at urban density, however, up to 50 percent of the ground surface is often covered by buildings, driveways, sidewalks and streets. Runoff from these impermeable surfaces concentrates moisture in the ground and can eventually lead to a disastrous landslide in areas that may have had no previous history of landslide or slope instability.

## Flood Plain

Figure 6 shows the 100-year flood plain defined by the U.S. Department of Housing and Urban Development (HUD) for Silverton's Flood Insurance Study (1978). The 100-year flood plain is the area inundated by floods with an average occurrence of once in 100 years.

The flood plain is composed of the "floodway" and the "floodway fringe." The floodway is the area in which location of structures would restrict the flow of the floodwater and cause significantly greater flood depths upstream.

The floodway fringe is the area between the floodway and the limit of the 100-year flood. The floodway fringe includes that portion of the flood plain that could be completely obstructed without increasing the depth of the 100-year flood more than one foot at any point.

In the planning area, the Silver Creek flood plain covers approximately 76 acres; about 47 acres in the floodway and 29 acres in the floodway fringe. Along most of Silver Creek, the flood plain and floodway cover the same areas. Along the creek in the vicinity of James Street and the city limits is an area of mixed commercial and residential use that lies in the floodway fringe. This includes a nursing home, apartment complex, nursery and about 40 single family homes along Silver, Brooks, Alder and Willow Avenues and Maple Street.

Federal government regulations state that in order to be eligible for Federal flood insurance, local governments are required to adopt "certain minimum land use measures" to reduce flooding hazard. These usually preclude the placement of permanent structures in the floodway and require that any structures built in the floodway fringe be raised above flood level. The City of Silverton is in the process of converting to the Federal Flood Insurance Program and developing regulations that comply with the program.

## Soil Limitations

Soil limitations are soil properties that can influence the suitability of soils for various uses. Both the degree and kind of soil limitation must be considered when determining if a soil is suited to the desired land use. Table 6 shows the various soil series and their limitations for drain fields and building sites.

## Drain fields

A septic tank absorption field, or drain field, is a soil absorption system for sewage disposal. It is a subsurface tile or perforated pipe system laid in such a way that effluent from the septic tank is distributed with reasonable uniformity into the natural soil. Criteria used for rating soils (slight, moderate, severe and unsuitable) for use as drain fields are based on the capability of the soil to absorb effluent. Important features affecting this capability are permeability, depth to seasonal water table, flooding, slope, depth to bedrock or hardpan, stoniness and rockiness.

A "slight" soil limitation is the rating given soils that have properties favorable for drain fields. Any limitations are minor and can be easily overcome. For these types of soils good performance and low maintenance can be expected.

A "moderate" soil limitation is the rating given soils that have properties moderately favorable for drain fields. This degree of limitation can be easily overcome by special planning, design or maintenance. During some part of the year, the performance of the drain field or other planned use is less desirable than for soils rated "slight." In Silverton, several areas develop a high water table during the winter months of heavy rainfall. Soils that may require extra treatment, such as artificial drainage or changes in the construction plan, can usually be identified by an on site inspection. An on site inspection can determine the soil depth, permeability, bedrock and other soil characteristics unique to the specific area, possibly eliminating the need for special treatment.

