

**CITY OF SILVERTON**  
**ORDINANCE**  
**17-07**

**AN ORDINANCE OF THE SILVERTON CITY COUNCIL DENYING A COMPREHENSIVE PLAN MAP AMENDMENT TO DESIGNATE 608 NORTH JAMES STREET MULTIPLE-FAMILY RESIDENTIAL WITH A CONCURRENT ZONE CHANGE TO ZONE THE PROPERTY MULTIPLE-FAMILY RESIDENTIAL (RM-10)**

**WHEREAS**, an application was submitted by Gene Oster requesting a Comprehensive Plan Map Amendment to designate 608 North James Street Multiple-Family Residential with a concurrent Zone Change to zone the property Multiple-Family Residential (RM-10); and

**WHEREAS**, the Planning Commission met in a duly advertised Public Hearing on April 11, 2017 to consider the proposed comprehensive plan amendment and zone change, allowed testimony, reviewed the application and continued the Public Hearing to allow additional evidence to be submitted; and

**WHEREAS**, the Planning Commission met and reviewed the application in a Public Hearing on May 9, 2017; and

**WHEREAS**, following public testimony, the Planning Commission deliberated and voted to recommend the City Council deny the proposed Comprehensive Plan Map Amendment and Zone Change; and

**WHEREAS**, after proper legal notice, a Public Hearing before the City Council was held on June 5, 2017 to consider CP-17-01 & ZC-17-01. All interested parties participated and had an opportunity to be heard. The City Council reviewed all matters presented to it including the recommendations of the Planning Commission.

**NOW, THEREFORE, THE CITY OF SILVERTON ORDAINS AS FOLLOWS:**

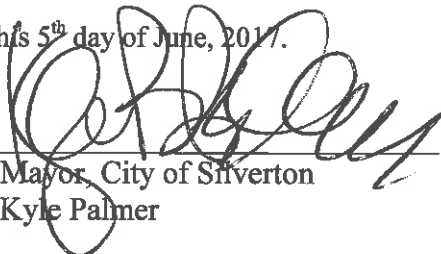
Section 1: The City Council finds that the burden of proof for the Comprehensive Plan Map Amendment and Zone Change has not been met and therefore the Comprehensive Plan Map Amendment for 608 North James Street is denied.

Section 2: In support of its decision, the City Council adopts the findings contained in the Staff Report for CP-17-01 & ZC-17-01 to the City Council, attached hereto as "Exhibit A".


Section 3: A full copy of the staff report and findings of fact can be found in file CP-17-01 & ZC-17-01, located in the Community Development Department at City Hall.

Section 4: This ordinance shall be effective upon and from 30 days of adoption.

Ordinance adopted by the City Council of the City of Silverton, this 5<sup>th</sup> day of June, 2017.

  
\_\_\_\_\_  
Mayor, City of Silverton  
Kyle Palmer

ATTEST

  
\_\_\_\_\_  
City Manager/Recorder, City of Silverton  
Christy S. Wurster



City of Silverton  
Community Development  
306 South Water Street  
Silverton, OR 97381

## STAFF REPORT

PROCEDURE TYPE IV

FILE NUMBER: CP-17-01 & ZC-17-01

LAND USE DISTRICT:

R-1, SINGLE FAMILY RESIDENTIAL

PROPERTY DESCRIPTION:

ASSESSOR MAP#: 061W27DA

LOT #: 00700

SITE SIZE: 9.5 ACRES

ADDRESS: 608 NORTH JAMES STREET

APPLICANT:

GENE OSTER

PO BOX 222

SILVERTON, OR 97381

APPLICANT'S REPRESENTATIVE:

BRANDIE DALTON

1155 13<sup>TH</sup> ST SE

SALEM, OR 97302

CONTACT PERSON:

BRANDIE DALTON, 503-363-9227

OWNER:

GENE OSTER

PO BOX 222

SILVERTON, OR 97381

LOCATION: LOCATED ON THE NE CORNER OF

JEFFERSON AND JAMES STREET AT N JAMES

STREET.

**PROPOSED DEVELOPMENT ACTION:** COMPREHENSIVE PLAN MAP AMENDMENT TO DESIGNATE 608 N JAMES STREET MULTIPLE-FAMILY RESIDENTIAL WITH A CONCURRENT ZONE CHANGE TO ZONE THE PROPERTY MULTIPLE-FAMILY RESIDENTIAL (RM-10). THIS WILL ALLOW THE PROPERTY TO DEVELOP AT DENSITIES RANGING FROM 10 TO 20 UNITS PER ACRE ACCOUNTING FOR 95 TO 190 UNITS.

DATE: MAY 24, 2017

Attachments

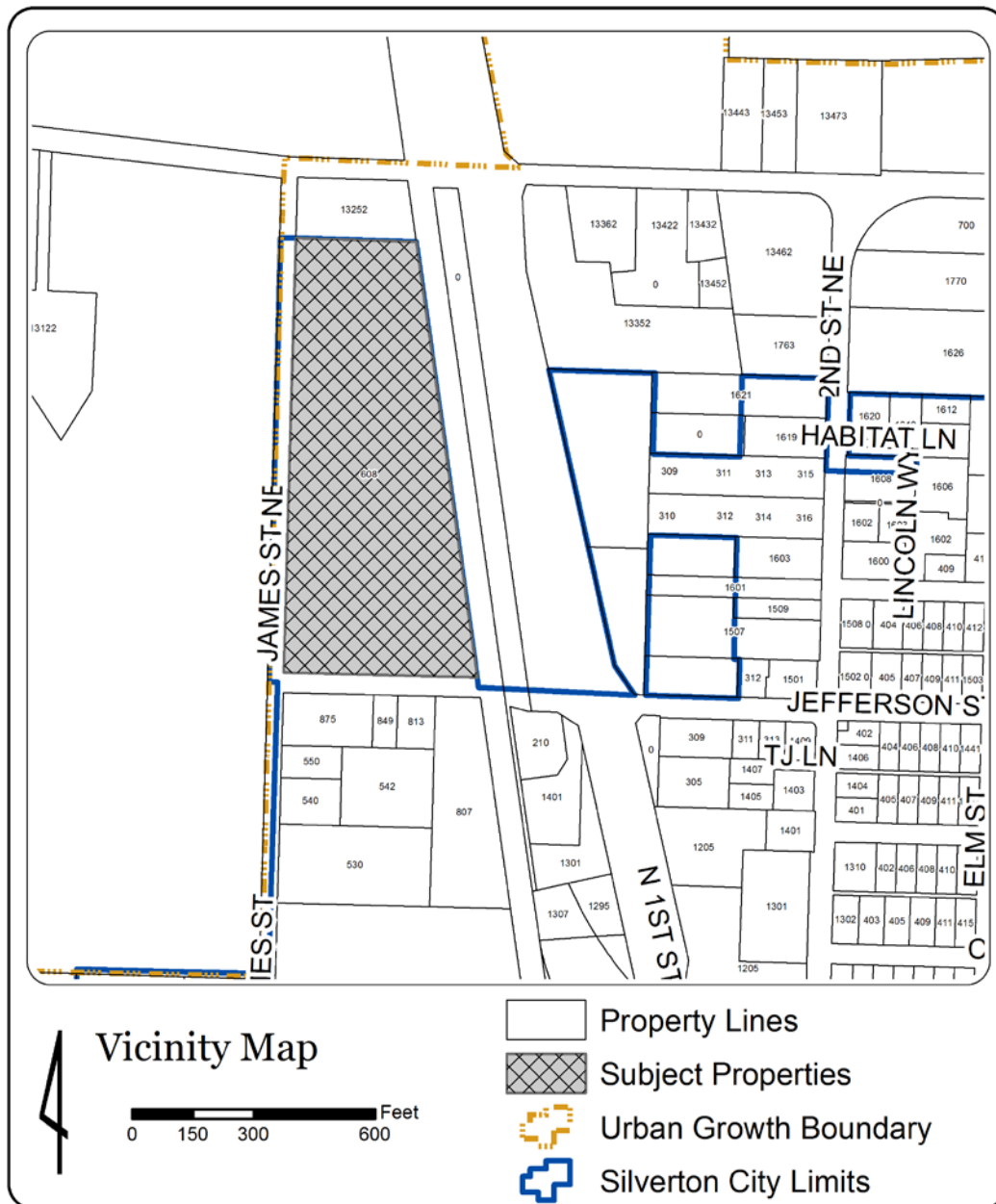
- A. Vicinity Map and Review Criteria
- B. Applicant's Narrative
- C. Staff Report
- D. Testimony

# ATTACHMENT A: VICINITY MAP & REVIEW CRITERIA

## Case File: CP-17-01 & ZC-17-01

Vicinity Map and Surrounding Land Use Districts

- North – UT-5 (Urban Transition – 5 acre)
- East – Railroad
- South – R-1 (Single Family Residential)
- West – EFU (Exclusive Farm Use)



**REVIEW CRITERIA:** 4.12.400. Amendments to the Comprehensive Plan will be approved if the Council finds that the applicant has shown that the following applicable criteria are met.

The requested designation for a quasi-judicial map amendment meets all of the following tests:

1. The requested designation for the site has been evaluated against relevant comprehensive plan policies and on balance has been found to be more supportive of the comprehensive plan as a whole than the old designation.
2. The requested designation is consistent with any relevant area plans adopted by the City Council.
3. The requested designation is consistent with the comprehensive plan map pattern and any negative impact upon the area resulting from the change has been considered and deemed acceptable by the city.
4. An identified public need will be met by the proposed change that is not already met by other available property.
5. The requested designation is consistent with the statewide planning goals.

**4.7.300 Quasi-judicial amendments.** Criteria for Quasi-Judicial Zoning Amendments. The city shall consider the following review criteria and may approve, approve with conditions or deny a quasi-judicial amendment based on the following; if the application for an amendment originates from a party other than the city, the applicant shall bear the burden of proof.

1. Approval of the request is consistent with the statewide planning goals;
2. Approval of the request is consistent with the relevant comprehensive plan policies and on balance has been found to be more supportive of the comprehensive plan as a whole than the old designation;
3. The requested designation is consistent with any relevant area plans adopted by the city council;
4. The requested designation is consistent with the comprehensive plan map pattern and any negative impacts upon the area resulting from the change, if any, have been considered and deemed acceptable by the city;
5. A public need will be met by the proposed change that is not already met by other available properties, or the amendment corrects a mistake or inconsistency in the comprehensive plan or zoning map regarding the property which is the subject of the application;
6. The property and affected area are presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided in the planning period; and
7. The amendment conforms to other applicable provisions of this code, such as the transportation planning rule requirements incorporated into SDC 4.7.600.
8. Any amendment involving a change to the city's urban growth boundary shall conform to applicable state planning rules for such amendments.



# ATTACHMENT B: APPLICANT'S NARRATIVE

## ADDITIONAL FINDINGS SUBMITTED MAY 5<sup>TH</sup> 2017

# MEMO



Date: May 4, 2017

To: Christian Saxe, Public Works Director  
Jason Gottgetreu, Community Development Director

From: Matthew Hendrick, P.E.

RE: **CP-17-01 & ZC-17-01**  
**Utilities Capacity**



This MEMO is in regard to the letter dated March 24, 2017 from Christian Saxe, City of Silverton Public Works Director and Jason Gottgetreu, City of Silverton Community Development Director. Per the letter, the existing public utilities need to be analyzed based on the proposed densities and take into account all existing utilities, their current peak flows and ultimate design capacities. This MEMO will address the impacts the proposed rezoning will have on the existing public utilities.

### STORM

Stormwater runoff from the site flows northerly and westerly onto N. James Street and Hobart Road. Both roads are Marion County maintained road systems. Appendix A contains a topography map obtained from the City's SWMP and a Marion County Roads map. In addition, the northerly and westerly property lines are the City limits. The City of Silverton design standards require new development to control stormwater runoff to the 5-year pre-developed flow rate. With City requirements restricting runoff rates to the 5-year pre-developed rate and runoff flowing onto County maintained roads and storm conveyance systems, the proposed zone change will not impact City maintained storm systems.

### Sanitary

The site is located within sanitary sewer Basin 7 per Figure 6-1 from the City WWMP. A sanitary sewer conveyance and lift station was constructed in 2008 to serve this basin and a portion of Basin 15 located to the east. Appendix B contains selected plan sheets of the system adjacent to the site. Per City engineering staff, the

Multi/Tech Engineering Services, Inc.  
1155 13<sup>th</sup> Street SE -  
Salem OR 97302

(503) 363-9227 PHONE  
(503) 364-1260 FAX  
[office@mtengineering.net](mailto:office@mtengineering.net)

system was designed for full development of the basins and has sufficient capacity. An analysis was performed to ensure the rezoning of the property does not create peak flow rates that exceed the capacity of the sanitary conveyance system.

In the analysis of the system, the 15-inch line running parallel with Jefferson Street was assumed to be flowing full. The calculated maximum flow rate for this run at a 0.35 percent slope is 3.82 cfs. At the intersection with N. James Street, the main line turns south and flows to the new lift station located approximately 900-feet away. This run is an 18-inch line with a slope of 0.20 percent per the design plans. The calculated maximum flow rate is 4.70 cfs. The differential flow between the two lines is 0.88 cfs.

At the intersection of N. James and Jefferson Streets, a 15-inch line has been stubbed out. This line will be used to convey sanitary sewer flows from the site and the northerly 1.2 acre parcel. There are no current flows being conveyed by the stub line. At a 0.35 percent slope, the line will have a capacity to convey 3.82 cfs.

Appendix B contains the calculated flows for the site and said northerly parcel. Below are the variables/assumptions used to calculate peak flow rates.

- Residential Flows: 100 gpcd (Silverton Standards)
- Peak Flow Factor: 4 (Silverton Standards)
- 2.2 occupants per unit (Multi-Family)
- 2.6 occupants per unit (Single-Family Residential)
- 1 gal/day = 0.00000154 cfs (Conversion Factor)
- Site: 190 Apartment Units (Maximum)
- Site: 6 Single-Family Residential (SFR) Units per Acre (Maximum)
- Northerly 1.2-acre Parcel: 6 SFR Units
- I/I: 1,600 gal/acre/day

Using the above variables, a peak flow rate for the re-zoned site is 0.26 cfs. The 1.2 acre northerly parcel is 0.01 cfs. The I/I for both properties combined is 0.03 cfs. The total combined peak flow is 0.30 cfs. If the site were to be developed as SFR and maximum density, the peak flow rate of 0.09 cfs. The differential between the two is an increase of 0.17 cfs with the Multi-Family zoning. The calculations can be found in Appendix B.

As calculated above, the 18-inch line has an excess capacity of 0.88 cfs. This assumes the 15-inch line along Jefferson Street is flowing full. Subtracting the combined developed peak flow of 0.30 cfs, yields a surplus capacity of 0.58 cfs at the intersection of Jefferson Street & N. James Street.

The final 900-foot run to the lift station services approximately 5 residential lots and 10 acres of property. The calculated peak flow rate using the above variables is 0.03 cfs. This leaves an excess capacity in the sanitary sewer main of 0.55 cfs.

Based on the above analysis, the rezoning of the property will not adversely impact the sanitary sewer system serving the area. The system has the capacity to convey the additional 0.17 cfs created by the multi-family zoning.



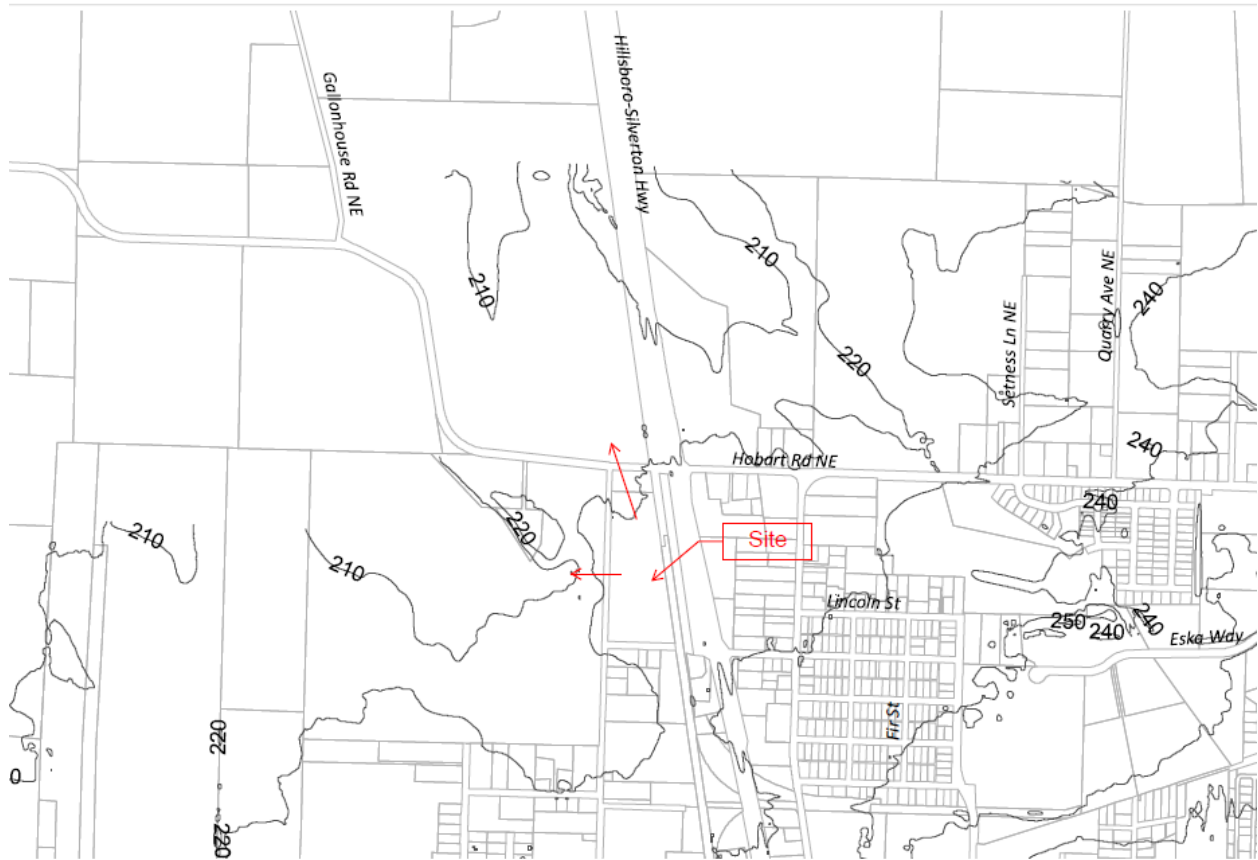
Water

The analysis of the impacts to the existing water system is located in Appendix C.

Traffic

A traffic mitigation plan has been completed and is located in Appendix D. The mitigation plan identifies measures that address the intersections shown failing in the traffic impact study in the original study.

# Appendix A





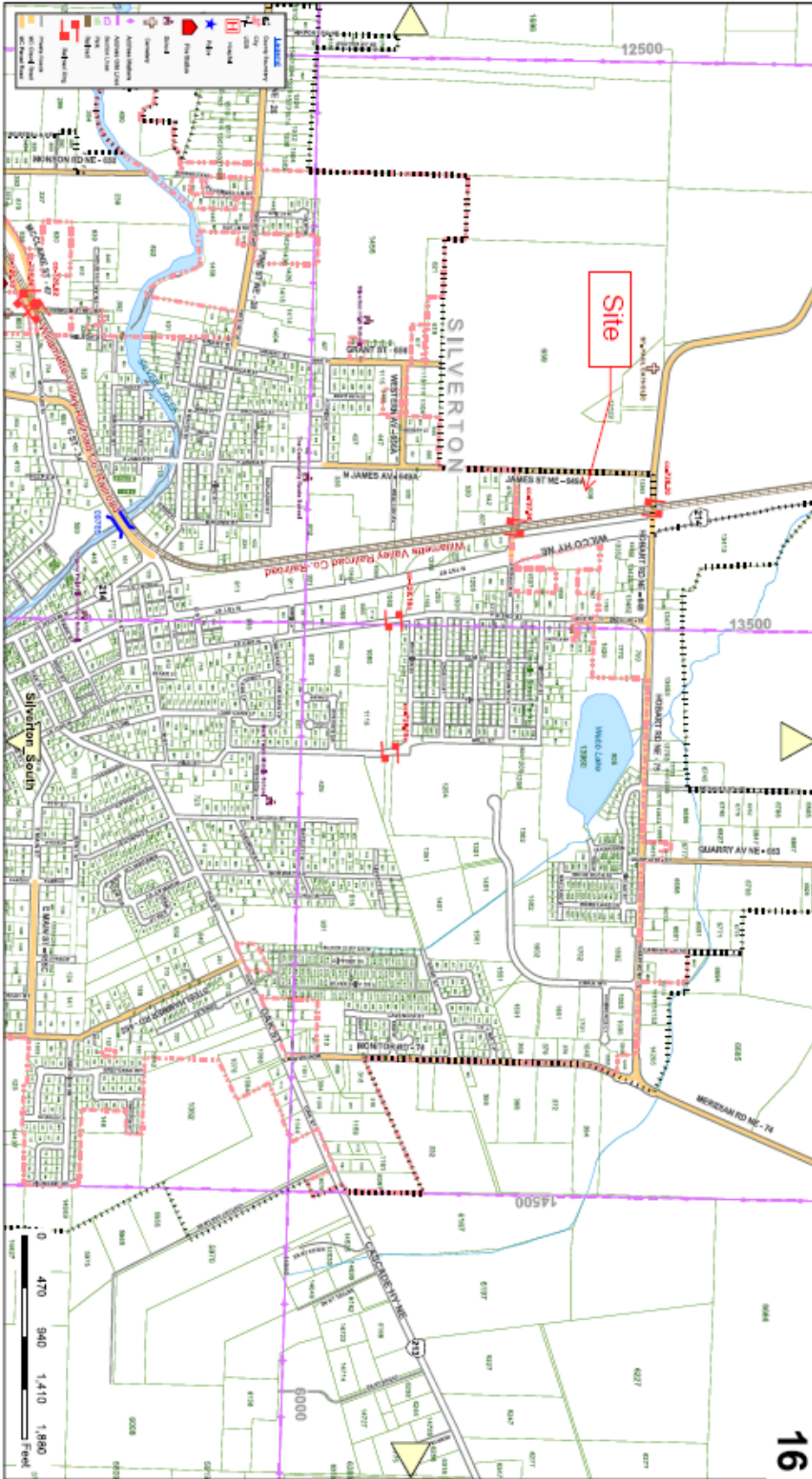
# Silverton, North County Roads Within Cities

Project: D:\Project\Market County\MapDocuments\MapDocs\Engineering\City\MapDocs\Silverton



Date: 1/4/2016

Prepared by: local



Note: Distances shown are not to be used for navigation. Distances are shown for information only and are not intended to be used as a legal document. The data provided herein may be inaccurate or out of date and any person or entity who relies on the data provided herein does so at their own risk. For more information, please contact the Office of Public Works at (864) 399-5555.



## Appendix B



ENGINEERING SERVICES, INC.  
CONSULTANTS

Project: CP-17-01 + ZC-17-01 Job No: 6258  
Subject: Sanitary Sewer Capacity Analysis  
Date: 4/2017 By: M. Hendrick Sht. 1 of 4

Full Development - Apartments

Assumptions:

190 Apartment units (max)

2.2 occupants per unit (Multi-Family)

Residential Flows: 100 gal/capita/day (gpcd) (Silverton standards)

Peak Flow Factor: 4 (Silverton standards)

1 gal/day = 0.0000154 cfs (Conversion Factor)

$$Q_{\text{Peak}} = 190 \text{ units} \times 2.2 \text{ capita/unit} \times 100 \text{ gpcd} \times 0.0000154 \times 4 \text{ peak Factor}$$
$$= \underline{0.258 \text{ cfs}}$$



Project: CP-17-01 + ZC-17-01

Job No: 6258

Subject: Sanitary Sewer Capacity Analysis

Date: 4/2017

By: M. Hendrick

Sht. 2 of 4

Full Development - SFR

Assumptions:

9.5 Acres

6 Units per Acre

2.6 Occupants per Unit (SFR)

Residential Flow: 100 gpcd

Peak Flow Factor: 4

1 gal/day = 0.00000154 cfs

$$Q_{\text{peak}} = 57 \text{ Units} \times 2.6 \text{ Capita/Unit} \times 100 \text{ gpcd} \times 0.00000154 \times 4$$

$$= \underline{0.09 \text{ cfs}}$$



Project: CP-17-01 + ZC-17-01 Job No: 6258

Subject: Sanitary Sewer Capacity Analysis

Date: 4/2017 By: M. Hendrick Sht. 3 of 4

Tax Lot 600 - Assessor's Map 061W 27AD

Area  $\approx$  1.20 Acres

Assumed max development = 6 lots

2.6 occupants per unit (SFR)

Residential Flow: 100 gpcd

Peak Flow Factor: 4

1 gal/day = 0.0000154 cfs

$$Q_{\text{peak}} = (6)(2.6)(100)(0.0000154)(4)$$
$$= \underline{0.01 \text{ cfs}} \rightarrow$$





MULTI/TECH

ENGINEERING SERVICES, INC.  
CONSULTANTS

Project: CP-17-01 + ZC-17-01

Job No: 6258

Subject: Infiltration + Inflow

Date: 4/2017 By: M. Hendrick

Sht. 4 of 4

$$I/I = 1,600 \text{ gal/Acre/day}$$

$$\text{Area} = 10.5 \text{ Acres}$$

$$1 \text{ gal/day} = 0.00000154 \text{ cfs}$$

$$Q = 0.026 \text{ cfs} \rightarrow$$

### 15" Sanitary Sewer Capacity

Manning's 'n'= 0.013  
Pipe diameter (in.)= 15

Hydraulic radius (ft.)= 0.31

Solve for velocity (fps) and flow (cfs):  
Given: normal depth & slope

Slope (ft/ft)= 0.0035  
Fluid depth (in.)= 15  
Flow area (s.f.)= 1.23  
Wetted Perimeter (ft.)= 3.93

flow (cfs)= 3.82  
velocity (fps)= 3.11

### 18" Sanitary Sewer Capacity

Manning's 'n'= 0.013  
Pipe diameter (in.)= 18

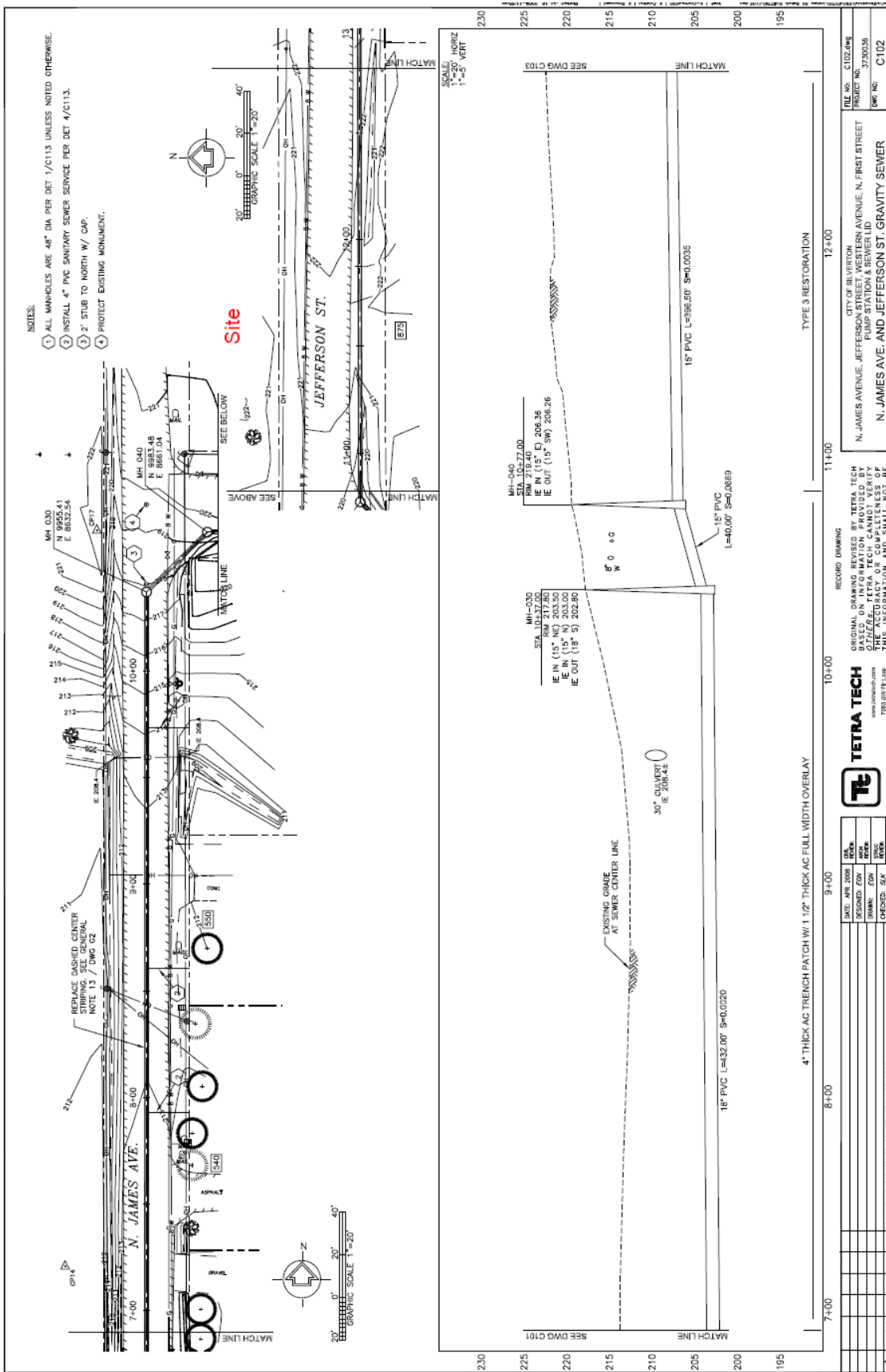
Hydraulic radius (ft.)= 0.38

Solve for velocity (fps) and flow (cfs):  
Given: normal depth & slope

Slope (ft/ft)= 0.002  
Fluid depth (in.)= 18  
Flow area (s.f.)= 1.77  
Wetted Perimeter (ft.)= 4.71

flow (cfs)= 4.70  
velocity (fps)= 2.66





- NOTES:
- 1 ALL MANHOLES ARE 48" DIA PER DET 1/C113 UNLESS NOTED OTHERWISE.
  - 2 INSTALL 4" PVC SANITARY SEWER SERVICE PER DET 4/C113.
  - 3 2' STUB TO NORTH W/ CAP.
  - 4 PROTECT EXISTING MONUMENT.

Site

FILE NO.	C102.049
PROJECT NO.	230036
DWG. NO.	C102

CITY OF SILVERTON  
 N. JAMES AVENUE, JEFFERSON STREET, WESTERN AVENUE, N. FIRST STREET  
 PUMP STATION & SEWER LID  
 N. JAMES AVE. AND JEFFERSON ST. GRAVITY SEWER

RECORD DRAWING  
 ORIGINAL DRAWING REVISED BY TETRA TECH  
 BASED ON INFORMATION PROVIDED BY  
 CHIEF ENGINEER TETRA TECH. CANNOT VERIFY  
 THIS INFORMATION AND SHALL NOT BE

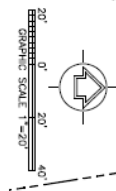
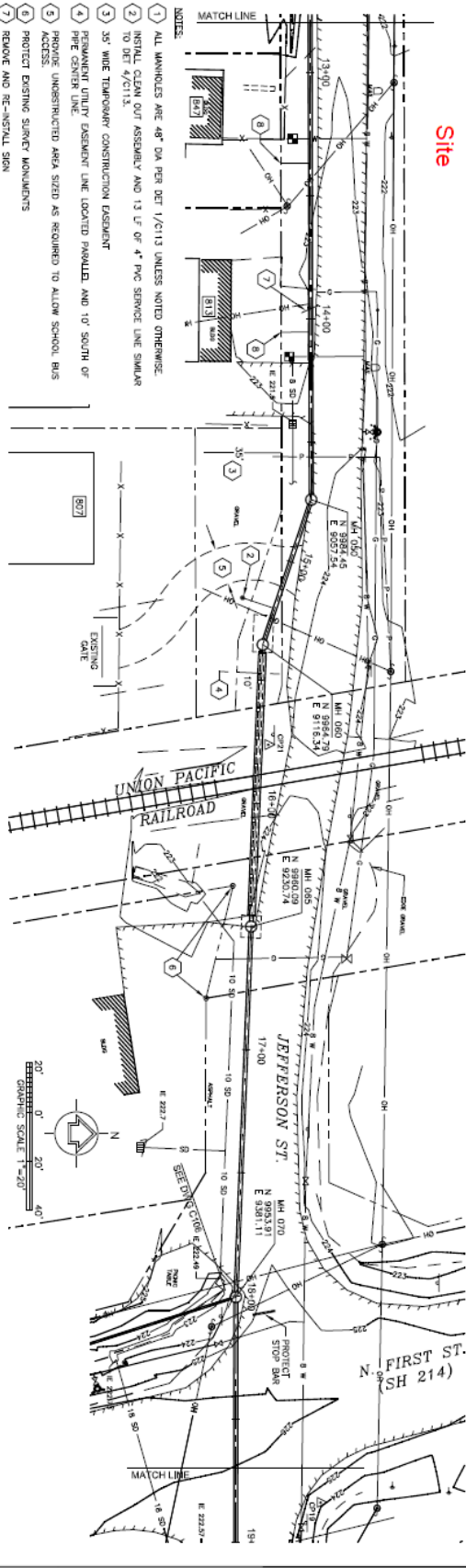


DATE	APR 2008	DWG. NO.	C102
DESIGNED BY	COL	APP. BY	COL
DRAWN BY	COL	CHECKED BY	COL
CHECKED BY	COL	DATE	APR 2008

DATE	APR 2008	DWG. NO.	C102
DESIGNED BY	COL	APP. BY	COL
DRAWN BY	COL	CHECKED BY	COL
CHECKED BY	COL	DATE	APR 2008

Site

- NOTES:
- 1 ALL MANHOLES ARE 48" DIA. PER DET 1/113 UNLESS NOTED OTHERWISE.
  - 2 INSTALL CLEAN OUT ASSEMBLY AND 13 LF OF 4" PVC SERVICE LINE SIMILAR TO DET 4/C113.
  - 3 35" WIDE TEMPORARY CONSTRUCTION EASEMENT
  - 4 PERMANENT UTILITY EASEMENT LINE LOCATED PARALLEL AND 10' SOUTH OF PIPE CENTER LINE.
  - 5 PROVIDE UNRESTRICTED AREA SIZED AS REQUIRED TO ALLOW SCHOOL BUS ACCESS.
  - 6 PROTECT EXISTING SURVEY MONUMENTS
  - 7 REMOVE AND RE-INSTALL SIGN
  - 8 INSTALL 4" PVC SANITARY SEWER SERVICE PER DET 4/C113



STATION	DESCRIPTION	DATE	BY	CHECKED	DATE	BY
13+00	TYPE 3 RESTORATION	13+00				
14+00	TYPE 3 RESTORATION	14+00				
15+00	TYPE 3 RESTORATION	15+00				
16+00	TYPE 3 RESTORATION	16+00				
17+00	TYPE 3 RESTORATION	17+00				
18+00	TYPE 3 RESTORATION	18+00				

DATE	APP. 2008	DATE	APP. 2008
DESIGNED	CDW	CHECKED	CDW
DRAWN	CDW	IN CHARGE	CDW

DATE: APR 2008	SCALE: 1"=20' HORIZ 1"=5' VERT
PROJECT NO: 073036	
DWG. NO: 073036	



**TETRA TECH**  
 REGIONAL PLANNING SERVICES BY TETRA TECH  
 BASED ON INFORMATION PROVIDED BY  
 JEFFERSON STREET PUMP STATION & SEWER LID  
 N. JAMES AVENUE, JEFFERSON STREET, WESTERN AVENUE, N. FIRST STREET

CITY OF SILVERTON  
 N. JAMES AVENUE, JEFFERSON STREET, WESTERN AVENUE, N. FIRST STREET  
 PUMP STATION & SEWER LID

RECORD DRAWING  
 17+00  
 18+00

## Appendix C

### James Street Development (CP-17-01 & ZC-17-01)

#### Domestic Water System Impacts

The present site has been annexed into the City Limits zoned for Single Family Development. The site includes 9.5 acres of land that would support a maximum of approximately 57 single family lots at a maximum density of 6 lots per acre. The desire to change the zoning on the property from single family to multi-family zoning would support a maximum of approximately 190 apartment units.

Below are the variables/assumptions used to calculate peak demand rates.

- Water Supply Fixture Units (WSFU) per Oregon Plumbing Specialty Code (OPSC)
- Demand per the OPSC Demand Load Curve
- 2.5 bathrooms per unit (Single-Family Residential)
- 17.5 Fixture Units per Apartment Unit
- Site: 190 Apartment Units (Maximum)
- 6 Single-Family Residential (SFR) Units per Acre (Maximum)

The following are the expected water demands for the site under the different conditions:

Single Family Zoning	57 Lots
	Average 33 fixture units per home
	310 gpm - Peak Domestic Demand (based on fixture units)
	1,500 gpm fire flow
Multi-family Zoning	190 units
	Average of 17.5 fixture units per apartment unit
	460 gpm (based on fixture units)
	2,000 gpm fire flow

The change in the zoning from single family to multi-family increases the demands on the system by approximately 48%. The differential flow rate between the two development types is 150 gpm.

The construction of a new 8-inch water line along James Street to the north end of the site together with a new 8-inch water main through the site back that loops back to Jefferson Street. This looped line will provide domestic water service to the site. Both lines connect to an existing 8-inch public water main located along Jefferson Street.

Prior flow testing data supplied by the City of Silverton denotes that the static pressure in the vicinity is 74 to 76 psi. This information was used in the preliminary analysis of the water system that will serve the site.

Review of the existing system in the area notes that there is a section of 6-inch water main from the 8-inch located in Florida Drive to the existing 8 inch in N. James Street. The preliminary analysis of the water system indicates a flow rate of 1,900 gpm at the site on Jefferson Street. This is Node Point G on the attached analysis and map. The replacement of this existing 6-inch system with a new 8-inch pipe system will allow for an increase in the flow rate to 2,725 gpm per the analysis. This is an increase of approximately 43%. The additional volume provided from the new 8-inch pipe system improvement will offset a significant portion of the effects from the additional demand created by the rezoning of the subject site. Attached is the spreadsheet output of the analysis using the Hazen-Williams formula for flow rates in a pressurized system

Because of the minor increase in demand with the upgraded water line, we would recommend the increase in the water main from 6 inch to 8 inch as outlined above.

If the City desired a zero impact when utilizing said water improvement, 170 units could be constructed in lieu of the 190 units. The demand would be approximately 430 gpm or an increase in demand of 39%.







Inch	mm
1/2	15
3/4	20
1	25

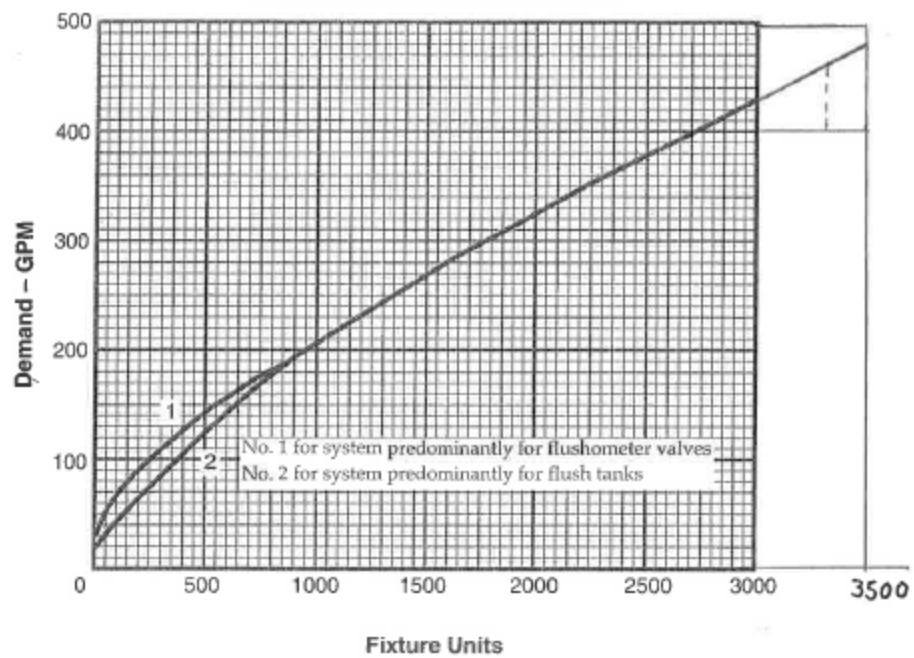
**TABLE A-2**  
**Water Supply Fixture Units (WSFU) and Minimum Fixture Branch Pipe Sizes<sup>3</sup>**

	Minimum Fixture Branch Pipe Size <sup>1,4</sup>	Private	Public	Assembly <sup>6</sup>
<b>Appliances, Appurtenance, or Fixtures<sup>2</sup></b>				
Bathtub or Combination Bath/Shower (fill).....	1/2"	4.0	4.0	
3/4" Bathtub Fill Valve.....	3/4"	10.0	10.0	
Bidet.....	1/2"	1.0		
Clothes Washer.....	1/2"	4.0	4.0	
Dental Unit, cuspidor.....	1/2"		1.0	
Dishwasher, domestic.....	1/2"	1.5	1.5	
Drinking Fountain or Watercooler.....	1/2"	0.5	0.5	0.75
Hose Bibb.....	1/2"	2.5	2.5	
Hose Bibb, each additional <sup>7</sup> .....	1/2"	1.0	1.0	
Lavatory.....	1/2"	1.0	1.0	1.0
Lawn Sprinkler, each head <sup>5</sup> .....		1.0	1.0	
Mobile Home, each (minimum).....		12.0		
<b>Sinks</b>				
Bar.....	1/2"	1.0	2.0	
Clinic Faucet.....	1/2"		3.0	
Clinic Flushometer Valve.....				
with or without faucet.....	1"		8.0	
Kitchen, domestic.....	1/2"	1.5	1.5	
Laundry.....	1/2"	1.5	1.5	
Service or Mop Basin.....	1/2"	1.5	3.0	
Washup, each set of faucets.....	1/2"		2.0	
Shower.....	1/2"	2.0	2.0	
Urinal, 1.0 GPF.....	3/4"	3.0	4.0	5.0
Urinal, greater than 1.0 GPF.....	3/4"	4.0	5.0	6.0
Urinal, flush tank.....	1/2"	2.0	2.0	3.0
Washfountain, circular spray.....	3/4"		4.0	
Water Closet, 1.6 GPF Gravity Tank.....	1/2"	2.5	2.5	3.5
Water Closet, 1.6 GPF Flushometer Tank.....	1/2"	2.5	2.5	3.5
Water Closet, 1.6 GPF Flushometer Valve.....	1"	5.0	5.0	8.0
Water Closet, greater than 1.6 GPF Gravity Tank.....	1/2"	3.0	5.5	7.0
Water Closet, greater than 1.6 GPF Flushometer Valve.....	1"	7.0	8.0	10.0

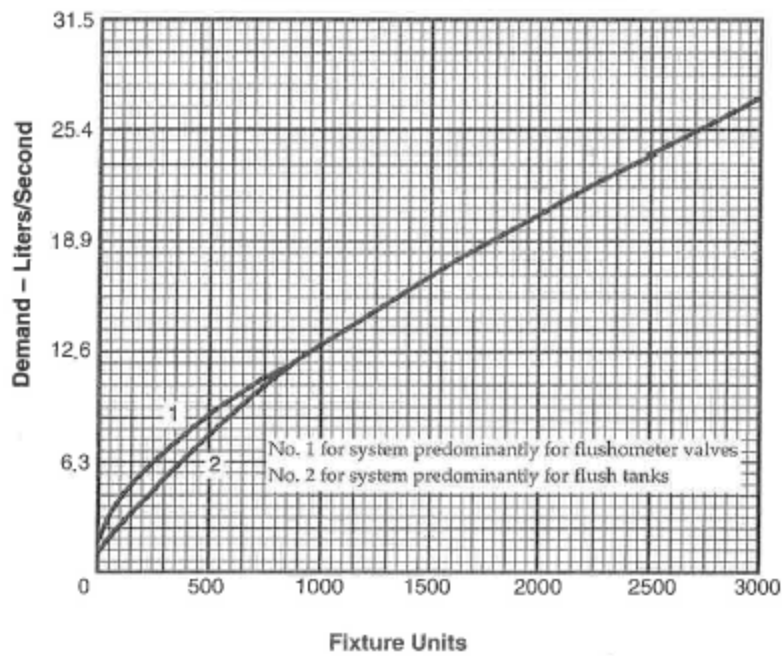
**Notes:**

1. Size of the cold branch outlet pipe, or both the hot and cold branch outlet pipes.
2. Appliances, Appurtenances, or Fixtures not included in this Table may be sized by reference to fixtures having a similar flow rate and frequency of use.
3. The listed fixture unit values represent their total load on the cold water service. The separate cold water and hot water fixture unit value for fixtures having both cold and hot water connections may each be taken as three-quarters (3/4) of the listed total value of the fixture.
4. The listed minimum supply branch pipe sizes for individual fixtures are the nominal (I.D.) pipe size.
5. For fixtures or supply connections likely to impose continuous flow demands, determine the required flow in gallons per minute (GPM) and add it separately to the demand (in GPM) for the distribution system or portions thereof.
6. Assembly [Public Use (See Table 4-1)].
7. Reduced fixture unit loading for additional hose bibbs as used is to be used only when sizing total building demand and for pipe sizing when more than one hose bibb is supplied by a segment of water distributing pipe. The fixture branch to each hose bibb shall be sized on the basis of 2.5 fixture units.