TABLE 6  
SOIL LIMITATIONS

| Soil Series   | Drain Field   | Building Sites                             |  | Agricultural Capability Classification |
|---|---|--|--|--|
|   |   | w/o Basements                              | w/ Basements                               |  |
| 1) Abiqua silty clay loam<br>0-3% slope (AbA)         | Severe: percolates slowly                                   | Severe: shrink-swell, low strength         | Severe: shrink-swell, low strength         | I                                      |
| 2) Amity silt loam<br>0-3% slope (Am)                 | Severe: percolates slowly                                   | Severe: wet, low strength                  | Severe: wet, low strength                  | IIw                                    |
| 3) Camas gravelly<br>sandy loam (Ca)                  | Unsuitable: floods  | Severe: floods                             | Severe: floods                             | IVw                                    |
| 4) Clackamas gravelly<br>loam (Ck)                    | Unsuitable: wet,<br>percolates slowly, high<br>water table  | Severe: wet                                | Severe: wet                                | IIIw                                   |
| 5) Cloquato silt loam<br>0-3% slope (Cm)              | Slight: if not within the<br>flood plain                    | Severe: floods                             | Severe: floods                             | IIw                                    |
| 6) Concord silt loam (Co)                             | Unsuitable: percolates<br>slowly, wet, high water<br>table  | Severe: shrink-swell, wet                  | Severe: shrink-swell, wet                  | IIIw                                   |
| 7) Courtney gravelly<br>silty clay loam (Cu)          | Unsuitable: percolates<br>slowly, wet, high water<br>table  | Severe: wet, low strength,<br>shrink-swell | Severe: wet, low strength,<br>shrink-swell | IVw                                    |
| 8) Dayton silt loam (Da)                              | Unsuitable: percolates<br>slowly, wet                       | Severe: wet, shrink-swell,<br>low strength | Severe: wet, shrink-swell,<br>low strength | IVw                                    |
| 9) McAlpin silty clay loam<br>0-3% slope (MaA)        | Unsuitable: floods, wet,<br>low permeability                | Severe: floods                             | Severe: floods, wet                        | IIw                                    |
| 10) McBee silty clay loam<br>0-3% slope (Mb)          | Severe: floods  | Severe: floods                             | Severe: floods                             | IIw                                    |
| 11) Nekia silty clay loam<br>2-7% slope (NeB)         | Severe: depth to rock,<br>percolates slowly                 | Moderate: depth to rock,<br>low strength   | Severe: depth to rock                      | IIe                                    |
| 7-12% slope (NeC)                                     | Severe: percolates slowly,<br>depth to rock                 | Moderate: depth to rock,<br>low strength   | Severe: depth to rock                      | IIIe                                   |
| 12-20% slope (NeD)                                    | Severe: percolates slowly,<br>depth to rock, slope          | Moderate: depth to rock,<br>low strength   | Severe: depth to rock,<br>slope            | IIIe                                   |
| 20-30% slope (NeB)                                    | Unsuitable: percolates<br>slowly, depth to rock,<br>slope   | Severe: slope                              | Severe: depth to rock,<br>slope            | IVe                                    |
| 30-50% slope (NeF)                                    | Unsuitable: percolates<br>slowly, depth to rock,<br>slope   | Severe: slope                              | Severe: depth to rock                      | VIe                                    |
| Nekia stony silty clay loam<br>2-12% slope (NkC)      | Severe: percolates slowly,<br>depth to rock                 | Moderate: depth to rock,<br>low strength   | Severe: depth to rock                      | IIIe                                   |
| Nekia very stony silty clay loam<br>2-30% slope (NsE) | Severe: percolates slowly,<br>depth to rock, stones         | Severe: slope, stones                      | Severe: depth to rock,<br>slope, stones    | VIIs                                   |
| 30-50% slope (NsF)                                    | Unsuitable: percolates<br>slowly, depth to rock,<br>stones  | Severe: slope, stones                      | Severe: depth to rock,<br>slope, stones    | VIIs                                   |
| 12) Newberg fine sandy loam (Nu)<br>silt loam (Nw)    | Unsuitable: floods  | Severe: floods                             | Severe: floods                             | IIw                                    |
| 13) Salem gravelly silt loam<br>0-3% slope (Sa)       | Slight <sup>b</sup>   | Slight                                     | Slight                                     | IIIs                                   |
| 14) Silverton silt loam<br>2-12% slope (SuC)          | Moderate: moderately<br>slow permeability, depth<br>to rock | Moderate: depth to rock                    | Severe: depth to rock                      | IIe                                    |

**TABLE 6**  
SOIL LIMITATIONS

| Soil Series  | Drain Field   | Building Sites                    |                                   | Agricultural Capability Classification |
|--|---|-----------------------------------|-----------------------------------|--|
|  |   | w/o Basements                     | w/ Basements                      |  |
| silt loam 12-20% (SuD)                               | Unsuitable: slope                                   | Severe: depth to rock             | Severe: depth to rock, slope      | IIIe                                   |
| 15) Stayton silt loam<br>0-7% slope (SvB)            | Unsuitable: depth to rock                           | Severe: depth to rock             | Severe: depth to rock             | VIe                                    |
| 16) Terrace escarpment (Te)                          | Unsuitable: slope                                   | Severe: slope                     | Severe: slope                     | VIe                                    |
| 17) Waldo silty clay loam<br>0-2% slope (Wa)         | Unsuitable: wet, floods, percolates slowly          | Severe: wet, low strength, floods | Severe: wet, low strength, floods | IIIw                                   |
| 18) Wapato silty clay loam (Wc)                      | Unsuitable: floods, wet, percolates slowly          | Severe: floods, wet, low strength | Severe: floods, wet, low strength |  |
| 19) Witzel very stony silt loam<br>3-40% slope (WtE) | Unsuitable: depth to rock, percolates slowly, slope | Severe: depth to rock, slope      | Severe: depth to rock, slope      | VIIe                                   |
| 20) Woodburn silty loam<br>0-3% slope (WuA)          | Severe: percolates slowly, wet                      | Moderate: low strength            | Severe: wet                       | IIw                                    |
| 3-12% slope (WuC)                                    | Severe: percolates slowly, wet                      | Moderate: low strength, slope     | Severe: wet                       | IIe                                    |

- (a) Capability classes in Roman Numerals I-VIII indicate the general suitability of soils for most kinds of field crops. Capability subclasses are soil groups within a class and are designated by small letters: (e) indicates risk of erosion; (w) shows that the soil tends to be wet; (s) shows that the soil is shallow, draughty or stony; and (c) shows the chief limitation is a too cold or too dry climate.
- (b) May contaminate ground water when gravel horizon is near 20 inches.

Sources: U.S. Department of Agriculture, Soil Conservation Service soil scientists; Soil Survey of Marion County Area, Oregon, 1972; and, Soil Interpretations for Oregon, OR-SOILS-I.

A "severe" soil limitation is the rating given soils that may have a seasonal high water table, slopes, bedrock near the surface or other limitations. These soils often require artificial drainage, runoff control, extended sewage drain fields or some modification of certain features through manipulation of the soil. The number and specific type of necessary modifications can best be determined by an on site inspection, since soil limitations vary according to the specific area and land use.