**Chart A-2**  
**Estimate Curves for Demand Load**



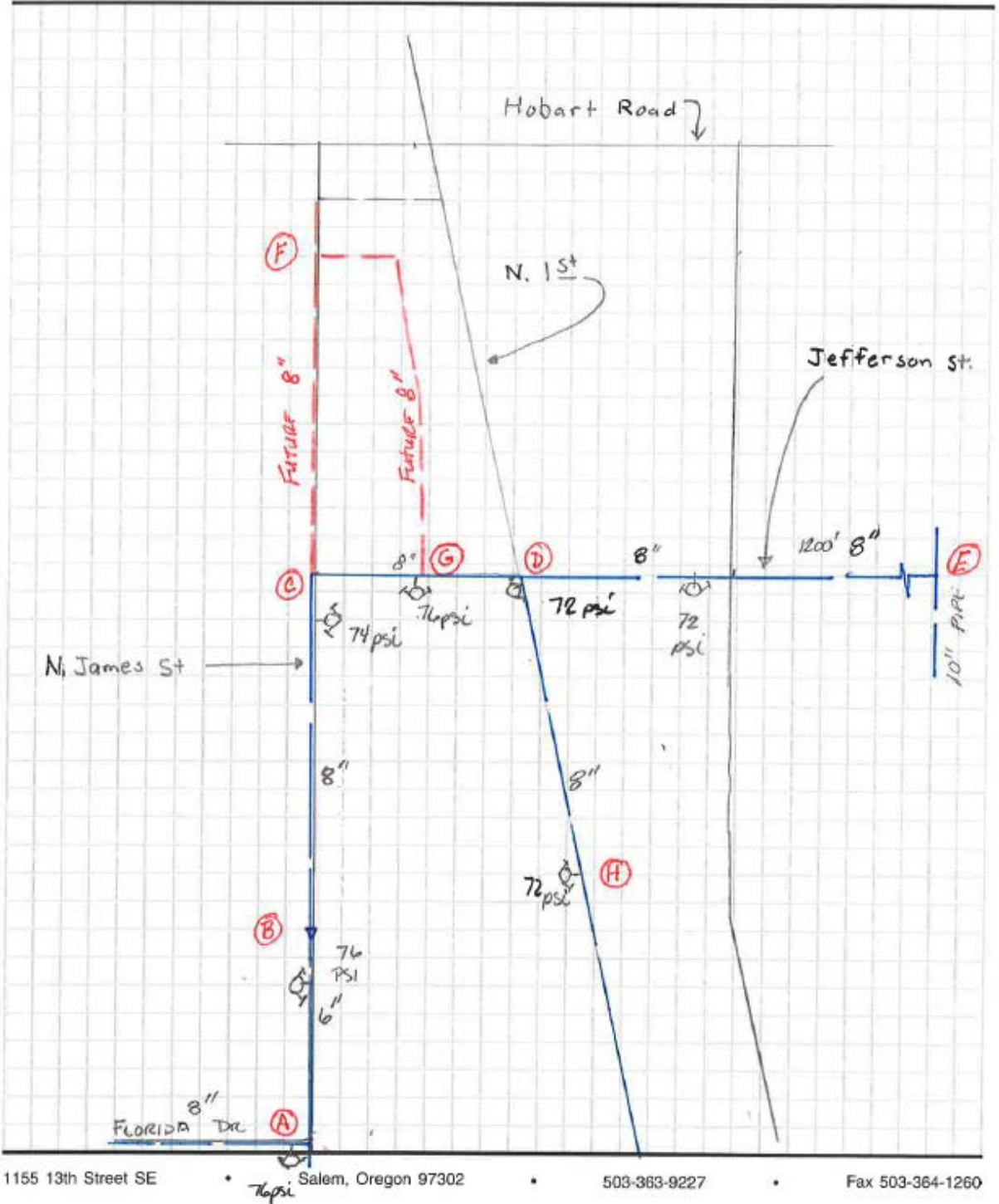
**Chart A-2 (Metric)**  
**Estimate Curves for Demand Load**



Project: \_\_\_\_\_ Job No: \_\_\_\_\_

Subject: \_\_\_\_\_

Date: \_\_\_\_\_ By: \_\_\_\_\_ Sht. \_\_\_\_\_ of \_\_\_\_\_





ENGINEERING SERVICES, INC.

**James Street (Existing Conditions)**

Preliminary Water Flow Analysis

Hazens-Williams Formula Analysis

Node Pts	Pipe Size (inches)	Pipe Length (feet)	Flow (g.p.m.)	Loss (feet)	Loss (psi)	Pressure (psi)
A	6	660	550	26.2	11.3	76
B	8	1100	575	11.7	5.0	64.7
C	8	330	575	3.5	1.5	59.6
G	8	330	1325	16.4	7.1	58.1
D	8	925	750	16.1	6.9	65.2
H						72.1

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G						58.1
D	8	330	1325	16.4	7.1	65.2
E	8	1800	575	19.1	8.3	73.5



ENGINEERING SERVICES, INC.

*James Street (New 8-inch Line)*

Preliminary Water Flow Analysis

Hazens-Williams Formula Analysis

Node Pts	Pipe Size (inches)	Pipe Length (feet)	Flow (g.p.m.)	Loss (feet)	Loss (psi)	Pressure (psi)
A	8.0	660.0	1000.0	19.5	8.4	76.0
B	8.0	1100.0	1000.0	32.5	14.1	67.6
C	8.0	330.0	1000.0	9.8	4.2	53.5
G	8.0	330.0	1725.0	26.7	11.6	49.3
D	8.0	330.0	1725.0	26.7	11.6	60.9
H	8.0	925.0	990.0	26.8	11.6	72.5

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G	8.0	330.0	1725.0	26.7	11.6	49.3
D	8.0	1800.0	685.0	26.4	11.4	60.9
E						72.3

## Appendix D

N James St Apts Traffic Mitigation

ATEP, Inc.

Date: March 29, 2017  
To: Ms Brandie Dalton, Planner  
MultiTech Engineering, Salem  
From: Karl Birky, PE, PTOE  
Re: N James St Apt Traffic Mitigation



Ms. Dalton:

The intent of this letter is to respond to the review comments in the letter from the City of Silverton related to the 608 N James Street Comp Plan and Zone Change Application. The letter reviewed the TIA completed for the project and requested a traffic mitigation plan that addresses the significant impact to the surrounding roadways. The letter requests measures that address the intersections that are shown as "failing" in the TIA.

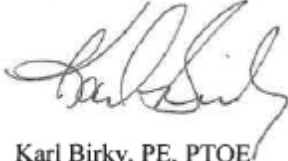
The intersection of Pine St at N. James St will have an LOS (level of service) F in the AM Peak in the year 2032. The volume to capacity ratio (v/c) will be 1.103 or 110.3% of capacity. The LOS can be improved to LOS D by adding a NBLT (northbound left turn) lane. The intersection will be at LOS D in the AM peak hour when the apartments are occupied and the LOS of the intersection can be improved to LOS C with the addition of a NBLT lane. Currently the intersection is functioning at LOS C with a v/c of 0.854 in the AM Peak hour.

The intersection of Hobart Rd at Hwy 214 is functioning at LOS F during the AM Peak hour. The v/c ratio is 0.294 (29.4% of capacity) and operates well within ODOT performance measures. Drivers in the WBLT approach are experiencing long delays. When the traffic from the apartments is added the v/c ratio will increase to 31.3% in the AM and 39.1% in the PM Peak hour period. The ODOT performance standard for rural highways is v/c 0.70 or less. With the apartments and anticipated traffic increases from normal growth, the v/c will be 0.814 in the AM Peak hour in 2032. If one models the intersection with northbound and southbound left turn lanes the v/c does not meet the ODOT performance standard. Signalization appears to be the recommended option for this intersection in the future. In 2032 if the intersection is signalized the LOS will be C and the v/c will be 0.492 in the AM Peak hour.

The intersection of Jefferson Rd at Hwy 214 is functioning at LOS F during the AM Peak hour. The v/c ratio is 0.129 (12.9% of capacity) and operates well within ODOT performance measures. Drivers in the WBLT approach are experiencing long delays. When the traffic from the apartments is added the v/c ratio will increase to 14.7% in the AM and 8.5% in the PM Peak hour period. The ODOT performance standard for rural highways is v/c 0.70 (70%) or less. With the apartments and anticipated traffic increases from normal growth, the v/c will be 0.268 in the AM Peak hour in 2032. If improvements are made to the intersection of Hobart Rd at Hwy 214, the intersection of Jefferson St at Hwy 214 will continue to function within ODOT performance metrics. Some traffic will reroute itself to the improved intersection and reduce delays at the Jefferson St at Hwy 214 intersection.

Thank you for asking ATEP to provide this information. I can be reached at 504-364-5066 if there is any additional information that might be helpful for you and/or the City.

Regards,



Karl Birky, PE, PTOE  
Associated Transportation Planning and Engineering, Inc. (ATEP)







# James Street: Compressive Plan Change and Zone Change

**Background:** The subject property is approximately 9.77 acres in size and located at 608 North James Street. The subject property is zoned R-1 (Single Family Residential). The subject property is designated as "Residential" on the Comprehensive Plan Map.

In 2016, the subject property was annexed into the City of Silverton (AN-16-02).



**Proposal:** The applicant is proposing to rezone the property from R-1 to RM change the comprehensive plan designation from "Single Family Residential" to "Multi-Family Residential".

## **Vicinity Information:**

The subject property is located on the north side of Jefferson Street, east side of James Street, South of Hobart Road, and on the west side of the railroad tracks (Willamette Valley Railroad Tracks). The vicinity map is attached as shown. The surrounding land uses within the vicinity are zoned and used as follows and as shown.

North: Outside City Limits; existing single family dwellings  
East: Outside City Limits; vacant land  
South: Single Family Residential Zone and Public Overlay Zone; existing single family dwellings and vacant land  
West: Outside City Limits; Farm Land and vacant land

### NEEDED HOUSING

The Department of Land Conservation and Development accurately reports that multifamily housing falls within needed housing.

According to the August 2002 Revised Silverton Comprehensive Plan, "Silverton has a deficit of land for nearly 57.8 acres in the multi-family zoned land (page 2-9). Table 2-8 indicates that the future land needs for RM zoning is 140 units (page 2-10)." The RM zone would allow the property to be developed with a minimum of 10 units per acre to a maximum of 20 units per acre. The rezone helps maximize the density while helping to meet housing needs within the Urban Growth Boundary.

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.

The applicant's proposal helps the City redesignate land while helping meet the housing needs.

The City's adopted Comprehensive Plan, Housing and Urban Growth Goals and Policies implement the Statewide Housing Goal by documenting population projections, land use inventories and buildable lands. The proposal adds to the multi-family housing inventory of the City and meets the intent of the Goal and Policies 1, 2, 3, 6, 8, 12, 18, and 19.

By developing this site as multi-family units and creating a needed housing type in this neighborhood, a diverse neighborhood is being established. This will allow the multi-family units to be located in a neighborhood with needed services and amenities for the residents. Under the RM zone, the subject property could also be developed with single family dwellings. The subject property is 9.77 acres in size; it could therefore be developed with 215 multi-family units or 36 single family lots. Therefore, meeting the Goal of the Housing Needs Strategy and the City of Silverton's housing needs for multi-family or single family.

**APPLICANT'S REASONS ADDRESSING THE COMPREHENSIVE PLAN CHANGE  
CRITERIA**

**Sections 4.12.400 Comprehensive Plan Change/Zone Change Review Criteria:**

**Amendments to the comprehensive plan will be approved if the council finds that the applicant has shown that the following applicable criteria are met; the applicant shall bear the burden of proof.**

- A. A legislative amendment is consistent with the goals and policies of the comprehensive plan, the statewide planning goals, and any relevant area plans adopted by the city council.**

Findings: The proposed CPC/ZC is not a legislative amendment. Therefore, this criterion is not applicable.

- B. A legislative amendment is needed to meet changing conditions or new laws.**

Findings: The proposed CPC/ZC is not a legislative amendment. Therefore, this criterion is not applicable.

- C. The result of the legislative amendment will result in an improvement to the comprehensive plan that furthers the adopted goals, policies or needs of the community above the current comprehensive plan.**

Findings: The proposed CPC/ZC is not a legislative amendment. Therefore, this criterion is not applicable.

- D. The requested designation for a quasi-judicial map amendment meets all of the following tests:**

- 1. The requested designation for the site has been evaluated against relevant comprehensive plan policies and on balance has been found to be more supportive of the comprehensive plan as a whole than the old designation.**

Findings: The Silverton Comprehensive Plan Residential Development Policy No. 4 (page 2-18) states that, "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 the 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 area preferred."

The applicant's proposal is to rezone the property from R-1 to RM to allow a higher density to be built on the site while maintaining setbacks that exceed the minimums. RM allowed uses required greater setbacks and landscaping than those uses allowed the R-1 zone. This

proposed zone will help to meet the housing needs of Silverton along with providing uses that provide greater design standards than those currently required.

This development will provide multi-family land in an area that is a majority single-family zoned property. This rezone will help to provide a needed zone in this area, an area that provided services and transportation. Therefore, not concentrating all the RM zoned property into one area.

There is a lack of appropriately designated vacant RM sites within this vicinity. There is RM zoned property located to the south along James Street and on C Street. These sites are either developed or not large enough. This site gives the applicant the ability to provide mixed housing within this area and help Silverton meet their housing needs.

As shown on the City land zone map there is no property contiguous to the existing site that is zoned RM and vacant, and there is none in the necessary proximity.

In conclusion, this site meets the policies of the Comprehensive Plan by providing a needed use in an area, by helping to meet housing needs, and by providing the necessary access to the major street system and adjacent properties. Therefore, this use is better suited for the site than the current R-1 zone designation.

***2. The requested designation is consistent with any relevant area plans adopted by the city council.***

Findings: The only adopted plans that are relevant to the this area are the Parks and Recreation Master Plan, the Transportation Master Plan (adopted in 2013), and Waste Water System Facility Master Plan.

All necessary and appropriate public services and facilities essential for development will be provided to this property at levels that are adequate to serve the proposed use and that meet the noted plans above.

The City maintains an infrastructure of public services that includes sewer, water, and storm drainage facilities. The City will specify any needed changes to the existing service levels at the time building permits are requested.

Sidewalks are or will be provided throughout the site to connect to the public sidewalk system. The location along a major transportation corridor facilitates access to a transit route. The vehicle, transit, bicycle, and pedestrian circulation systems will be designed to connect major population and employment centers in the area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

Traffic from this site is diverted away from residential areas and has convenient access to the existing streets via James Street to the west and Jefferson Street to the south.

By providing adequate public facilities and services for the proposed use, this criterion has been met.

**3. The requested designation is consistent with the comprehensive plan map pattern and any negative impact upon the area resulting from the change has been considered and deemed acceptable by the city.**

Findings: The proposed comprehensive plan change/zone change fits the development pattern of the vicinity. The surrounding properties to the south and east are zoned and/or developed as residential. This area is designated for residential development. The RM zone allows the property to be developed with single family dwellings and/or multi-family dwellings. Both are residential uses. The proposed apartments will be compatible with the existing residential uses.

The site will be developed to required Code and Design Standards to minimize any impacts on the area. The TIA dated February 27, 2017, outlines any impacts on the neighborhood and how they will be mitigated. Therefore, traffic mitigation and Code compliance will help to eliminate any negative impacts on the area.

This criterion has been met.

**4. An identified public need will be met by the proposed change that is not already met by other available property.**

Findings: The site was chosen due to its size, location, existing level of development and access to major streets

There is a lack of appropriately designated sites within this vicinity. There is RM zoned property located to the south that is either developed or not large enough. There are no parcels the size of the subject property zoned RM within the area.

As shown on the City land use map there is no property contiguous to the existing site that is appropriately designated for the proposed use. The most feasible process is to rezone the subject property to allow it to be developed at max density with direct access onto the surrounding street system.

This area of Silverton is lacking in RM zoned property. RM zoning helps to provide a needed type of housing, especially in this area. This rezone will help to provide a public need for multi-family dwellings, which are considered an affordable housing type.

**5. The requested designation is consistent with the statewide planning goals.**

*The following Statewide Planning Goals apply to this proposal:*

The request is in conformance with State Wide Planning and all applicable land use standards imposed by state law and administrative regulation, which permit applications to be filed. Development of the subject property can meet the minimum standards of the zone code and the TSP. The proposal complies with the applicable intent statements of the Comprehensive Plan as addressed in this report. The applicant has presented evidence sufficient to prove compliance with these standards.

Goal 1 – Citizen Involvement:

The City's adopted Comprehensive Plan Goal and Policies, and its adopted zone code, implement the Statewide Citizen Involvement Goal. This application will be reviewed according to the public review process established by the City. The City's Plan is acknowledged to be in

compliance with this Goal. Notice of the proposal will be provided to property owners and public agencies, and posted on the property. The published notice will identify the applicable criteria. A public hearing to consider the request will be held by the Planning Commission. Through the notification and public hearing process all interested parties are afforded the opportunity to review the application, comment on the proposal, attend the public hearing, and participate in the decision. These procedures meet the requirements of this Goal for citizen involvement in the land use planning process.

#### Goal 2 – Land Use Planning

The City's adopted Comprehensive Plan implements the Statewide Land Use Planning Goal. The Comprehensive Plan is acknowledged to be in compliance with the Statewide Planning Goals. This proposal is made under the goals, policies and procedures of the SACP and its implementing ordinance. A description of the proposal in relation to the intent of the Plan, its applicable goals and policies, the comprehensive plan change/zone change criteria is part of this review. Facts and evidence have been provided that support and justify the proposed comprehensive plan/zone change, along with findings and evidence to support the partitioning, zone change, site plan review, and design review applications. For these reasons, the proposal conforms to the land use planning process established by this Goal.

#### Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

The City's adopted General Development, Scenic and Historic Areas, Natural Resources and Hazards Goals and Policies address the Statewide Goal. According to City map there are no mapped wetlands or waterways on the subject property. In the event that a resource is identified, the City's applicable riparian, tree protection and wetland development standards will be applied at the time of development and will ensure compliance with Goal 5.

Landslide hazards do not exist on the site. Therefore, a geological assessment is not required.

There are no significant historic buildings on the subject property. The applicant has taken the opportunity to consider existing conditions and influences that enables him to explore potential development. The City has standards in place to address access, internal circulation, topography, drainage, public facilities, overall site design and layout.