An "unsuitable" rating means a soil has one or more unfavorable properties for drain fields. These properties may include steep slopes (over 15%), bedrock near the surface, flooding hazard, high shrink-swell potential, a seasonal high water table or unsuitable permeability. Soils rated unsuitable generally require major soil reclamation, special design or intensive maintenance. Some of these soils can be improved by reducing or removing the soil feature that limits use, but in many situations it is difficult and costly to alter the soil or to design the use to compensate for such a severe degree of limitation.

**Building Sites**

Soil limitations for building sites are guidelines for determining the size or type of structure that the soil can support. Categories used for rating building sites, with or without a basement, are "slight", "moderate" and "severe". The important features affecting a building site include low strength, high shrink-swell, wet ground or slow permeability, flooding, slope, depth to rock and stones.

As indicated in Table 6, the building site limitations for Silverton are predominately severe, with only a few soils rated moderate and one rated slight. Slight, moderate and severe soil ratings for building sites are similar to the drain field soil ratings. Slight means that a soil has no or minor limiting features; moderate means the soil limitations can be easily overcome; severe means that the soil has significant limitations. A severe rating does not mean that it cannot be developed. These ratings are very conservative and do not take into account special design features, on site inspections, or historic land uses of the area.

## **FINDINGS OF FACT**

1. Natural hazards exist in some areas of possible future development.
2. Future development in the hazard areas, if any, will require special review.
  - a. Development on hillside property in Silverton is possible if it is thoroughly analyzed to determine its effect on slope stability. It should not be analyzed only for the existing conditions, but for the conditions created by the proposed development as well. If the analysis indicates that special precautions are necessary, geologic and engineering studies should be conducted to determine what measures are necessary to prevent potential damage to life and property.
  - b. Historically, stable potential landslide areas and steep slopes can be used for light development only after adequate study. High densities or intense development should not be allowed in areas of steep slope or potential landslides because of the potential for substantial loss.
  - c. New structures built in the floodplain will be raised above flood level and be constructed in a way to minimize flood damage. No mobile homes will be permitted in the floodway as required by Federal law.
  - d. Areas referred to in Table 6 (Soil Limitations) as unsuitable or severe for drain fields or building sites may have development potential without sewerage service if the land use is not intense, the density is low and the developer is willing to pay extra development costs.

## **POLICIES**

1. The City will prevent development in the areas of natural hazard unless special design features adequately insure the safety and protection of life and property.
2. The City will require site specific information clearly determining the hazard present from applicants who seek approval to develop known areas of natural hazard.