#### Goal 6 – Air, Water and Land Resources Quality

The City's adopted Comprehensive Plan, Scenic and Historic Areas, Natural Resources and Hazards, Commercial, Industrial and Transportation Goals and Policies along with adopted facilities plans implement this Goal.

Development is required to meet applicable State and Federal requirements for air and water quality. The proposal to redevelop is reviewed by the City and any applicable outside agencies for impacts on environment and compliance to applicable standards and regulations. Development is required to meet applicable water, sewer, and storm drainage system master plan requirements. Upon redevelopment, the City is responsible for assuring that wastewater discharges are treated to meet the applicable standards for environmental quality.

Storm water runoff will be collected and removed by the City storm drainage system, in a manner determined by the City to be appropriate.

The major impact to air quality in the vicinity is vehicle traffic along the boundary streets. This is a major traffic route in the area to Portland and Salem. The traffic generated from the site will be minor compared to the total volume of traffic in this area, and will not create a significant additional air quality impact. The TIA will identify the traffic needs for the site and mitigation measures.

The site is vacant. Development of vacant urban land is expected. The proposed change will have no significant impact on the quality of the land. Considering the location of the site within the city, the availability of public facilities to provide water, sewage disposal and storm drainage services, and the surrounding transportation system, the proposal will have no significant impacts to the quality of the air, water or land. The City's adopted facility plans implement Goal 6.

#### Goal 8 – Recreational Needs

The City's adopted Comprehensive Plan Open Space, Parks and Recreation Goal and Policies implements the Statewide Recreation Needs Goal by encouraging conservation and identification of existing and needed park resources and funding mechanisms. Silverton identifies programs, activities and policies relating to parks and recreational activities in the community. The City's needs for leisure areas and open space areas have been identified in its adopted plans. At the time of development, the proposal provides improved public pedestrian connections via hard-surfaced sidewalks. However, at the time of development, the development on the site will have common open space and private open space for the residents, if developed as multi-family. Therefore, the proposal complies with this Goal.

#### Goal 10 – Housing

The applicant's proposal is to rezone the property from R-1 to RM to allow a higher density to be built on the site. As stated above, according to the Housing Needs Analysis, "Silverton has a deficit of capacity in the MF designation, with a deficit of 57.8 gross acres of multi-family land and /or 140 units. Although the subject property can be developed as all allowed uses in the RM zone, if developed as multi-family dwellings, the rezone helps maximize the density while helping to meet housing needs within the Urban Growth Boundary.

The existing neighborhood consists of single family housing and vacant land. In order to maintain the character of the neighborhood, the site will be developed in compliance with required Design Standards.

The City's adopted Comprehensive Plan, Residential, Transportation Goals and Policies and applicable adopted facilities plans implement the Statewide Housing Goal.

#### Goal 11 - Public Facilities and Services

The City's adopted Comprehensive Plan, Residential, and Transportation Goal and Polices and adopted Stormwater and Water Master Plans implement the Statewide Public Facilities and Services Goal by requiring development to be served by public services. The proposal is for revitalized urban development in an area where future extensions of those services can be provided in the most feasible, efficient and economical manner. The City's capital improvement program and its minimum code standards for public facilities provide a means for improving and updating public facilities systems (water and sewer). All necessary and appropriate public

services and facilities essential for development will be provided to this property at levels that are adequate to serve the proposed use.

The City maintains an infrastructure of public services that includes sewer, water, and storm drainage facilities. The City will specify any needed changes to the existing service levels at the time building permits are requested.

Sidewalks are or will be provided adjacent to and throughout the site to connect to the public sidewalk system. The location along a major transportation corridor facilitates access to a transit route. The vehicle, transit, bicycle, and pedestrian circulation systems will be designed to connect major population and employment centers in the area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

Traffic from this site is diverted away from residential areas and has convenient access to the existing streets. Aesthetics and landscaping will be considered in the design of the circulation system to cut down on headlight glare, heat, and improved traffic direction.

The Silverton School District provides public education facilities. The education district's master plan provides for growth in the district and has options to meet the demand. The education district reviews the population factors to determine planning, funding and locating new schools or providing additional facilities on the sites of existing schools.

Other private service providers supply garbage, telephone, television, postal and internet services as needed by the development. The required public services and facilities to serve new development will be determined by the City at the time development permits are requested. By providing adequate public facilities and services for the proposed use, the requirements of this Goal are met.

#### Goal 12 – Transportation

The City's adopted Comprehensive Plan Transportation Goal and Policies and the adopted Transportation System Plan (TSP) implements the Statewide Transportation Goal by encouraging a safe, convenient and economic transportation system. The subject property is located along James Street and Jefferson Street, thus linking the site to existing and proposed transportation. The major streets are in place due to previous development.

A Traffic Impact Analysis dated February 27, 2017 has been provided as part of this application.

#### ***E. If the request for a comprehensive plan map or text amendment originates from a petition, the petitioner will bear the burden of proof.***

Findings: The burden of proof for the change has been presented by the applicant in the materials submitted with the application. The impact of rezoning the property from R-1 to RM is not significant. The RM zoning allows attached and/or detached dwellings. The RM zoning requires a minimum of 10 units per acres with a maximum of 20 units per acre allowed. The comprehensive plan change/zone change allows the applicant to develop the property at a high density and provide a needed housing type in this area. Code required and Design Standards will keep the development of the site consistent with the character of the neighborhood.

Therefore, this criterion is met.



#### **Section 4.7.300 Quasi-judicial Amendments. Zone Change**

**Criteria for Quasi-Judicial Amendments. The city shall consider the following review criteria and may approve, approve with conditions or deny a quasi-judicial amendment based on the following; if the application for an amendment originates from a party other than the city, the applicant shall bear the burden of proof.**

- 1. Approval of the request is consistent with the statewide planning goals;**

Findings: *The following Statewide Planning Goals apply to this proposal:*

The request is in conformance with State Wide Planning and all applicable land use standards imposed by state law and administrative regulation, which permit applications to be filed. Development of the subject property can meet the minimum standards of the zone code and the TSP. The proposal complies with the applicable intent statements of the Comprehensive Plan as addressed in this report. The applicant has presented evidence sufficient to prove compliance with these standards.

##### Goal 1 – Citizen Involvement:

The City's adopted Comprehensive Plan Goal and Policies, and its adopted zone code, implement the Statewide Citizen Involvement Goal. This application will be reviewed according to the public review process established by the City. The City's Plan is acknowledged to be in compliance with this Goal. Notice of the proposal will be provided to property owners and public agencies, and posted on the property. The published notice will identify the applicable criteria. A public hearing to consider the request will be held by the Planning Commission. Through the notification and public hearing process all interested parties are afforded the opportunity to review the application, comment on the proposal, attend the public hearing, and participate in the decision. These procedures meet the requirements of this Goal for citizen involvement in the land use planning process.

##### Goal 2 – Land Use Planning

The City's adopted Comprehensive Plan implements the Statewide Land Use Planning Goal. The Comprehensive Plan is acknowledged to be in compliance with the Statewide Planning Goals. This proposal is made under the goals, policies and procedures of the SACP and its implementing ordinance. A description of the proposal in relation to the intent of the Plan, its applicable goals and policies, the comprehensive plan change/zone change criteria is part of this review. Facts and evidence have been provided that support and justify the proposed comprehensive plan/zone change, along with findings and evidence to support the partitioning, zone change, site plan review, and design review applications. For these reasons, the proposal conforms to the land use planning process established by this Goal.

##### Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

The City's adopted General Development, Scenic and Historic Areas, Natural Resources and Hazards Goals and Policies address the Statewide Goal. According to City map there are no mapped wetlands or waterways on the subject property. In the event that a resource is

identified, the City's applicable riparian, tree protection and wetland development standards will be applied at the time of development and will ensure compliance with Goal 5.

Landslide hazards do not exist on the site. Therefore, a geological assessment is not required.

There are no significant historic buildings on the subject property. The applicant has taken the opportunity to consider existing conditions and influences that enables him to explore potential development. The City has standards in place to address access, internal circulation, topography, drainage, public facilities, overall site design and layout.

#### Goal 6 – Air, Water and Land Resources Quality

The City's adopted Comprehensive Plan, Scenic and Historic Areas, Natural Resources and Hazards, Commercial, Industrial and Transportation Goals and Policies along with adopted facilities plans implement this Goal.

Development is required to meet applicable State and Federal requirements for air and water quality. The proposal to redevelop is reviewed by the City and any applicable outside agencies for impacts on environment and compliance to applicable standards and regulations. Development is required to meet applicable water, sewer, and storm drainage system master plan requirements. Upon redevelopment, the City is responsible for assuring that wastewater discharges are treated to meet the applicable standards for environmental quality.

Storm water runoff will be collected and removed by the City storm drainage system, in a manner determined by the City to be appropriate.

The major impact to air quality in the vicinity is vehicle traffic along the boundary streets. This is a major traffic route in the area to Portland and Salem. The traffic generated from the site will be minor compared to the total volume of traffic in this area, and will not create a significant additional air quality impact. The TIA will identify the traffic needs for the site and mitigation measures.

The site is vacant. Development of vacant urban land is expected. The proposed change will have no significant impact on the quality of the land. Considering the location of the site within the city, the availability of public facilities to provide water, sewage disposal and storm drainage services, and the surrounding transportation system, the proposal will have no significant impacts to the quality of the air, water or land. The City's adopted facility plans implement Goal 6.

#### Goal 8 – Recreational Needs

The City's adopted Comprehensive Plan Open Space, Parks and Recreation Goal and Policies implements the Statewide Recreation Needs Goal by encouraging conservation and identification of existing and needed park resources and funding mechanisms. Silverton identifies programs, activities and policies relating to parks and recreational activities in the community. The City's needs for leisure areas and open space areas have been identified in its adopted plans. At the time of development, the proposal provides improved public pedestrian connections via hard-surfaced sidewalks. However, at the time of development, the development on the site will have common open space and private open space for the residents, if developed as multi-family. Therefore, the proposal complies with this Goal.

### Goal 10 – Housing

The applicant's proposal is to rezone the property from R-1 to RM to allow a higher density to be built on the site. As stated above, according to the Housing Needs Analysis, "Silverton has a deficit of capacity in the MF designation, with a deficit of 57.8 gross acres of multi-family land and /or 140 units. Although the subject property can be developed as all allowed uses in the RM zone, if developed as multi-family dwellings, the rezone helps maximize the density while helping to meet housing needs within the Urban Growth Boundary.

The existing neighborhood consists of single family housing and vacant land. In order to maintain the character of the neighborhood, the site will be developed in compliance with required Design Standards.

The City's adopted Comprehensive Plan, Residential, Transportation Goals and Policies and applicable adopted facilities plans implement the Statewide Housing Goal.

### Goal 11 - Public Facilities and Services

The City's adopted Comprehensive Plan, Residential, and Transportation Goal and Polices and adopted Stormwater and Water Master Plans implement the Statewide Public Facilities and Services Goal by requiring development to be served by public services. The proposal is for revitalized urban development in an area where future extensions of those services can be provided in the most feasible, efficient and economical manner. The City's capital improvement program and its minimum code standards for public facilities provide a means for improving and updating public facilities systems (water and sewer). All necessary and appropriate public services and facilities essential for development will be provided to this property at levels that are adequate to serve the proposed use.

The City maintains an infrastructure of public services that includes sewer, water, and storm drainage facilities. The City will specify any needed changes to the existing service levels at the time building permits are requested.

Sidewalks are or will be provided adjacent to and throughout the site to connect to the public sidewalk system. The location along a major transportation corridor facilitates access to a transit route. The vehicle, transit, bicycle, and pedestrian circulation systems will be designed to connect major population and employment centers in the area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

Traffic from this site is diverted away from residential areas and has convenient access to the existing streets. Aesthetics and landscaping will be considered in the design of the circulation system to cut down on headlight glare, heat, and improved traffic direction.

The Silverton School District provides public education facilities. The education district's master plan provides for growth in the district and has options to meet the demand. The education district reviews the population factors to determine planning, funding and locating new schools or providing additional facilities on the sites of existing schools.

Other private service providers supply garbage, telephone, television, postal and internet services as needed by the development. The required public services and facilities to serve new development will be determined by the City at the time development permits are requested. By

providing adequate public facilities and services for the proposed use, the requirements of this Goal are met.

Goal 12 – Transportation

The City's adopted Comprehensive Plan Transportation Goal and Policies and the adopted Transportation System Plan (TSP) implements the Statewide Transportation Goal by encouraging a safe, convenient and economic transportation system. The subject property is located along James Street and Jefferson Street, thus linking the site to existing and proposed transportation. The major streets are in place due to previous development.

A Traffic Impact Analysis dated February 27, 2017, has been provided as part of this application.

**2. Approval of the request is consistent with the relevant comprehensive plan policies and on balance has been found to be more supportive of the comprehensive plan as a whole than the old designation;**

Findings: The Silverton Comprehensive Plan Residential Development Policy No. 4 (page 2-18) states that, "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 the 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 area preferred."

The applicant's proposal is to rezone the property from R-1 to RM to allow a higher density to be built on the site while maintaining setbacks that exceed the minimums. RM allowed uses required greater setbacks and landscaping than those uses allowed the R-1 zone. This proposed zone will help to meet the housing needs of Silverton along with providing uses that provide greater design standards than those currently required.

This development will provide multi-family land in an area that is a majority single-family zoned property. This rezone will help to provide a needed zone in this area, an area that provided services and transportation. Therefore, not concentrating all the RM zoned property into one area.

There is a lack of appropriately designated vacant RM sites within this vicinity. There is RM zoned property located to the south along James Street and on C Street. These sites are either developed or not large enough. This site gives the applicant the ability to provide mixed housing within this area and help Silverton meet their housing needs.

As shown on the City land zone map there is no property contiguous to the existing site that is zoned RM and vacant, and there is none in the necessary proximity.

In conclusion, this site meets the policies of the Comprehensive Plan by providing a needed use in an area, by helping to meet housing needs, and by providing the necessary access to the major street system and adjacent properties. Therefore, this use is better suited for the site than the current R-1 zone designation.

**3. The requested designation is consistent with any relevant area plans adopted by the city council;**

Findings: The only adopted plans that are relevant to the this area are the Parks and Recreation Master Plan, the Transportation Master Plan, and Waste Water System Facility Master Plan.

All necessary and appropriate public services and facilities essential for development will be provided to this property at levels that are adequate to serve the proposed use and that meet the noted plans above.

The City maintains an infrastructure of public services that includes sewer, water, and storm drainage facilities. The City will specify any needed changes to the existing service levels at the time building permits are requested.

Sidewalks are or will be provided throughout the site to connect to the public sidewalk system. The location along a major transportation corridor facilitates access to a transit route. The vehicle, transit, bicycle, and pedestrian circulation systems will be designed to connect major population and employment centers in the area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

Traffic from this site is diverted away from residential areas and has convenient access to the existing streets via James Street to the west and Jefferson Street to the south.

By providing adequate public facilities and services for the proposed use, this criterion has been met.

**4. The requested designation is consistent with the comprehensive plan map pattern and any negative impacts upon the area resulting from the change, if any, have been considered and deemed acceptable by the city;**

Findings: The proposed comprehensive plan change/zone change fits the development pattern of the vicinity. The surrounding properties to the south and east are zoned and/or developed as residential. This area is designated for residential development. The RM zone allows the property to be developed with single family dwellings and/or multi-family dwellings. Both are residential uses. The proposed apartments will be compatible with the existing residential uses.

The site will be developed to required Code and Design Standards to minimize any impacts on the area. The TIA dated February 27, 2017, outlines any impacts on the neighborhood and how they will be mitigated. There for traffic mitigation and Code compliance will help to eliminate any negative impacts on the area.

This criteria has been met.

**5. A public need will be met by the proposed change that is not already met by other available properties, or the amendment corrects a mistake or inconsistency in the comprehensive plan or zoning map regarding the property which is the subject of the application;**

Findings: There is no identified mistake in the compilation of the zoning map for this area. The site was chosen due to its size, location, existing level of development and access to major streets

There is a lack of appropriately designated sites within this vicinity. There is RM zoned property located to the south that is either developed or not large enough. There are no parcels the size of the subject property zoned RM within the area.

As shown on the City land use map there is no property contiguous to the existing site that is appropriately designated for the proposed use. The most feasible process is to rezone the subject property to allow it to be developed at max density with direct access onto the surrounding street system.

This area of Silverton is lacking in RM zoned property. RM zoning helps to provide a needed type of housing, especially in this area. This rezone will help to provide a public need for multi-family dwellings, which are considered an affordable housing type.

**6. The property and affected area are presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided in the planning period; and**

Findings: The City's adopted Comprehensive Plan Goal and Policies and the adopted Transportation System Plan (TSP) implements the Statewide Transportation Goal by encouraging a safe, convenient and economic transportation system. The subject property is located in an area with major routes to Portland and Salem. The major streets are in place due to previous development.

The City's adopted Comprehensive Plan Growth Management, residential, and Transportation Goal and Policies and adopted Stormwater and Water Master Plans implement public facilities and services by requiring development to be served by public services. The proposal is for revitalized urban development in an area where future extensions of those services can be provided in the most feasible, efficient and economical manner. All necessary and appropriate public services and facilities essential for development will be provided to this property at levels that are adequate to serve the proposed use.

The subject property is located within the Urban Growth Boundary and in the corporate city limits (per AN-16-02).

The City maintains an infrastructure of public services that includes sewer, water, and storm drainage facilities. The City will specify any needed changes to the existing service levels at the time building permits are requested.

This criterion has been met.

**7. The amendment conforms to other applicable provisions of this code, such as the transportation planning rule requirements incorporated into SDC 4.7.600.**

Findings: The amendment conforms to the applicable provisions of the code, lot size, street frontage, and available facilities. All other code requirements will be reviewed at the time of development.

Transportation impacts have been reviewed through the application traffic study. This study outlines traffic impacts and mitigation requirements for development.

The site is located in an area with major routes to Salem and Portland. There is an existing street system surrounding the property. Access to, within, and from the development must be consistent with applicable requirements of the Transportation Planning Rule Requirements (TPR) that requires that development provide connectivity between land uses and transportation. Under the Rule, developments are responsible for providing for the safe and efficient circulation of vehicles, bicycles, and pedestrians into, through, and out of a development. The proposal develops the subject property within a developed and developing area where local and arterial streets exist. These facilities connect the transportation system to the surrounding neighborhoods.

The Public Works Department will address the level of street improvements that are roughly proportional to assure conformance to the development to code and applicable transportation system plan requirements. Completion of conditions of approval prior to development will satisfy this criterion for the application. Therefore, this criteria has been met.

**8. Any amendment involving a change to the city's urban growth boundary shall conform to applicable state planning rules for such amendments.**

Findings: The proposal is for a comprehensive plan change/zone change. This proposal will not affect the City's Urban Growth Boundary. Therefore, this criterion is not applicable.

### CONCLUSIONS

We believe that requested Comprehensive Plan Change/Zone Change application is appropriate for the subject property for the reasons describe herein. The proposal is consistent and in compliance with the applicable goals and policies of the Comprehensive Plan and the Statewide Planning Goals, and satisfies all applicable criteria. As demonstrated herein, the "Multi-Family" land use designation and corresponding RM zoning designation is appropriate for the subject property.

We believe that the materials submitted address all the relevant City criteria for a Comprehensive Plan Change/Zone Change. Obviously, there are other approval processes needed for the development of the property at the time proceeding actual development. For these reasons, we believe that the proposal is warranted and that the Planning Commission has sufficient findings to grant the proposal as requested.

# Traffic Analysis

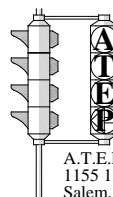
## North James Street Apartments

Silverton, Oregon

February 27, 2017

completed with  
MultiTech Engineering Services, Inc  
Salem, Oregon

Prepared by:  
Associated Transportation Engineering & Planning, Inc.  
Salem, Oregon  
May 30, 2017  
ATEP 17-345



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## Appendices

Turning Movement Counts

ODOT Crash Data

Computer Modeling Printouts - on enclosed CD

# Traffic Analysis

## N. James St Apartments

### Silverton, Oregon



### Introduction:

The developer intends to develop 215 apartment units on tax lot 700 of tax map 6N1W27DA and 6N1W27AD in Silverton, Oregon. The 9.5 acre site is east of N. James Rd and south of Hobart St in Silverton. The site will be developed with access to N. James St.

Residents of N. James St Apartments will use the transportation system and add traffic to the roadways. This analysis will consider the traffic impacts at the intersection of 1) N James St at Pine St, 2) N James St at the site access. 3) Hobart Rd at N James St, 4) Hobart Rd at Hwy 214 (1st St) and 5) Jefferson St at Hwy 214 (1st St). Crash data was provided by the ODOT Crash Data Unit for the most recent 5 years.



**Figure 1 -  
Vicinity Map**

### Summary of Findings:

The 215 apartments in the N. James St Apartments will generate an estimated 1430 trips each day. 110 of those trips will be in the AM Peak hour and 133 trips will be in the PM Peak hour. The performance metrics when the apartments are occupied at the studied intersections are shown in the following table. Both Hobart at 214 and Jefferson at 214 are at LOS F with existing traffic volumes.

	AM Peak hour		PM Peak hour	
	LOS	v/c	LOS	v/c
N James St at Pine St	D	0.887	A	0.352
N James St at the Site Access	B	0.082	B	0.040
Hobart Rd at N James St	C	0.054	B	0.021
Hobart Rd at Hwy 214	F	0.313	F	0.391
Jefferson St at Hwy 214	F	0.147	E	0.085

Signal warrants are met at Hobart Rd at Hwy 214 and existing performance metrics indicate additional study of the intersection is needed. Crash data from ODOT Crash Data Unit shows there were 15 crashes at the intersection of Hobart Rd at Hwy 214 in the last 5 years. None were fatal crashes, 11 were injury crashes and 4 was a property damage only crashes.