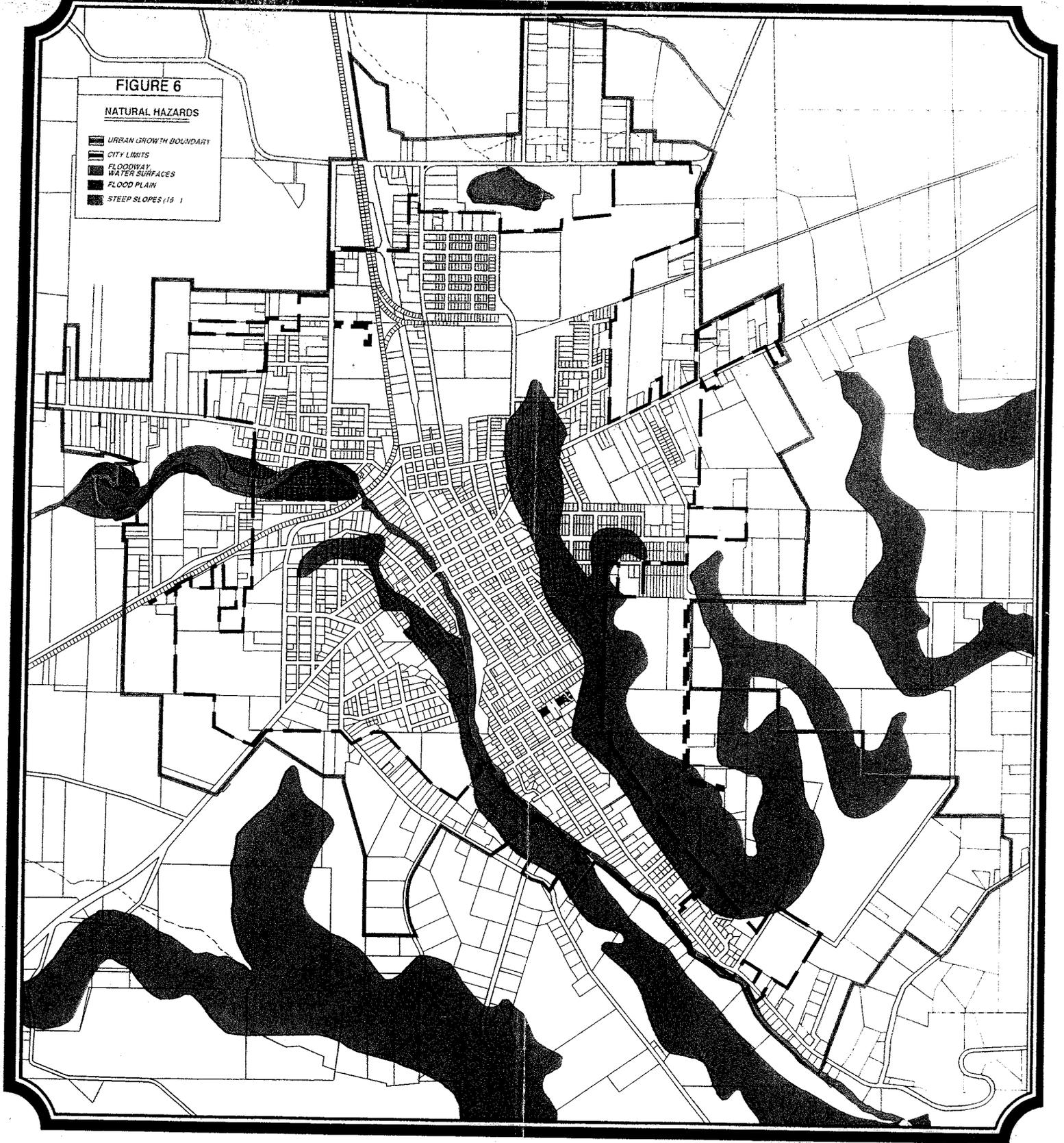
## **IMPLEMENTATION**

Floodplain and slide hazard zone districts will be added to the zoning ordinance to regulate development in areas of natural hazard.

FIGURE 6

NATURAL HAZARDS

- URBAN GROWTH BOUNDARY
- CITY LIMITS
- FLOODWAY
- WATER SURFACES
- FLOOD PLAIN
- STEEP SLOPES (1:1)



## HOUSING

### GOAL

Meet the projected housing needs of citizens in the Silverton area.

### Objectives

1. Encourage a “small town” environment.
2. Encourage preservation, maintenance and improvement of the existing housing stock.
3. Encourage new housing in suitable areas to minimize public facility and service costs and preserve agricultural land.
4. Encourage an adequate supply of housing types necessary to meet the needs of different family sizes and incomes

### EXISTING CONDITIONS Number and Type of Housing Units

Silverton is comprised of a variety of housing types from single family residences on large lots to apartment units. The intent of the planning process is to attempt to achieve a balance between the need for particular types of housing and the availability of those housing types. Information about historical and existing housing units in Silverton is summarized in Table 7-1. This data was derived from US Census data. It is evident that since 1970 that the percent of single family residences has decreased compared to the number and percent of both multi-family and manufactured dwellings within parks.

**Table 7-1. Housing Units by Type, 1970 through 2000 City of Silverton**

| Year | single family |       | multi-family |       | manu. Park |      | group |      | Total |
|------|---------------|-------|--------------|-------|------------|------|-------|------|-------|
|      | No.           | %     | No.          | %     | No.        | %    | No.   | %    |       |
| 2000 | 1,991         | 70.4% | 613          | 21.7% | 142        | 5%   | 80    | 3.0% | 2,826 |
| 1990 | 1,676         | 75.3% | 391          | 18%   | 102        | 4.6% |       |      | 2,169 |
| 1980 | 1,572         | 81.3% | 312          | 16.1% | 50         | 2.6% |       |      | 1,934 |
| 1970 | 1,385         | 86.8% | 193          | 12.1% | 17         | 1.1% |       |      | 1,595 |

Source: US Census

### Housing Tenure

## Housing

The Oregon Departments of Housing and Community Development and Land Conservation and Development (OHCD and DLCDD) have developed a model to project the need for future housing. This model incorporates population estimates, projections, and other information from the Portland State University Center for Population Research, Marion County and Claritas, Inc. It identifies the number of estimated current and future needed housing units needed by housing tenure (owned vs. rented), as well as rent and price level. It indicates that in 1999, 63.5% of all units in Silverton were owner-occupied and 36.5% were rental units. Year 2000 Census data indicates that in that year 60.7% of all housing units in Silverton were occupied by their owners while 39.3% were rental units.

Current data describing the relative percentage of single-family and multi-family units that are owned or rented is not available. However, assuming that all multi-family units (with three units or more) are renter-occupied and all manufactured homes are owner-occupied, it is estimated that approximately 12% of all single-family homes are renter-occupied, while 88% are owner-occupied.

### Vacancy Rates

Silverton traditionally has had lower vacancy rates than other cities in Marion County. The 2000 US Census reports a vacancy rate of 5.0%; the housing model developed by OHCD and DLCDD described above assumes a similar vacancy rate of 4.0% in 1999.

### Age of Housing

The number and percent of Silverton housing units constructed in various periods is indicated in Table 7-2.

**Table 7-2. Age of Housing Stock, City of Silverton**

| Year Structure Built | Number       | Percent     |
|----------------------|--------------|-------------|
| 1989 - 2000          | 614          | 22%         |
| 1985 - 1988          | 54           | 2%          |
| 1980 - 1984          | 156          | 6%          |
| 1970 - 1979          | 458          | 16%         |
| 1960 - 1969          | 310          | 11%         |
| 1950 - 1959          | 191          | 7%          |
| 1940 - 1949          | 316          | 11%         |
| 1939 or earlier      | 725          | 25%         |
| <b>Subtotal</b>      | <b>2,824</b> | <b>100%</b> |

Sources: 1990 US Census, City of Silverton Building and subdivision approval permit information, 1989 – 2000.

Note: These figures slightly overestimate the number of housing units that were built prior to 1990 as they do not incorporate demolition data for 1989-2000. However, the total number of demolitions during this time period was relatively low (20 – 30 units), resulting in only minor discrepancies in the inventory data.

### Housing Condition

Considering that a significant portion of Silverton's housing stock is over 50 years old, the overall condition of housing in the city is good. According to a survey completed in September 1992 by Robert Choquette of the Planning and Public Policy Department of the University of Oregon, only about 3.9% of the housing units were considered to be in need of multiple major repairs at that time. The survey used a leiket scale to rate housing condition based on the criteria in Table 7-3.

**Table 7-3. Visual housing Structural Condition standards**

| Rank | Criteria   |
|------|--|
| 5    | A new structure or a very well maintained older structure with absolutely no visible maintenance or repairs needed.  |
| 4    | A new or older structure in need of minor repairs or maintenance to one of the following: paint, roof, foundation, trim and gutters, or windows and doors.   |
| 3    | An older structure in need of repairs to one or more of the following: paint, roof, foundation, trim and gutters, or windows and doors.  |
| 2    | An older structure in need of major repairs, such as to the structure, foundation and/or roof. Other defects also may be present. The structure also may show evidence of cheap or shoddy repairs in the past, as evidenced by mixed construction styles and materials that fail to maintain the original architectural style. |
| 1    | An uninhabitable, or marginally habitable structure in need of major renovations to multiple components, including structure, foundation and/or roof   |

Source: 1992 Housing Inventory Survey, Robert Choquette of the Planning and Public Policy Department, University of Oregon.

Table 7-4 is a summary of the survey findings. They define housing units classified as a "1" as poor or "substandard". The findings indicate that 3.9% of the housing units in the City were rated as poor in 1992. It is not appropriate to compare this data directly with US Census figures, since different criteria are used to define substandard units. The Census definition of substandard housing is based on conditions such as lack of plumbing, heating and kitchen facilities (interior to the house) that cannot be documented in a windshield survey. As described above, the University of Oregon survey defined substandard by the need for structural repairs, primarily related to the exterior condition of the dwelling. However, a separate review of Census data for the City is useful in identifying general trends. The 1990 Census reported that 0.8% of all housing units were substandard by their definition in 1990. This represented a significant decrease from 1970 when almost 10% of the city's housing stocks were considered to be substandard.

**TABLE 7-4. Silverton Housing Condition, 1992**

| Type         | City         |             | UGB        |             | Total        |             |
|--------------|--------------|-------------|------------|-------------|--------------|-------------|
|              | Number       | Percent     | Number     | Percent     | Number       | Percent     |
| 1            | 87           | 3.9%        | 14         | 4.7%        | 101          | 4%          |
| 2            | 453          | 20.5%       | 69         | 23.9%       | 522          | 20.8%       |
| 3            | 981          | 44.5%       | 136        | 46%         | 1,117        | 44.6%       |
| 4            | 604          | 27.3%       | 67         | 22.7%       | 671          | 26.8%       |
| 5            | 84           | 3.8%        | 9          | 3%          | 93           | 3.7%        |
| <b>Total</b> | <b>2,209</b> | <b>100%</b> | <b>295</b> | <b>100%</b> | <b>2,504</b> | <b>100%</b> |

Source: 1992 Housing Condition Survey, Robert Choquette of the Planning and Public Policy Department, University of Oregon.

## Housing

Housing in need of major repair is primarily clustered in two areas in the north and northwest portions of Silverton. These areas could serve as focal points for future housing rehabilitation efforts. According to a 1991 Community Housing Information Survey, Silverton residents reported that the most serious home repairs needed were exterior siding/painting, roof, electrical, and heating problems. The 1992 survey also indicated that slightly more than a quarter (26.6%) of the City's residents qualified as low/moderate income homeowners according to housing and Urban Development (HUD) guidelines. Within this group of homeowners, 50% reported exterior problems, 33% roof problems, 31% electrical problems, and, 29% heating problems. Home repairs and general maintenance typically is related to disposable income and it is not surprising that 37% of this low/moderate income group reported that the inability to afford the necessary improvements is a barrier.

Silverton received Community Development Block Grant and a HOME grant for housing rehabilitation. Between 1992 and 1995, 77 qualified low/moderate income homeowners were approved for approximately \$850,000 in no interest home improvement assistance loans. The average loan was for approximately \$11,000 and had to be used for approved improvements to the home. A 1995 rehabilitation Community Block Grant of \$250,000 also was used to improve the homes of approximately 16 qualified low/moderate income homeowners. Since 1999, an additional 11 qualified low/moderate income homeowners were approved for loans total almost \$200,000. These efforts have resulted in an appreciable decrease in the number of dwelling units that were considered to be below "average" in the 1992 windshield survey of housing condition. The City intends to encourage continued improvement of the viability and livability of housing within its jurisdiction through these and other strategies.

### Development Trends Housing Construction

Table 7-5 summarizes overall trends in housing construction between 1989 and 2000. It indicates that single-family housing accounted for 56.4% of all housing, at an average density of 4.0 units per acre. Multi-family housing accounted for 38.3% of all units, at an average density of 13.9 units per acre. Manufactured homes in parks made up the remaining 5.3%, at an average density of 8.5 units per acre. All average densities are net (i.e., do not include land needed for roads). The average density for all housing built during this period was approximately 8.8 units per net acre.