## History and Existing Conditions:

The site has been vacant in the recent past and was recently annexed into the City. The site is zoned Single Family Residential (R1). The west property line is a part of the City Limit between Marion County and Silverton. Traffic from the planned apartments will travel north or south on N James St to access the transportation system. The studied intersections are TWSC (two way stop controlled) except Pine at N James which is AWSC (all way stop controlled). There is a railroad line running north and south to the east of the site. This study will assume that Hwy 214 is a commuter roadway and will adjust the turning movement counts up 8.55% (1.0855) to estimate the 30 HV (30th highest hourly annual volume) at the intersections.

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	Pine St at N James St	All-way stop	HCM 6th Edition	NB Left	0.854	23.0	C
4	Hobart Rd at N James St	Two-way stop	HCM 6th Edition	NB Left	0.052	15.7	C
5	Hwy 214 at Hobart Rd	Two-way stop	HCM 6th Edition	WB Left	0.294	67.7	F
6	Hwy 214 at Jefferson St	Two-way stop	HCM 6th Edition	WB Left	0.129	55.5	F

Existing AM Peak Hour Summary

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	Pine St at N James St	All-way stop	HCM 6th Edition	NB Left	0.318	9.3	A
4	Hobart Rd at N James St	Two-way stop	HCM 6th Edition	NB Left	0.019	10.5	B
5	Hwy 214 at Hobart Rd	Two-way stop	HCM 6th Edition	WB Left	0.364	43.2	E
6	Hwy 214 at Jefferson St	Two-way stop	HCM 6th Edition	WB Left	0.073	31.8	D

Existing PM Peak Hour Summary

### **Figure 2 - Existing Traffic Conditions**

#### **Traffic Conditions when N. James St Apartments are Complete:**

N. James St Apartments will add 110 trips to the AM Peak hour traffic and 133 trips to the PM Peak hour traffic. This study will assume that 30% of the traffic will travel on N James St north of the site and 70 % on N James St south of the site. The study assumed that traffic volumes will increase linearly 1% per year to estimate the 2032 performance metrics.

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	Pine St at N James St	All-way stop	HCM 6th Edition	NB Left	0.887	26.1	D
3	N James St at Access	Two-way stop	HCM 6th Edition	WB Left	0.082	10.9	B
4	Hobart Rd at N James St	Two-way stop	HCM 6th Edition	NB Left	0.054	16.3	C
5	Hwy 214 at Hobart Rd	Two-way stop	HCM 6th Edition	WB Left	0.313	75.9	F
6	Hwy 214 at Jefferson St	Two-way stop	HCM 6th Edition	WB Left	0.147	63.7	F

2017 AM Peak Hour Summary with N. James St Apartments

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	Pine St at N James St	All-way stop	HCM 6th Edition	NB Left	0.352	9.6	A
3	N James St at Access	Two-way stop	HCM 6th Edition	WB Left	0.040	10.0	B
4	Hobart Rd at N James St	Two-way stop	HCM 6th Edition	NB Left	0.021	11.3	B
5	Hwy 214 at Hobart Rd	Two-way stop	HCM 6th Edition	WB Left	0.391	52.7	F
6	Hwy 214 at Jefferson St	Two-way stop	HCM 6th Edition	WB Left	0.085	36.4	E

2017 PM Peak Hour Summary with N. James St Apartments

**Figure 3 – 2017 Traffic Conditions with N. James St Apartments**

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	Pine St at N James St	All-way stop	HCM 6th Edition	NB Left	1.103	53.1	F
3	N James St at Access	Two-way stop	HCM 6th Edition	WB Left	0.086	11.2	B
4	Hobart Rd at N James St	Two-way stop	HCM 6th Edition	NB Left	0.073	18.5	C
5	Hwy 214 at Hobart Rd	Two-way stop	HCM 6th Edition	EB Left	0.814	215.1	F
6	Hwy 214 at Jefferson St	Two-way stop	HCM 6th Edition	WB Left	0.268	153.2	F

2032 AM Peak Hour Summary with N. James St Apartments

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	Pine St at N James St	All-way stop	HCM 6th Edition	EB Right	0.417	10.5	B
3	N James St at Access	Two-way stop	HCM 6th Edition	WB Left	0.041	10.2	B
4	Hobart Rd at N James St	Two-way stop	HCM 6th Edition	NB Left	0.028	11.8	B
5	Hwy 214 at Hobart Rd	Two-way stop	HCM 6th Edition	WB Left	0.618	140.4	F
6	Hwy 214 at Jefferson St	Two-way stop	HCM 6th Edition	WB Left	0.145	52.9	F

2032 PM Peak Hour Summary with N. James St Apartments

**Figure 4 – 2032 Traffic Conditions with N. James St Apartments**

**Crash Data:**

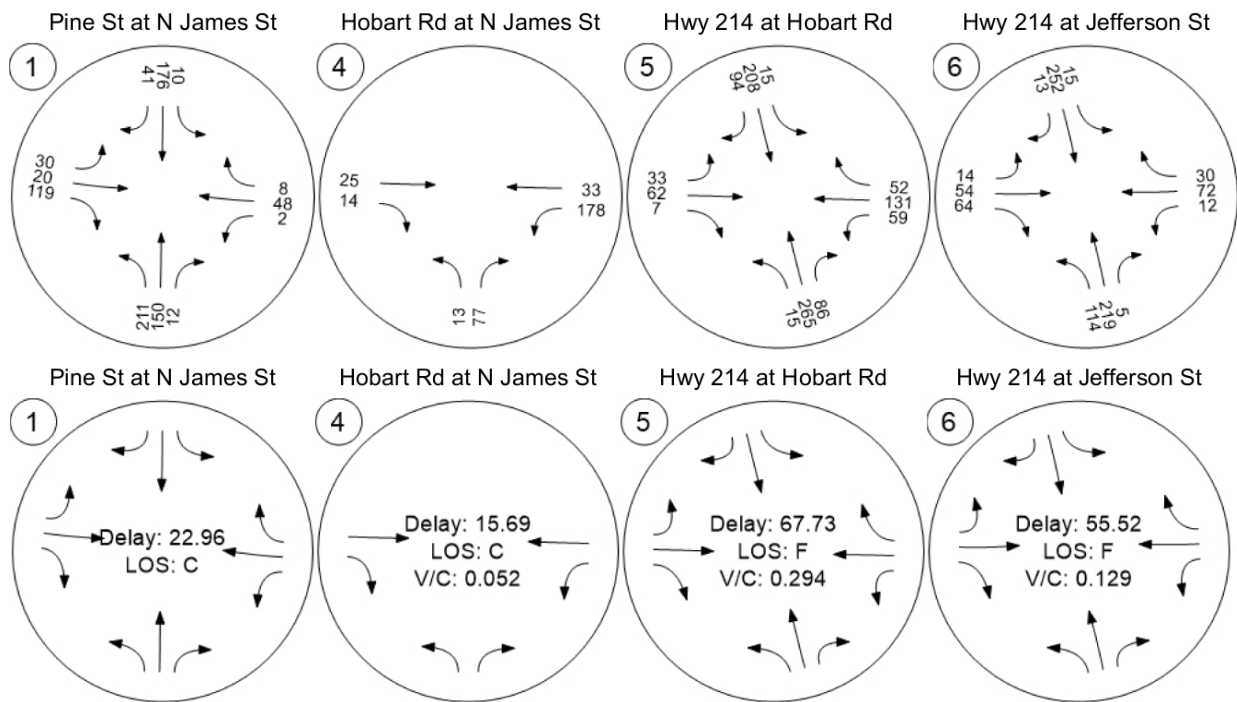
The ODOT Crash Data Unit provided information about reported crashes at the shown intersections for the past 5 years.

Intersection	Fatal	Injury	Property Damage	Total Crashes
Pine St at N James St	0	0	1	1
Hobart Rd at OR 214	0	11	4	15
Jefferson Rd at OR 214	0	9	3	12

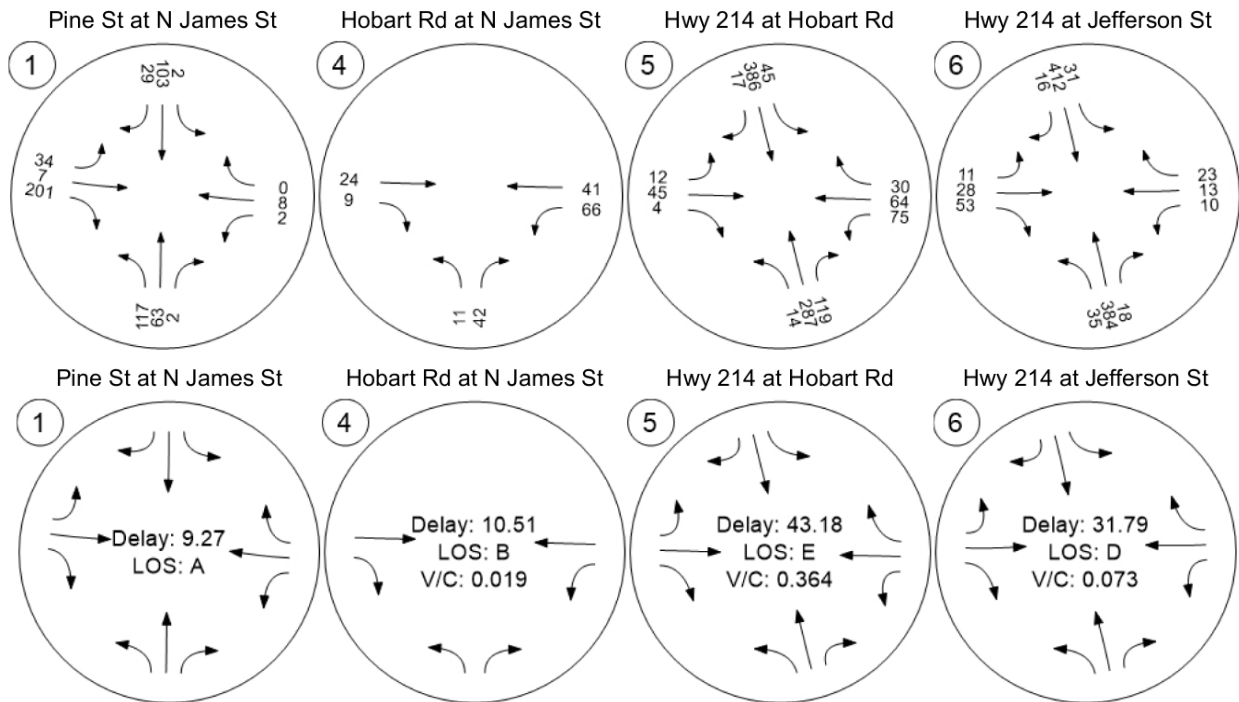
**Figure 5 – Reported Crashes at Studied Intersections in 2010-2014**

**Summary:**

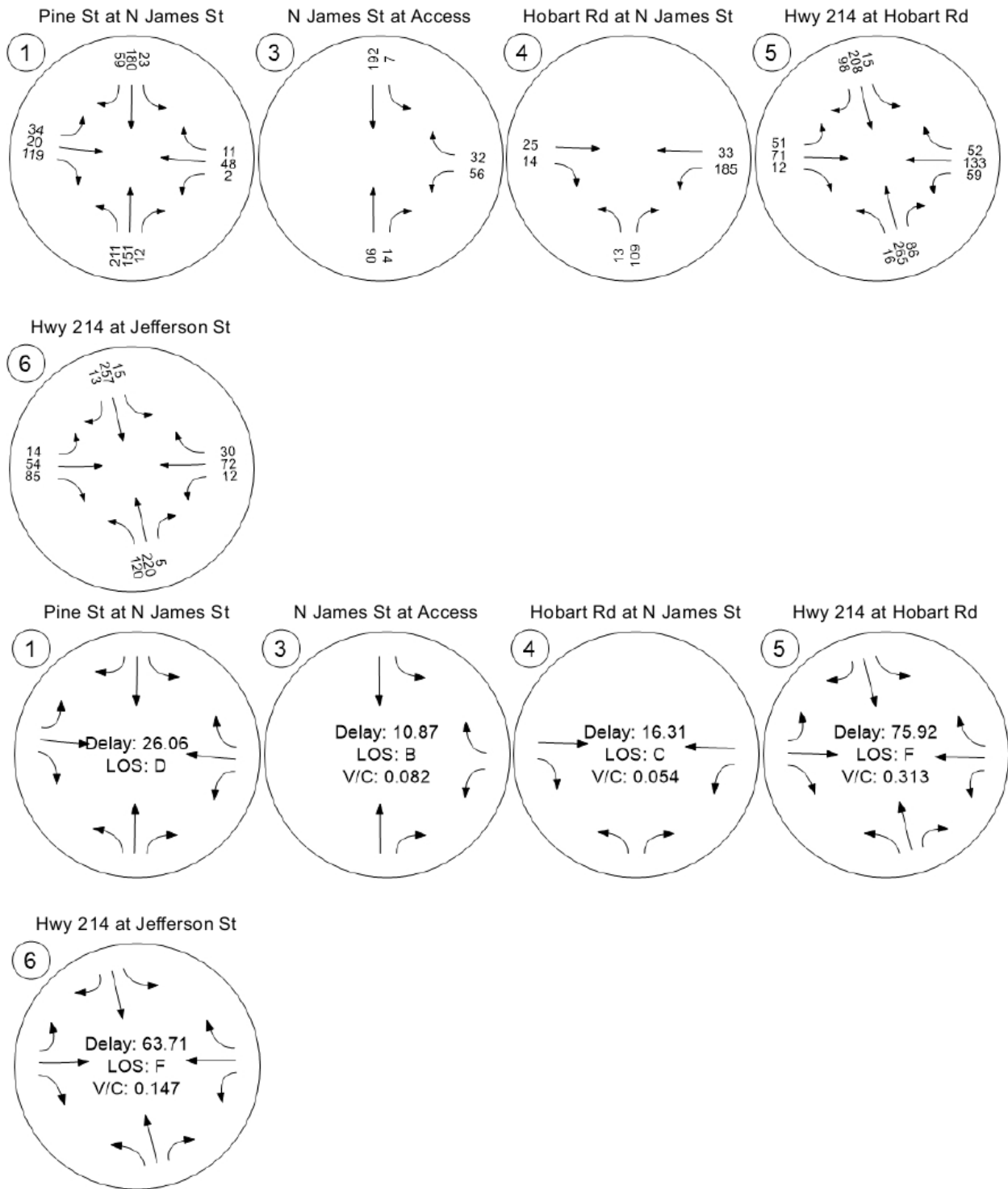
The development of 215 apartments in the planned N. James St Apartments in Silverton will add traffic to the transportation system. Crash data does not indicate significant safety problems at the intersections. The crash rate at Hobart at 214 is estimated to be 0.812 crashes per million vehicles with no fatal accidents. Signal warrants are met at the Hobart at 214 intersection and the City should consider asking ODOT to review the performance of the intersections and adding a signal at the intersection. Mitigation alternatives were considered and are on the last 2 pages of this report. Adding left turn lanes at Hobart at 214 will improve performance, though marginally.



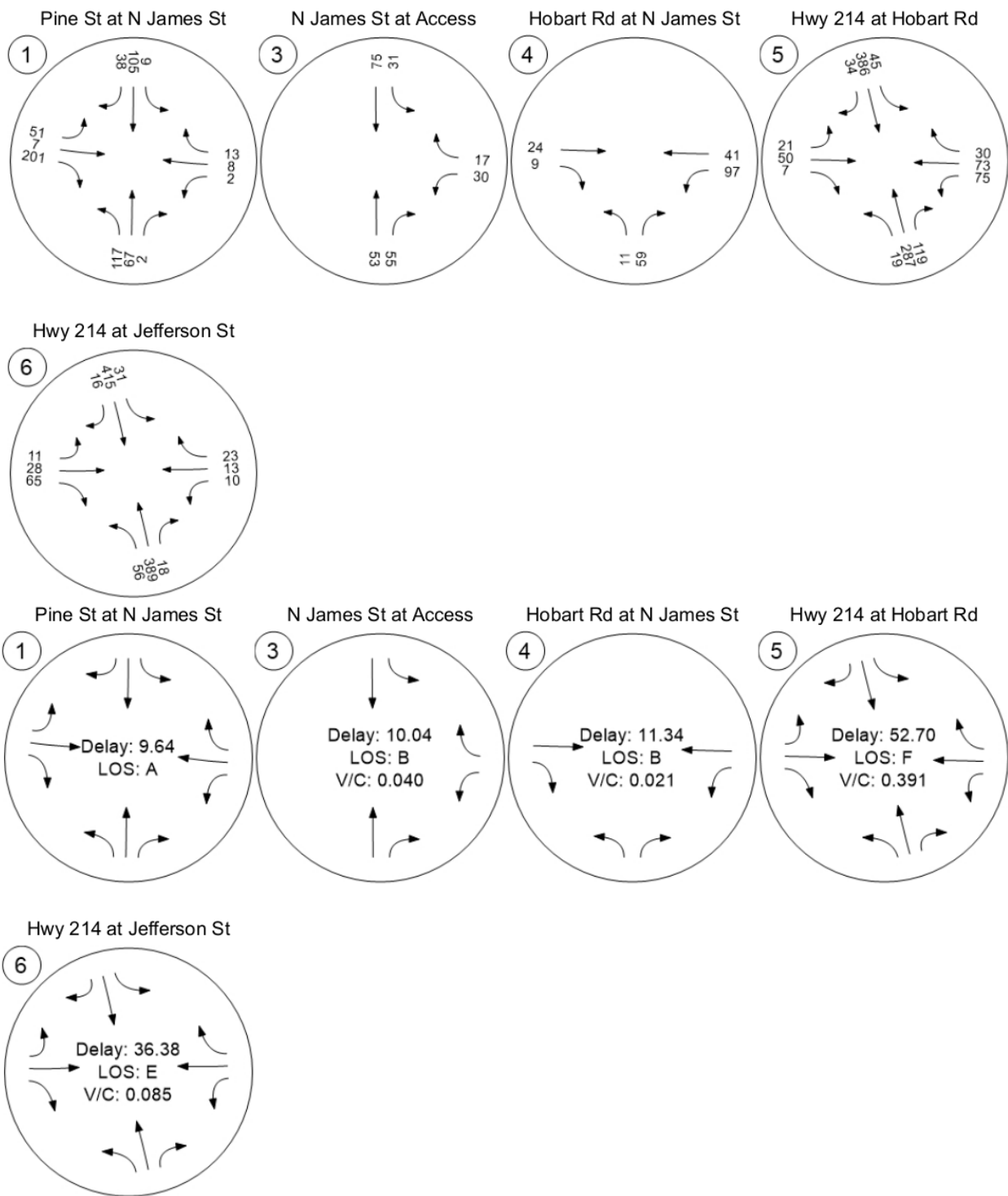
**Figure 6 - Existing AM Peak hour Counts and Performance Metrics**