**Table 7-5. Mix and average density of housing constructed in Silverton, 1989 - 2000**

| Type of Housing             | Units<br>built | Percent<br>of total | Average Lot Size |                  |
|-----------------------------|----------------|---------------------|------------------|------------------|
|                             |                |                     | (sq. ft.)        | (units per acre) |
| Single family               | 346            | 56.4%               | 10,045           | 4.2              |
| Multi-family                | 235            | 38.3%               | 2,744            | 13.9             |
| Manufactured homes in parks | 33             | 5.3%                | 4,994            | 8.5              |
| Total/Average               | 614            | 100.0%              | 5,928            | 8.8              |

Sources: City of Silverton building permit and subdivision approval data, 1989 - 2000; City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

The number of units constructed by year for each type of housing is described in more detail in Tables 7-6, 7-7 and 7-8. In addition to this development, a total of 63 single-family lots were partitioned, resulting in the creation of 78 new lots/dwelling units at an average lot size of

approximately 16,590 square feet <sup>1</sup> Finally, one manufactured home park with 100 spaces was approved; 33 spaces are occupied to date (2001), at an average density of 8.5 units/acre.

**Table 7-6. Single-Family Subdivisions Developed in Silverton, 1989 - 2000**

| Development                    | Number of Lots |            | Average size<br>(sq. ft.) | Average Density<br>(units/acre) |
|--------------------------------|----------------|------------|---------------------------|---------------------------------|
|                                | Approved       | Built      |                           |                                 |
| Park Terrace I, II, III and IV | 59             | 55         | 12,751                    | 3.3                             |
| Lone Oak I, II and III         | 54             | 50         | 8,200                     | 5.2                             |
| Oak Knoll PUD                  | 63             | 59         | 6,330                     | 6.7                             |
| Silver Ridge                   | 11             | 11         | 8,883                     | 4.8                             |
| Abiqua Heights Subdivision     | 62             | 27         | 11,324                    | 3.8                             |
| Brenden Subdivision            | 4              | 4          | 7,600                     | 5.6                             |
| Imel/Kranz Subdivision         | 6              | 1          | 10,000                    | 3.0                             |
| Chesnut Circle                 | 5              | 3          | 9,200                     | 4.6                             |
| Cedarwood Subdivision          | 18             | 15         | 10,130                    | 4.2                             |
| Mountain High                  | 39             | 32         | 8,090                     | 5.3                             |
| Cox Estates                    | 14             | 8          | 8,365                     | 5.1                             |
| South Creek                    | 6              | 6          | 9,590                     | 4.4                             |
| Jensen Estates                 | 31             | 12         | 8,400                     | 5.1                             |
| Silverton Heights              | 31             | 2          | 7,841                     | 4.2                             |
| <b>Total/Average</b>           | <b>403</b>     | <b>285</b> | <b>9,050</b>              | <b>4.7</b>                      |

Sources: City of Silverton building permit and subdivision approval data, 1989 - 2000; City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

**Table 7-7. Multi-Family Developments,**

<sup>1</sup> Several large resulting lots (over 1.5 acres in size) were not included in calculating average lot size, as it is assumed they are likely to be subdivided or partitioned further in the future.

*Housing*

| <b>Silverton, OR, 1989 – 2000 *</b> |         |            |             |
|-------------------------------------|---------|------------|-------------|
| Year                                | Permits | Units      |             |
|                                     |         | Approved   | Constructed |
| 1989                                | 1       | 24         | 24          |
| 1990                                | 1       | 2          | 2           |
| 1991                                | 3       | 100        | 100         |
| 1992                                | 2       | 4          | 4           |
| 1993                                | 2       | 4          | 4           |
| 1994                                | 3       | 6          | 6           |
| 1995                                | 7       | 36         | 36          |
| 1996                                | 13      | 32         | 32          |
| 1997                                | 8       | 23         | 23          |
| 1998                                | 0       | 0          | 0           |
| 1999                                | 2       | 4          | 4           |
| 2000                                | 0       | 0          | 0           |
| <b>Total</b>                        |         | <b>235</b> | <b>235</b>  |

Sources: City of Silverton building permit and subdivision approval data, 1989 - 2000; City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

**Table 7-8. Multifamily development density by development and type of unit, Silverton, 1989 - 2000**

| Development          | Units      | Average lot size (s.f.) | Average density (units per acre) |
|----------------------|------------|-------------------------|----------------------------------|
| Pacific Crest        | 78         | 1,882                   | 22.6                             |
| Silvertowne          | 46         |                         | 9.2                              |
| Bodies Pasture       |            |                         |                                  |
| 12-plexes            | 24         | 2,332                   | 18.3                             |
| 8-plexes             | 16         | 1,888                   | 22.5                             |
| Duplexes             | 42         | 3,800                   | 11.2                             |
| Other duplexes       | 20         | 4,800                   | 8.9                              |
| Other 3-plexes       | 9          | 2,404                   | 19.9                             |
| <b>Total/Average</b> | <b>235</b> | <b>3,069</b>            | <b>13.9</b>                      |

Sources: City of Silverton building permit and subdivision approval data, 1989 - 2000; City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

The resulting mix of housing is approximately 69.4% single-family, 22.0% multi-family, 5.8% manufactured homes in parks and 3.5% group quarters (see Table 7-9). The relative distribution of housing built between 1989 and 2000 was significantly different than during previous decades; however, it resulted in relatively moderate shifts in the overall distribution of different types of housing.

**Table 7-9. Distribution of Housing Units by Type, 1990 - 2000**

| Time Period           | Single family |         | Multi-family |         | Manufactured homes in parks |         | Group Quarters* |         |
|-----------------------|---------------|---------|--------------|---------|-----------------------------|---------|-----------------|---------|
|                       | No.           | Percent | No.          | Percent | No.                         | Percent | No.             | Percent |
| 1990                  | 1,676         | 75.3%   | 391          | 18.0%   | 102                         | 4.6%    | NA              | NA      |
| 1990 - 2000           | 315           | 55%     | 222          | 38%     | 40                          | 7%      | 0               | 0.0%    |
| 2000                  | 1991          | 70.4%   | 613          | 21.7%   | 142                         | 5%      | 80              | 2.8%    |
| % change, 1990 - 2000 | 16%           | -7%     | 37%          | 17%     | 41%                         | 0.4%    | NA              | NA      |

Sources: 1990 US Census; City of Silverton building permit and subdivision approval data, 1989 - 2000; City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001. Note: The total number of housing units in this table varies slightly from the 2000 Census estimates in Table 7-1 primarily because this table includes units constructed between 2000 and 2001 not included in the Census data; it also does not reflect units demolished between 1989 and 2000.

The proportion of multi-family housing built in Silverton in the 1990s was fairly high, compared to average trends for other similar sized communities in the Willamette Valley. In part, this was the result of construction of at least one large apartment complex (78 units at Pacific Crest) and may have been the result of some previous latent demand for multi-family housing. From 1990 to 2000 the number of single family homes grew by 315 dwellings from 1,676 to 1,991. This represented a 16% increase in the number of single family homes within the community. However, if the number of single family homes is compared to the total number of residential units it can be shown that the overall per cent of single family homes has decreased by almost 5% since 1990. This is due to the number of multi-family units which were constructed during the 1990's. During this decade 222 multi-family units were built. This accounted for 38% of all housing construction during the ten year time period and has also resulted in a 17% increase in the overall per cent of multi-family units in the city when compared to 1990 figures. Twenty-two per cent of all residential units are classified as multi-family. If the group home number were added in with the multi-family number then 25% of all housing units are used for multi-family purposes.

**Estimated Need for Future Housing**

The need for future housing was identified as part of the land inventory and needs analysis described previously. The analysis is based on a variety of factors related to demographic characteristics of City residents, housing costs, construction trends and other information. Projected overall housing needs for the next 20 years (2000 – 2020) are describe in Table 7-10.

**Table 7-10. Projected Future Housing Needs, Silverton, OR, 2000 - 2020**

| Type of Housing | Percent of all units | Total units | Average density (units/acre) |
|-----------------|----------------------|-------------|------------------------------|
|                 |                      |             |                              |

*Housing*

|                             |               |              |             |
|-----------------------------|---------------|--------------|-------------|
| Single family               | 65%           | 1,011        | 5.0         |
| Multi-family                | 30%           | 467          | 13.9        |
| Manufactured homes in parks | 5.0%          | 78           | 12          |
| <b>Total/Average</b>        | <b>100.0%</b> | <b>1,556</b> | <b>10.3</b> |

Sources: City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

Additional information about housing costs and the need for and availability of assisted housing is included in subsequent sections of this chapter. Future housing and residential land needs also are discussed in more detail in the Urbanization element of the Plan.

**Buildable Land**

As part of the report, City of Silverton Buildable Land Inventory and Land Needs Analysis (Cogan Owens Cogan and Ecotrust, 2001), an inventory of buildable lands was developed for the UGB. The inventory includes vacant and partially vacant or “underutilized” land, including vacant building lots. Partially vacant/underutilized properties are defined as those that theoretically could accommodate additional dwellings, given the size of the existing parcel and zoning (minimum lot size). For parcels larger than 0.75 acres, one-half acre is subtracted for each existing dwelling unit, with the remainder considered buildable. For parcels smaller than 0.75 acres, half of the parcel is considered buildable. Underutilized parcels that likely could not be developed further due to access or other constraints are not included in the inventory. Parcels with environmental constraints such as steep slopes (greater than 25%), wetlands and riparian areas also have been removed. Parcels with moderate slopes (15-25%) are assumed to be buildable at half the density assumed for parcels in similarly designated zones.

The study indicates that there are 544 buildable parcels (in 2001), totaling approximately 733.6 acres of land zoned for residential use within the Silverton UGB, including completely and partially vacant parcels. A summary of net buildable land by residential zoning designation follows (Table 7-11).

**Table 7-11. Net Buildable Land Categorized by Zone**

|                                  |     |       |
|----------------------------------|-----|-------|
| R-1 (single family)              | 524 | 711.9 |
| RL (multi-family low density)    | 18  | 4.9   |
| RM (multi-family medium density) | 0   | 0.0   |
| RH (multi-family high density)   | 2   | 16.8  |
| <u>Total</u>                     | 544 | 733.6 |

Source: City of Silverton Land Inventory and Needs Analysis, Cogan Owens Cogan, 2001

Most of the buildable residential land is zoned for single-family development (711.9 acres). A relatively modest amount is zoned for multi-family use (21.7 acres). As indicated in the Urbanization section of the Plan the City anticipates that there will be a need for approximately 467 units to satisfy the projected multi-family needs. The existing supply of 22 acres of land designated for multi-family development will accommodate approximately 306 units. Additional opportunities for future multi-

family developments will come in area to be designated for planned unit developments and within mixed use areas. A large 108 acre parcel in the area of Ike Mooney Road was annexed with the understanding that any future development would be in the form of a planned unit development. The City's planned unit development standards allow for up to 10% of a site to be developed with multi-family units. As such, as many as 100 units could be developed on this one site. Additional areas for multi-family development will be found in the North First Street and West Side mixed use opportunity area. Each of these two areas has been identified as allowing for limited mixed use development and could be accommodate up to 70 units. In addition, other multi-family sites will be provided in some of the second story buildings within the downtown core, and in the form of accessory dwelling units. The combination of these plus any future zone change will more than satisfy the projected need for multi-family housing within the community during the coming 20-year period.