**Figure 7 - Existing PM Peak hour Counts and Performance Metrics**

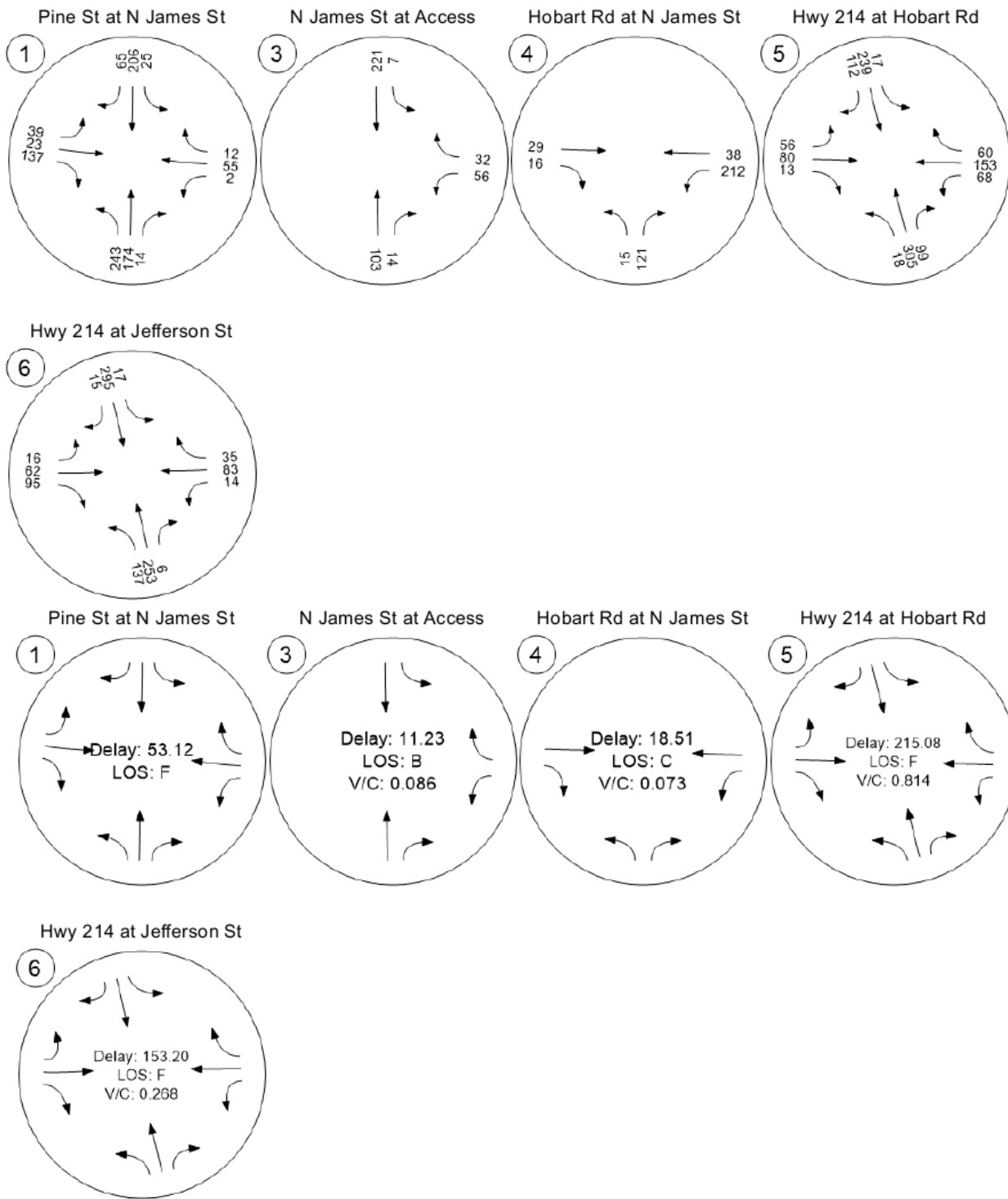


**Figure 8 - 2017 AM Peak hour Counts and Performance Metrics with N. James St Apartments**

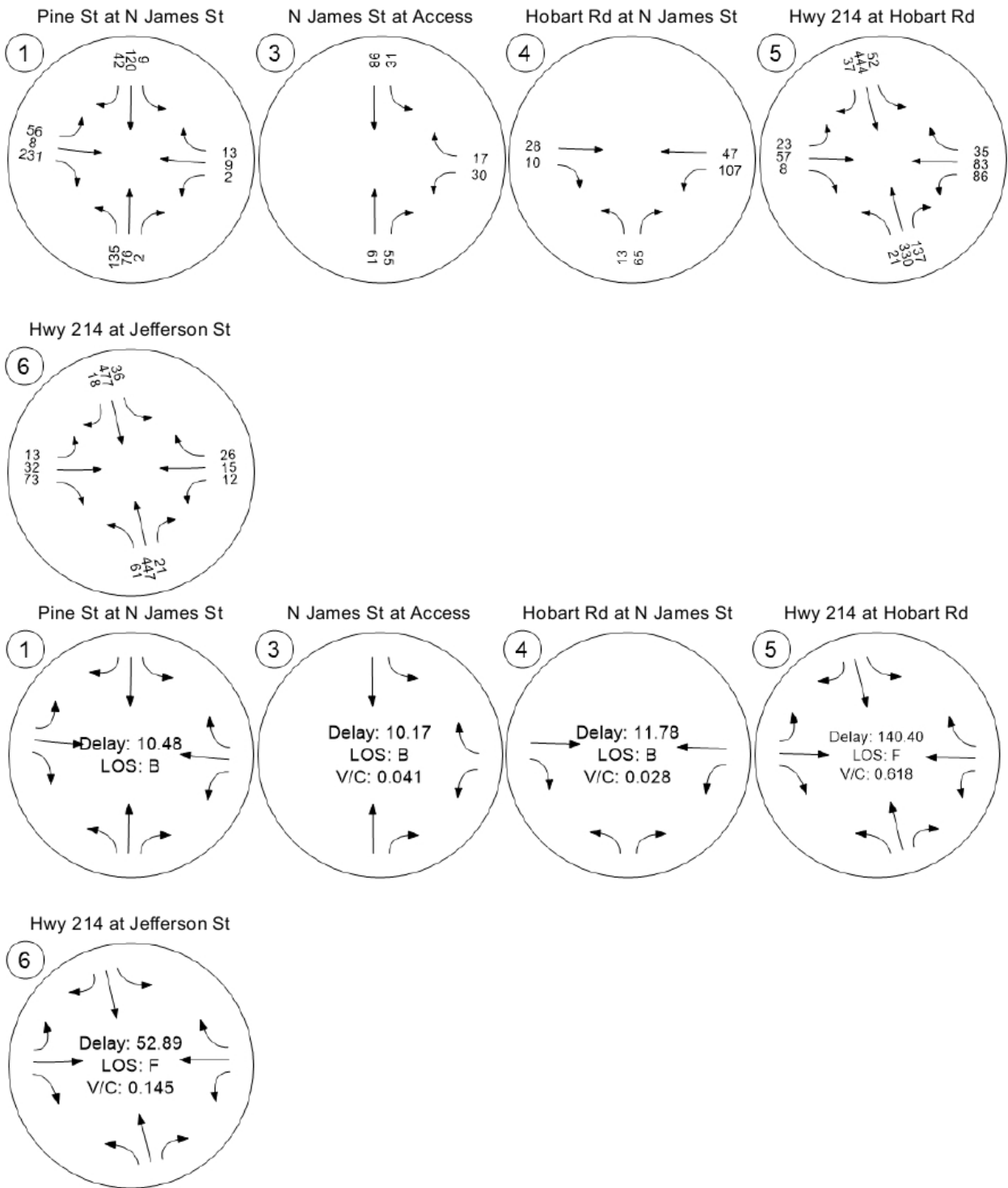


**Figure 9 - 2017 PM Peak hour Counts and Performance Metrics with N. James St Apartments**





**Figure 10 - 2032 AM Peak hour Counts and Performance Metrics with N. James St Apartments**



**Figure 11 - 2032 PM Peak hour Counts and Performance Metrics with N. James St Apartments**

Option 1: Copy of Hwy 214 at Hobart Rd

Number	5											
Intersection	Hwy 214 at Hobart Rd											
Control Type	Two-way stop											
Analysis Method	HCM 6th Edition											
Name	Hwy 214			Hwy 214			Hobart Rd			Hobart Rd		
Approach	Northbound			Southbound			Eastbound			Westbound		
Lane Configuration	⇌			⇌			⇌			⇌		
Turning Movement	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right
Base Volume Input [veh/h]	14	244	79	14	192	87	30	57	6	54	121	48
Total Analysis Volume [veh/h]	20	327	106	19	257	121	63	88	15	73	164	64

Intersection Settings

Priority Scheme	Free	Free	Stop	Stop
Flared Lane			No	No
Storage Area [veh]	0	0	0	0
Two-Stage Gap Acceptance			No	No
Number of Storage Spaces in Median	0	0	0	0

Capacity Analysis

Calculated Rank	2	1	1	2	1	1	4	3	2	4	3	2
v_c, Conflicting Flow Rate [veh/h]	378	0	0	433	0	0	890	829	318	827	836	380
v_c, Stage 1 [veh/h]	378	0	0	433	0	0	356	356	318	420	420	380
v_c, Stage 2 [veh/h]	0	0	0	0	0	0	534	473	0	407	416	0
c_p,x, Potential Capacity [veh/h]	1164	0	0	1111	0	0	261	303	716	287	300	660
c_p,x, Stage 1 [veh/h]	1791	0	0	1819	0	0	656	624	1237	605	584	1271
c_p,x, Stage 2 [veh/h]	1604	0	0	1604	0	0	524	553	1076	615	587	1076
c_m,x, Movement Capacity [veh/h]	1164	100000	100000	1111	100000	100000	127	293	716	210	290	660
c_m,x, Stage 1 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_m,x, Stage 2 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_t, Total Capacity [veh/h]	1164	100000	100000	1111	100000	100000	127	293	716	210	290	660

Movement, Approach, & Intersection Results

V/C, Movement V/C Ratio	0.02	0.00	0.00	0.02	0.00	0.00	0.50	0.30	0.02	0.35	0.57	0.10
d_M, Delay for Movement [s/veh]	8.15	0.00	0.00	8.30	0.00	0.00	58.72	22.54	15.27	30.92	35.80	28.82
Movement LOS	A	A	A	A	A	A	F	C	C	D	E	D
Critical Movement	No	No	No	No	No	No	Yes	No	No	No	No	No
95th-Percentile Queue Length [veh]	0.05	0.00	0.00	0.05	0.00	0.00	2.30	1.35	1.35	1.47	4.50	4.50
95th-Percentile Queue Length [ft]	1.31	0.00	0.00	1.30	0.00	0.00	57.57	33.87	33.87	36.69	112.57	112.57
d_A, Approach Delay [s/veh]	0.36			0.40			35.62			33.13		
Approach LOS	A			A			E			D		
V/C_I, Worst Movement V/C Ratio							0.50					
d_I, Worst Movement Control Delay [s/veh]							58.72					
d_I, Intersection Delay [s/veh]							12.30					
Intersection LOS							F					

Option 1: Copy of Hwy 214 at Hobart Rd

Number	5											
Intersection	Hwy 214 at Hobart Rd											
Control Type	Two-way stop											
Analysis Method	HCM 6th Edition											
Name	Hwy 214			Hwy 214			Hobart Rd			Hobart Rd		
Approach	Northbound			Southbound			Eastbound			Westbound		
Lane Configuration	⇌			⇌			⇌			⇌		
Turning Movement	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right
Base Volume Input [veh/h]	13	264	110	41	356	16	11	41	4	69	59	28
Total Analysis Volume [veh/h]	20	302	125	47	406	36	22	53	7	79	77	32

Intersection Settings

Priority Scheme	Free	Free	Stop	Stop
Flared Lane			No	No
Storage Area [veh]	0	0	0	0
Two-Stage Gap Acceptance			No	No
Number of Storage Spaces in Median	0	0	0	0

Capacity Analysis

Calculated Rank	2	1	1	2	1	1	4	3	2	4	3	2
v_c, Conflicting Flow Rate [veh/h]	442	0	0	427	0	0	977	985	424	953	941	365
v_c, Stage 1 [veh/h]	442	0	0	427	0	0	518	518	424	405	405	365
v_c, Stage 2 [veh/h]	0	0	0	0	0	0	459	467	0	548	536	0
c_p,x, Potential Capacity [veh/h]	1109	0	0	1123	0	0	228	246	626	237	262	677
c_p,x, Stage 1 [veh/h]	1834	0	0	1826	0	0	537	530	1300	619	596	1267
c_p,x, Stage 2 [veh/h]	1612	0	0	1612	0	0	579	559	1080	517	521	1080
c_m,x, Movement Capacity [veh/h]	1109	100000	100000	1123	100000	100000	158	232	626	185	246	677
c_m,x, Stage 1 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_m,x, Stage 2 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_t, Total Capacity [veh/h]	1109	100000	100000	1123	100000	100000	158	232	626	185	246	677

Movement, Approach, & Intersection Results

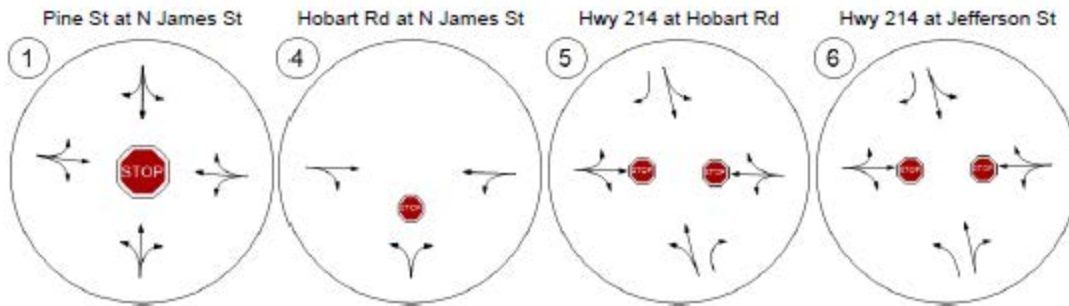
V/C, Movement V/C Ratio	0.02	0.00	0.00	0.04	0.00	0.00	0.14	0.23	0.01	0.43	0.31	0.05
d_M, Delay for Movement [s/veh]	8.31	0.00	0.00	8.35	0.00	0.00	31.48	25.01	15.23	38.26	26.16	16.86
Movement LOS	A	A	A	A	A	A	D	D	C	E	D	C
Critical Movement	No	No	No	No	No	No	No	No	No	Yes	No	No
95th-Percentile Queue Length [veh]	0.06	0.00	0.00	0.13	0.00	0.00	0.47	0.91	0.91	1.95	1.58	1.58
95th-Percentile Queue Length [ft]	1.38	0.00	0.00	3.27	0.00	0.00	11.82	22.79	22.79	48.77	39.61	39.61
d_A, Approach Delay [s/veh]	0.37			0.80			25.91			29.66		
Approach LOS	A			A			D			D		
V/C_I, Worst Movement V/C Ratio							0.43					
d_I, Worst Movement Control Delay [s/veh]							38.26					
d_I, Intersection Delay [s/veh]							6.85					
Intersection LOS	E											

**Intersection Analysis Summary**

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	Pine St at N James St	All-way stop	HCM 6th Edition	NB Left	0.318	9.3	A
4	Hobart Rd at N James St	Two-way stop	HCM 6th Edition	NB Left	0.019	10.5	B
5	Hwy 214 at Hobart Rd	Two-way stop	HCM 6th Edition	WB Left	0.364	43.2	E
6	Hwy 214 at Jefferson St	Two-way stop	HCM 6th Edition	WB Left	0.073	31.8	D

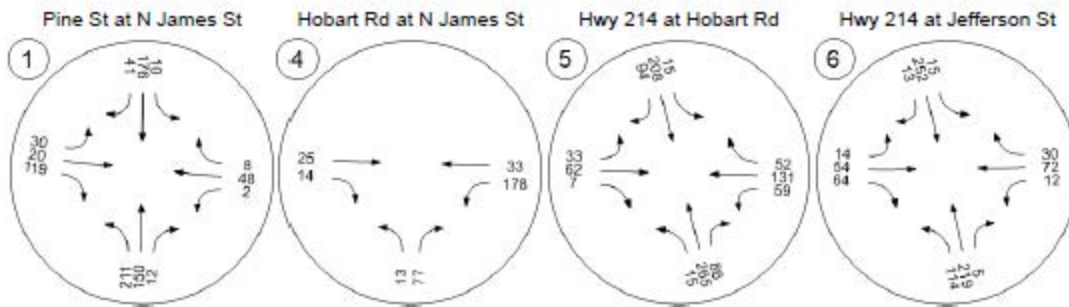
V/C, Delay, LOS: For two-way stop, these values are taken from the movement with the worst (highest) delay value. for all other control types, they are taken for the whole intersection.

Report Figure 1: Lane Configuration and Traffic Control

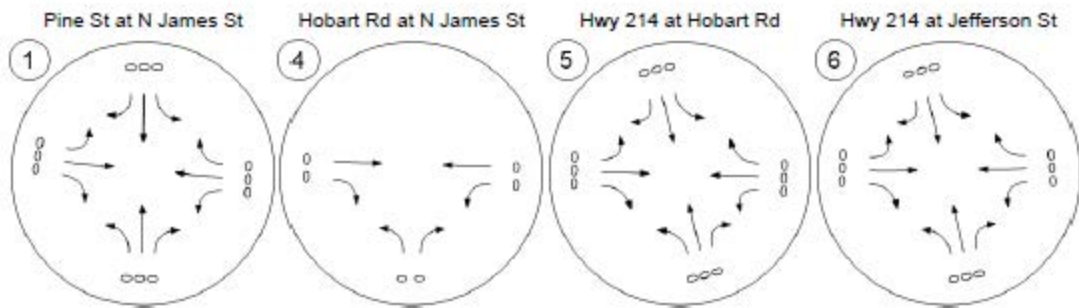




Report Figure 2a: Traffic Volume - Base Volume

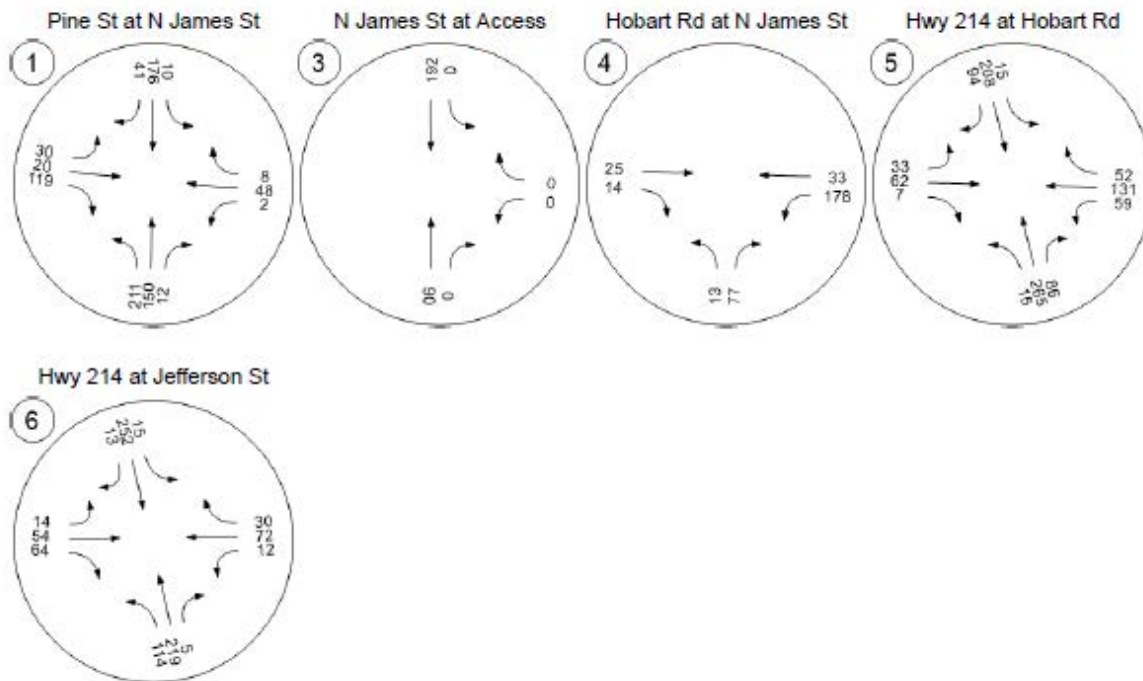


Report Figure 2c: Traffic Volume - Net New Site Trips

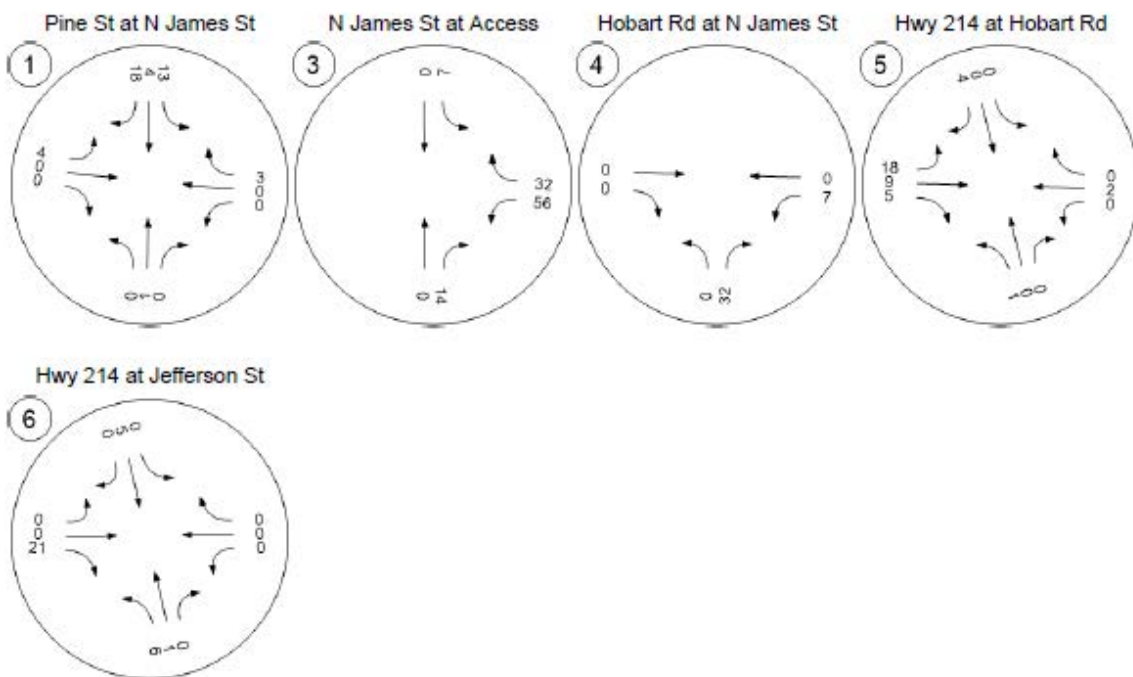




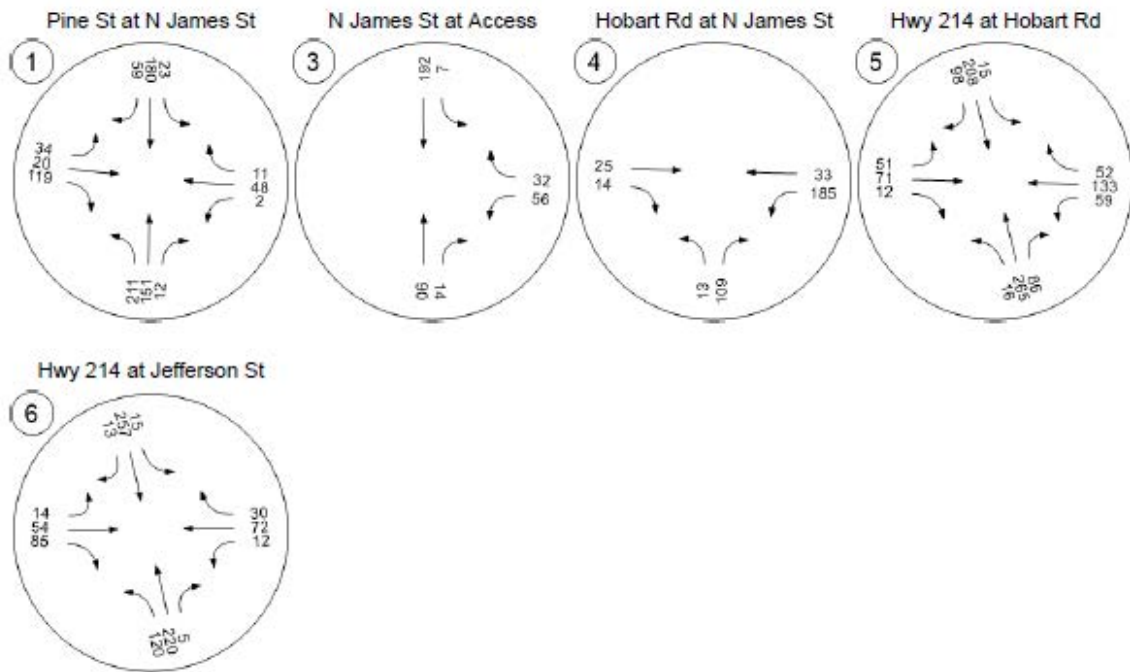
Report Figure 2a: Traffic Volume - Base Volume



Report Figure 2c: Traffic Volume - Net New Site Trips

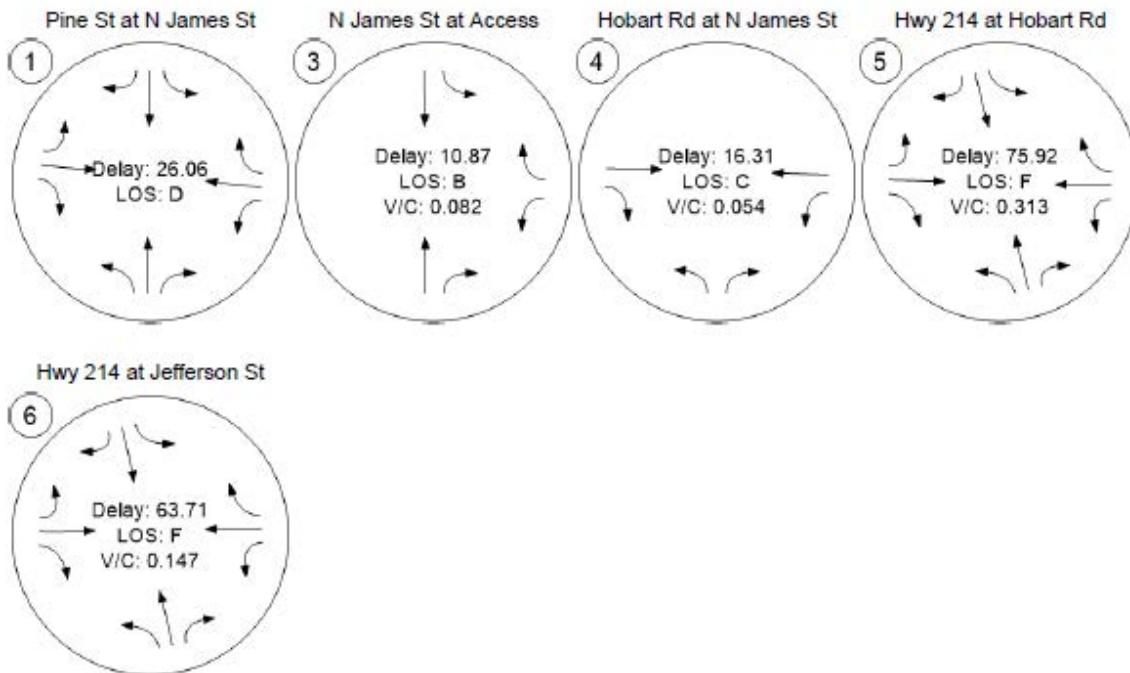


Report Figure 2e: Traffic Volume - Future Total Volume

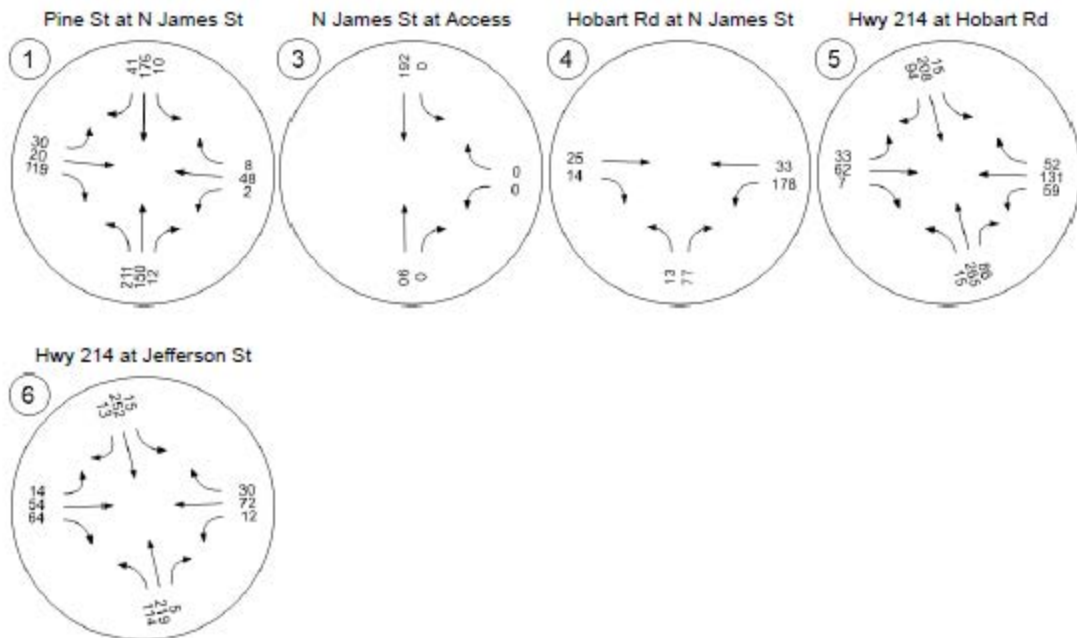




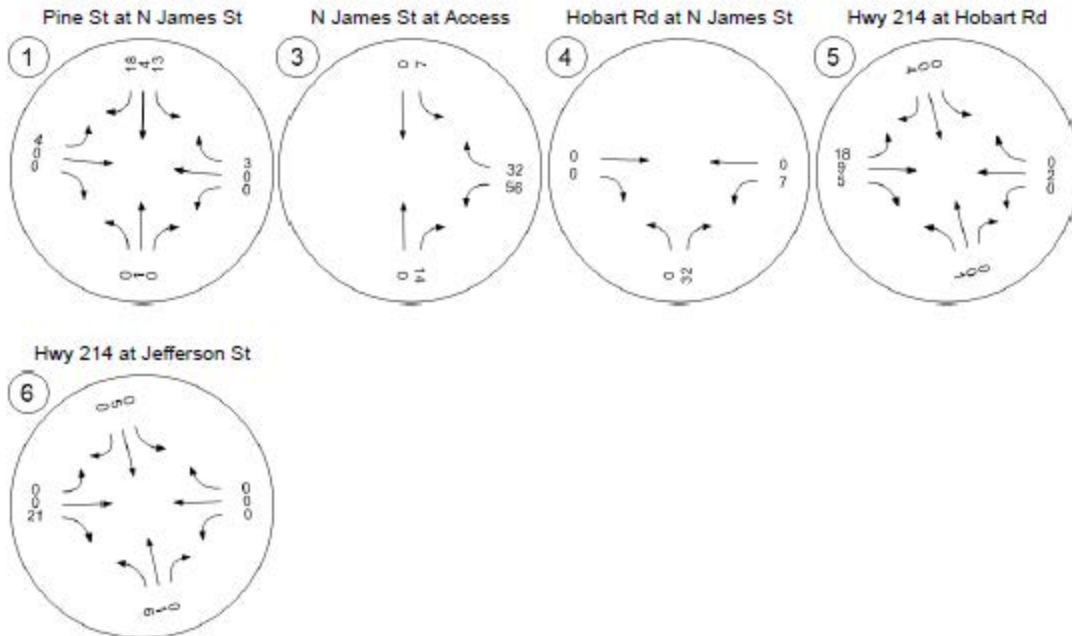
Report Figure 3: Traffic Conditions



Report Figure 2a: Traffic Volume - Base Volume

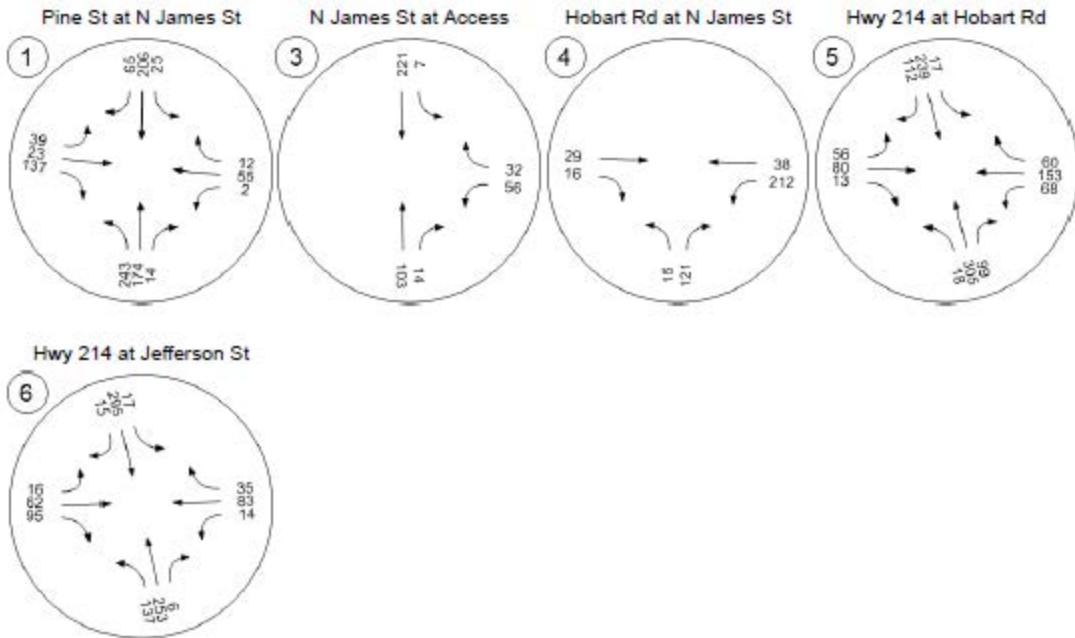


Report Figure 2c: Traffic Volume - Net New Site Trips

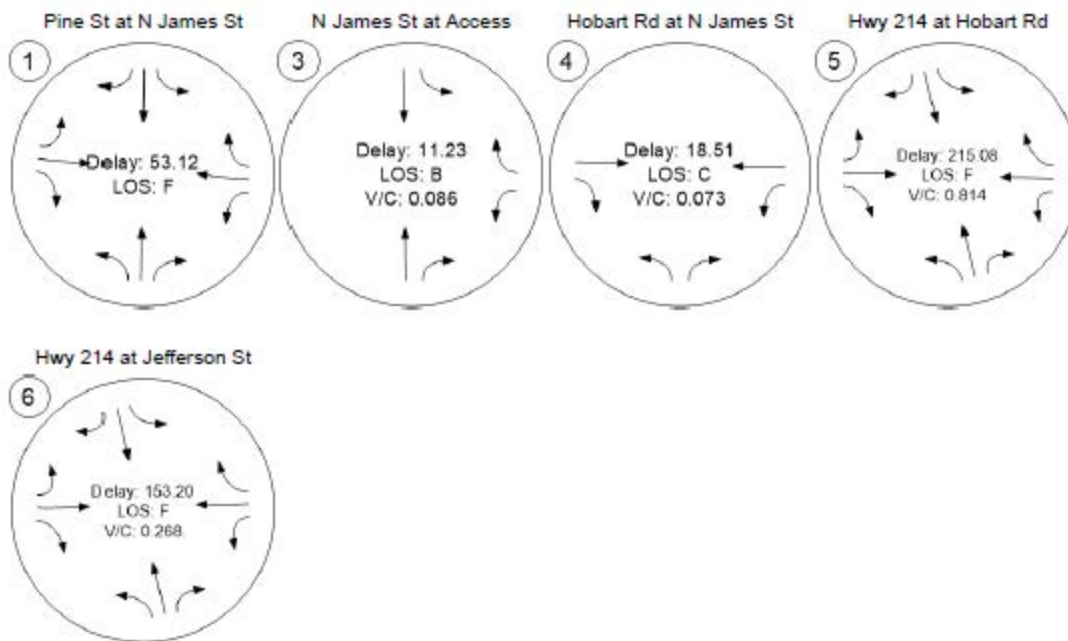




Report Figure 2e: Traffic Volume - Future Total Volume

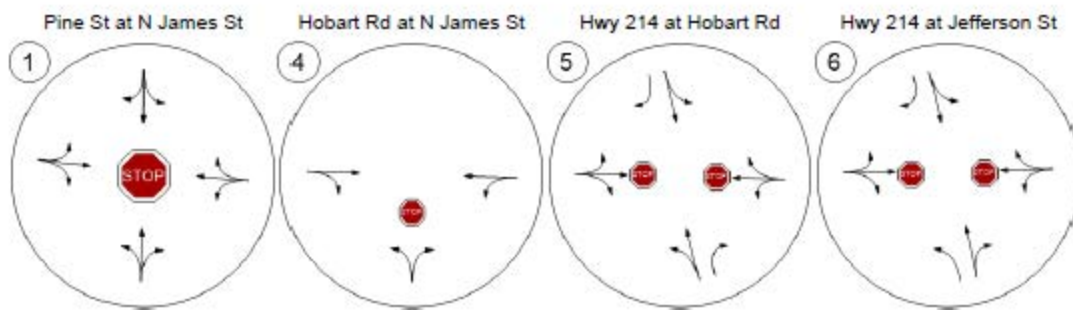


Report Figure 3: Traffic Conditions

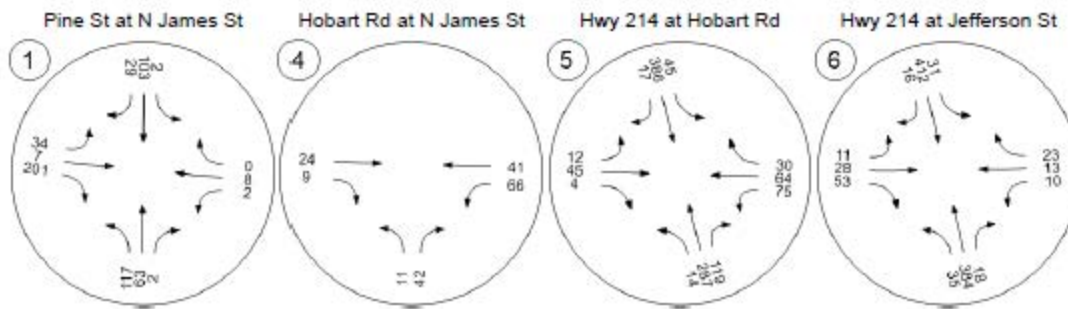




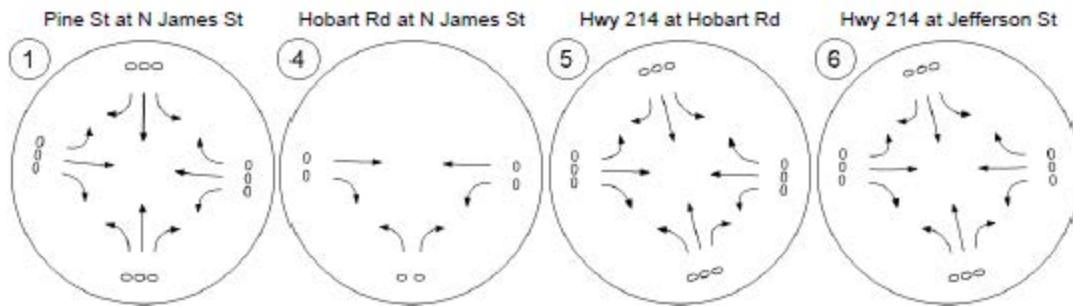
Report Figure 1: Lane Configuration and Traffic Control



Report Figure 2a: Traffic Volume - Base Volume

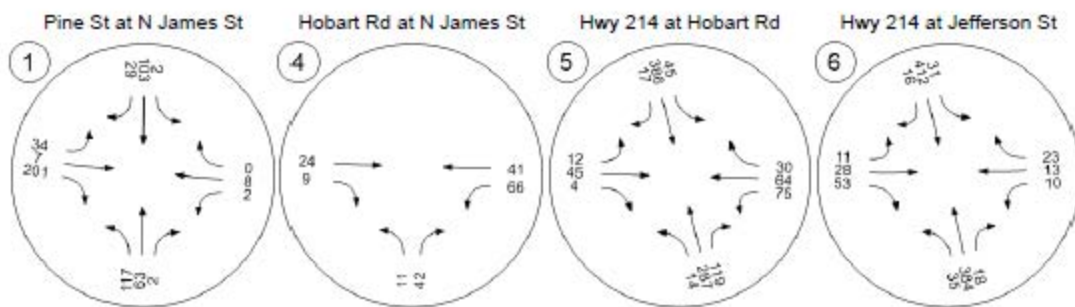


Report Figure 2c: Traffic Volume - Net New Site Trips

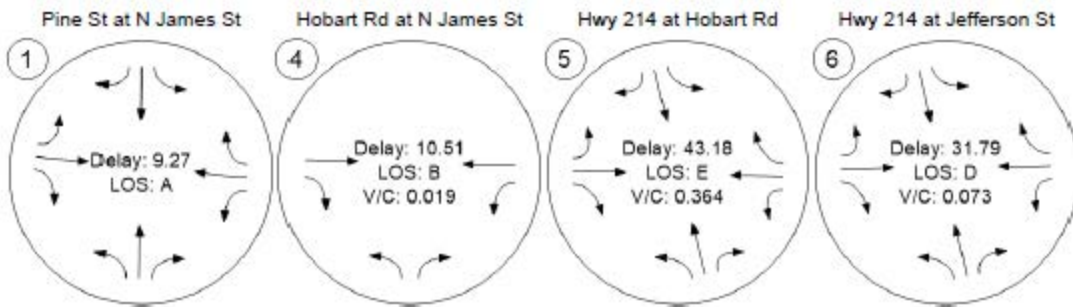




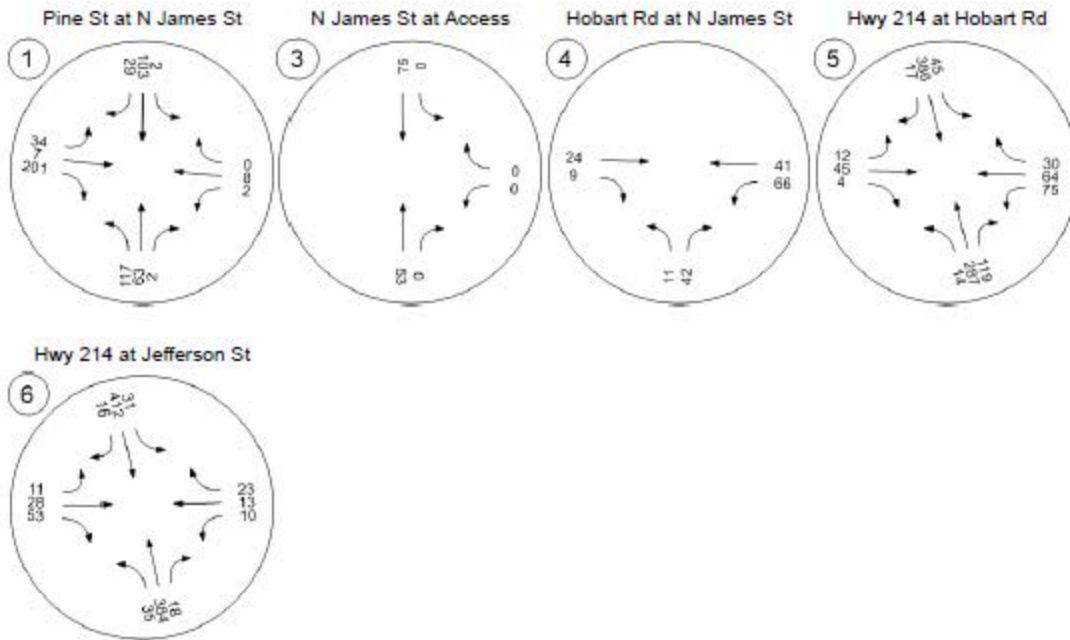
Report Figure 2e: Traffic Volume - Future Total Volume