### **Availability of Assisted Housing**

Housing assistance is available to low and moderate income families in the Silverton area though a variety of federally funded programs. The Department of Housing and Urban Development (HUD) sponsors "Section 8" Rental Assistance in which the lower income family pays a maximum of 25% of its income for rent and then the Federal government pays the difference between that amount and the "fair market" rent. In addition, HUD provides funds to Housing Authorities to buy or build housing and manage it for low income tenants. The Rural Economic and Community Development (RECD), formerly the Farmers Home Administration (FmHA), a Federal program within the Department of Agriculture, offers several loan programs for new construction, rehabilitation, or purchase of existing housing (Sections 512 and 515), as well as loans and grants for home repairs (Section 504). They also build special housing units designed for migrant farm laborers.

There are currently a total of 201 "Section 8" households receiving rental assistance in Silverton, including a significant percentage of the residents of "Silvertown," a 40-unit senior citizen housing project, and the remainder on scattered sites. These are administered by the Marion County Housing Authority. "Silvertown" is owned by the Salem Non-Profit Housing Corporation and was built with a FmHA "Section 515" loan. Twenty-four additional units of senior citizen housing, Twilight Courts, were also built with a FmHA Section 515 loan.

The Marion County Housing Authority also manages eight units of farm labor housing in Silverton that were built with FmHA funds. These are located in two four-plex rental units designed for migrant farm worker families that are rented primarily to families with farm labor backgrounds. The Marion County Housing Authority manages an additional six units of publicly assisted, non-Section 8 housing.

Currently, the RECD also holds mortgages in the Silverton area under its "Section 502" and "Section 515" home ownership loan programs. In the past, these loans have been primarily used for direct purchase of existing homes under "Section 502," rather than for the construction of new ones under "Section 515." This is mostly a function of the housing market.

Other potential future assisted housing programs or strategies include:

- a. Federal Section 202 housing investment program for low income rental housing.
- b. Work with the Marion County Housing Authority to support formation of a local non-profit organization to assist first-time homebuyers.
- c. Work with the State Department of Housing and Community Development and local lenders to secure financing for first-time homebuyers.

- d. Investigate further use of state or county housing rehabilitation loan programs.
- e. Work with other non-profit organizations to provide alternatives for home ownership.

## **ALTERNATIVES**

### **Preservation of Older Neighborhoods**

In addition to being an important part of the available housing inventory, Silverton's older homes represent an historic resource and an aesthetic amenity that add immeasurably to the City's "small town" charm. In the past, many of these homes have been threatened in a number of ways. In some areas, commercial development has encroached into older residential neighborhoods and began to erode their livability. Where residential and commercial uses do abut, the zoning ordinance can require special standards for screening, lighting, landscaping, and parking to minimize the impacts from commercial use on nearby residential developments. The city has taken a number of steps to alleviate these problems, including:

- Created specific standards and regulations for the Downtown Transition Area. Recognizing that this area is a logical place for future expansion of some downtown commercial uses, the city adopted design guidelines and other standards for new uses in this area, including requirements for architectural design, building size, screening, lighting, and parking to minimize the impacts from commercial use on nearby residential developments.
- Encouraged voluntary efforts to address compatibility problems and issues in areas with historic resources.
- Enacted regulations governing historic landmarks.
- Additional protection of some areas might be possible through legislation provided for historic preservation. These possibilities are discussed in the Natural and Cultural Resources element of the Plan.

In addition to encroachment from the outside, these older neighborhoods also have become weakened from within by deteriorating housing conditions. With a few exceptions, homes in need of major repairs can be restored for much less than 50% of the value of the house itself. Housing that requires 50% or more of the house value for repair is usually considered unsuitable for rehabilitation.

Rehabilitation can be encouraged in a variety of ways, including low-interest revolving land funds, rehabilitation grant programs, rehabilitation incentive grant programs (households match grant funds with money or labor), emergency repair grants, weatherization programs, and programs in which home improvement materials (paint, insulation, etc.) are provided to eligible households at little or no cost.

These sorts of programs can be administered at the local, county or regional level. Smaller cities can often benefit by joining with other cities to seek funds as the City of Silverton has done in the past through the Mid-Willamette Valley Council of Governments.

Action to preserve older homes can be also taken at the local government level through zoning ordinance provisions that permit the conversion of older homes to apartments when large homes can no longer reasonably be maintained as single family residences. The availability of this opportunity results in improved maintenance and more stable neighborhoods. During the past 20 years, with the assistance of federal home repair grants, homeowners in Silverton have made significant progress in reducing the number homes in need of major repairs.