Report Figure 3: Traffic Conditions

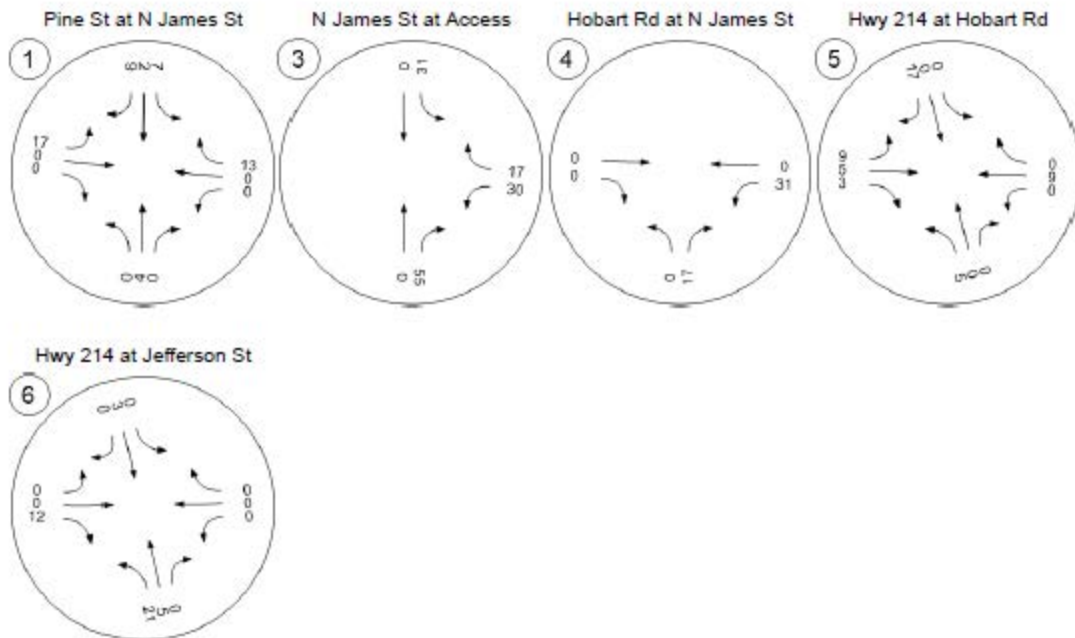


Report Figure 2a: Traffic Volume - Base Volume

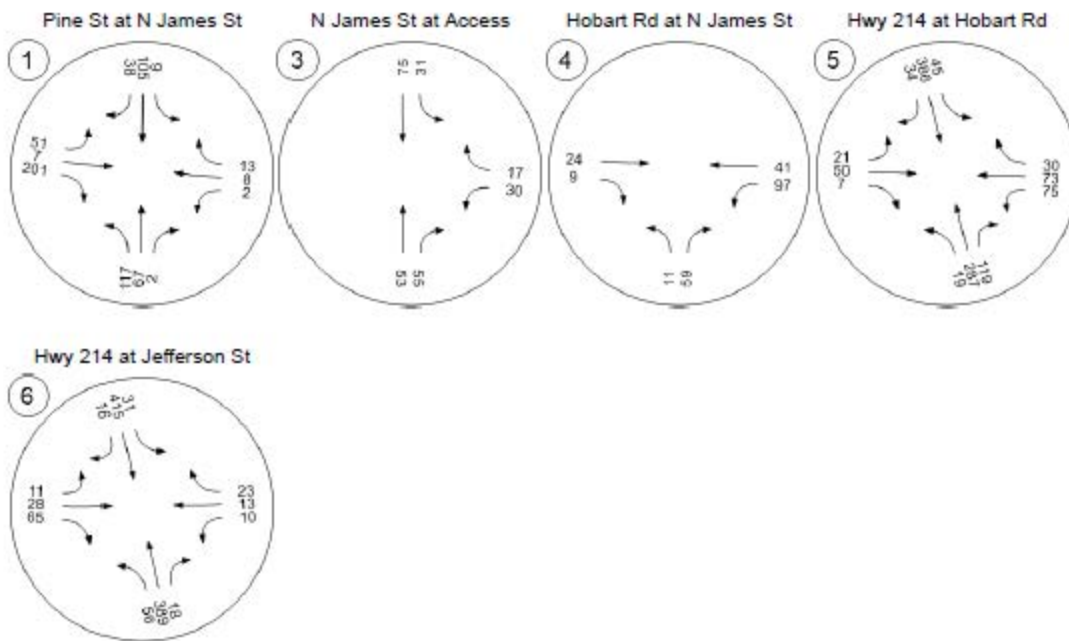




Report Figure 2c: Traffic Volume - Net New Site Trips

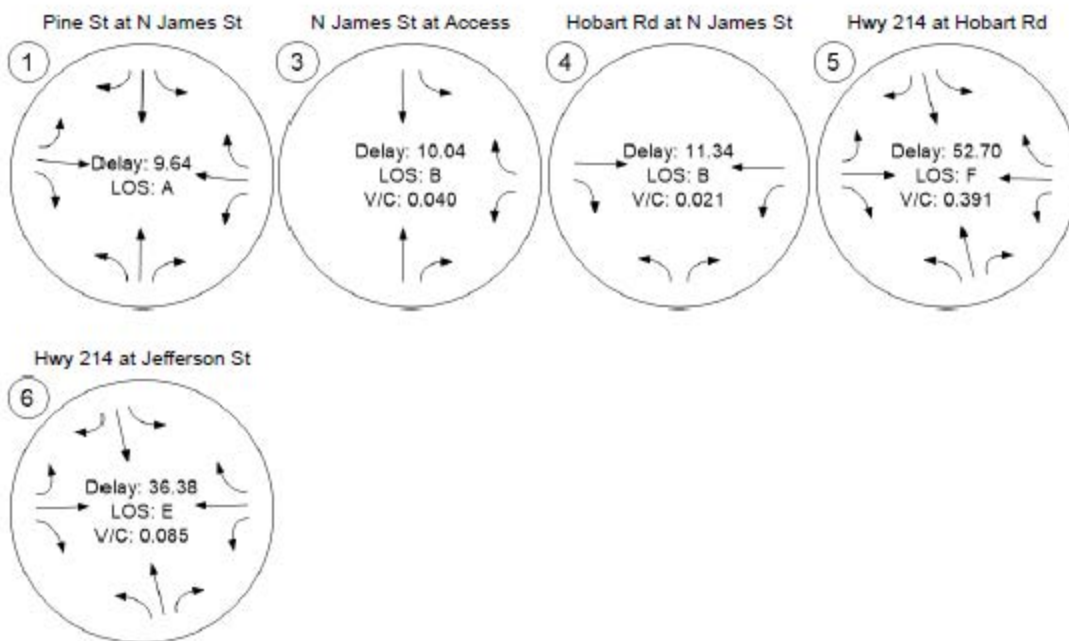


Report Figure 2e: Traffic Volume - Future Total Volume

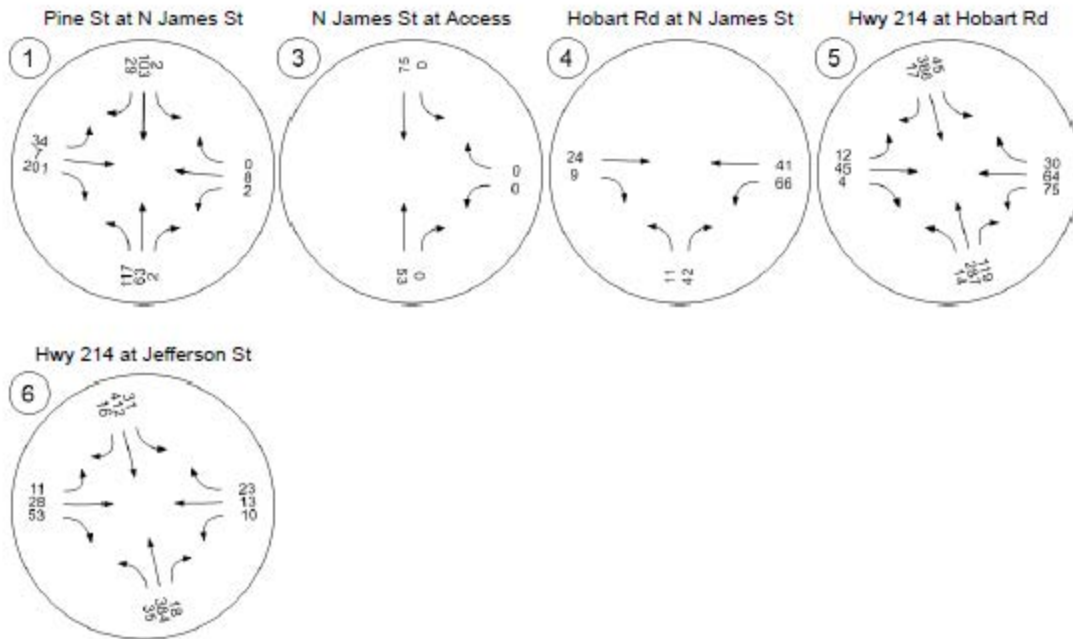




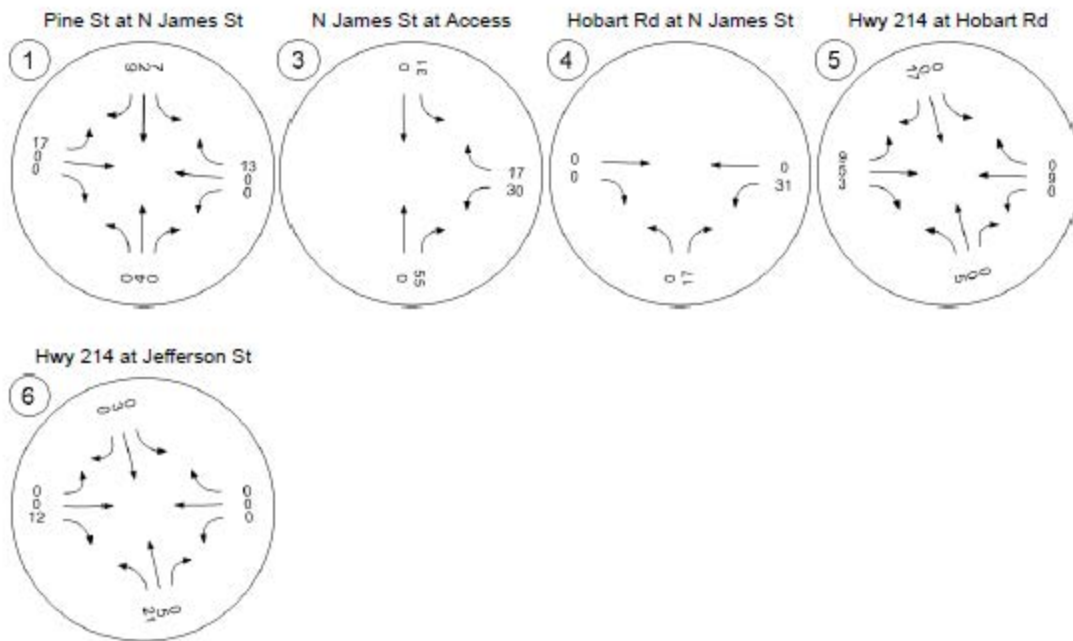
Report Figure 3: Traffic Conditions



Report Figure 2a: Traffic Volume - Base Volume

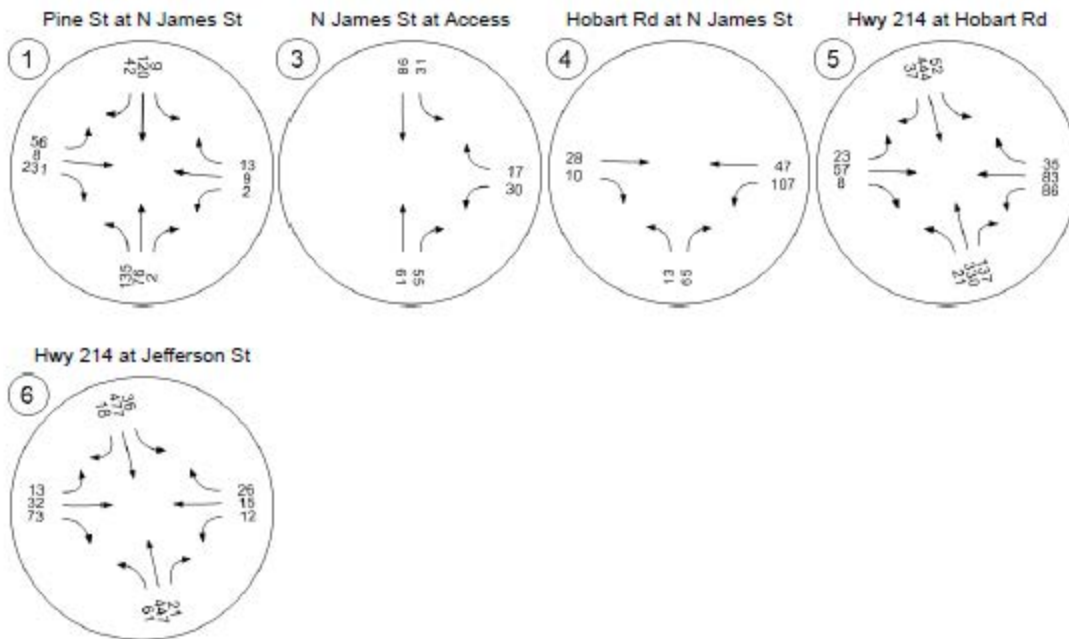


Report Figure 2c: Traffic Volume - Net New Site Trips

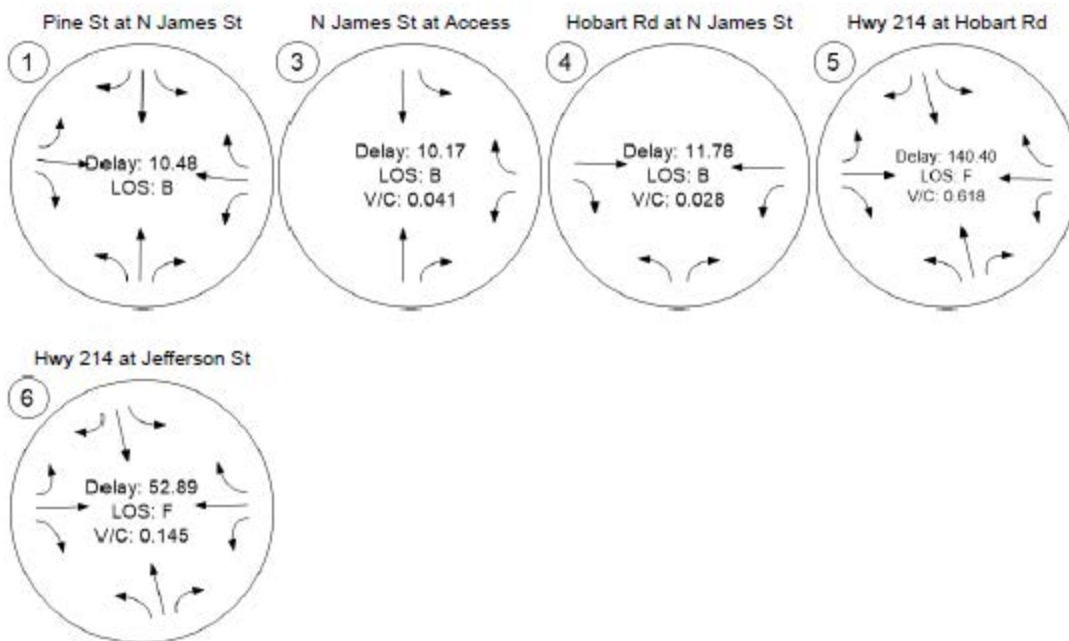




Report Figure 2e: Traffic Volume - Future Total Volume



Report Figure 3: Traffic Conditions



Date: March 29, 2017  
To: Ms Brandie Dalton, Planner  
MultiTech Engineering, Salem  
From: Karl Birky, PE, PTOE  
Re: Response to City and County Comments



Ms. Dalton:

The intent of this letter is to respond to the review comments in the letter from the City of Silverton related to the 608 N James Street Comp Plan and Zone Change Application. The letter also responds to the comments from Marion County related to the TIA. The City's letter reviewed the TIA completed for the project and requested a traffic mitigation plan that addresses the significant impact to the surrounding roadways. The letter requests measures that address the intersections that are shown as "failing" in the TIA.

**Response to City of Silverton Comments:**

The intersection of Pine St at N. James St will have an LOS (level of service) F in the AM Peak in the year 2032. The volume to capacity ratio (v/c) will be 1.103 or 110.3% of capacity. It is expected to fail. The LOS can be improved to LOS D by adding a NBLT (northbound left turn) lane. The intersection will be at LOS D in the AM peak hour when the apartments are occupied and the LOS of the intersection can be improved to LOS C with the addition of a NBLT lane. Currently the intersection is functioning at LOS C with a v/c of 0.854 in the AM Peak hour. See Figure 6 at the end of this narrative.

The intersection of Hobart Rd at Hwy 214 is functioning at LOS F during the AM Peak hour. The v/c ratio is 0.294 (29.4% of capacity) and operates well within ODOT performance measures. Drivers in the WBLT approach are experiencing long delays. When the traffic from the apartments is added the v/c ratio will increase to 31.3% in the AM and 39.1% in the PM Peak hour period. The ODOT performance standard for rural highways is v/c 0.70 or less. With the apartments and anticipated traffic increases from normal growth, the v/c will be 0.814 in the AM Peak hour in 2032. If one models the intersection with northbound and southbound left turn lanes the v/c does not meet the ODOT performance standard. Signalization appears to be the recommended option for this intersection in the future. In 2032 if the intersection is signalized the LOS will be C and the v/c will be 0.492 in the AM Peak hour.

The intersection of Jefferson Rd at Hwy 214 is functioning at LOS F during the AM Peak hour. The v/c ratio is 0.129 (12.9% of capacity) and operates well within ODOT performance measures. Drivers in the WBLT approach are experiencing long delays. When the traffic from the apartments is added the v/c ratio will increase to 14.7% in the AM and 8.5% in the PM Peak hour period. The ODOT performance standard for rural highways is v/c 0.70 (70%) or less. With the apartments and anticipated traffic increases from normal growth, the v/c will be 0.268 in the AM Peak hour in 2032. If improvements are made to the intersection of Hobart Rd at Hwy 214, the intersection of Jefferson St at Hwy 214 will continue to function within ODOT performance metrics. Some traffic will reroute itself to the improved intersection and reduce delays at the Jefferson St at Hwy 214 intersection.



**Response to Marion County Comments:**

This portion of this letter responds to the April 28, 2017 letter from Marion County to the City of Silverton and the County's initial review of the TIA. The TIA as submitted included a CD (compact disc) in each printed copy. The CD included the narrative as printed and the supporting analysis output files from Vistro. The appendix was not printed in order to conserve paper and reduce the size of the TIA. Relevant parts of the appendix follow responding to the letter from Marion County.

3) All the Vistro files are included on the CD submitted with the TIA. The Vicinity map for the analysis identifies intersections and gates in the study. See Figure 1

- 1- is the apartment site, the trip generator
- 1- is the intersection of Pine at James
- 3- the site access on James St
- 4- Hobart Rd at James St
- 5- Hobart Rd at Hwy 214
- 6- Jefferson Rd at Hwy 214
- 2- gate west of Hobart at James
- 3- gate north of Hobart at Hwy 214
- 4- gate east of Hobart at Hwy 214
- 5- gate south of Jefferson at Hwy 214
- 6- gate east of Pine at James
- 7- gate south of Pine at James
- 8- gate west of Pine at James



Figure 1 - Vicinity Map, Gates & Intersections

Trip Generation data used the ITE Trip Generation Manual (9th edition) for the AM Peak hour and the PM Peak hour. The data is shown in Table 1 and 2. All the new trips are assumed to be generated by the apartments and are assigned to the apartments.

Zone ID: Name	Land Use variables	Code	Ind. Var.	Rate	Quantity	% In	% Out	Trips In	Trips Out	Total Trips	% of Total Trips
1: N James Apts	Apartments	ITE 220	Apartments	0.510	215.000	20.00	80.00	22	88	110	100.00
<b>Added Trips Total</b>								<b>22</b>	<b>88</b>	<b>110</b>	<b>100.00</b>

Table 1 - AM Peak Trip Generation Assumptions

Zone ID: Name	Land Use variables	Code	Ind. Var.	Rate	Quantity	% In	% Out	Trips In	Trips Out	Total Trips	% of Total Trips
1: N James Apts	Apartments	ITE 220	Apartments	0.620	215.000	65.00	35.00	86	47	133	100.00
<b>Added Trips Total</b>								<b>86</b>	<b>47</b>	<b>133</b>	<b>100.00</b>

Table 2 - PM Peak Trip Generation Assumptions

Table 3 is the Trip Distribution assumptions used for both the AM and PM Peak hour traffic. The study assumes that most traffic from the apartment site will leave in the morning to their destination and return in the afternoon.

Zone / Gate	Zone 1: N James Apts			
	To N James Apts:		From N James Apts:	
	Share %	Trips	Share %	Trips
2: Gate	0.00	0	0.00	0
3: Gate	20.00	4	20.00	18
4: Gate	10.00	2	10.00	9
5: Gate	30.00	7	30.00	26
6: Gate	15.00	3	15.00	13
7: Gate	5.00	1	5.00	4
8: Gate	20.00	4	20.00	18
9: Gate	0.00	0	0.00	0
<b>Total</b>	<b>100.00</b>	<b>21</b>	<b>100.00</b>	<b>88</b>

Table 3 - Trip Distribution Assumptions

4) The TIA assumes there will be 215 apartment units built in the development. The final number will be between 190 and 215 units. The higher number of units was utilized in the TIA to provide a conservative estimate of the traffic impacts of the developed site. It is noted that a site plan has not been developed pending approval of the requested zone change.

5) The Vistro model was run with left turn lanes added to all 4 approaches to the Hobart at Hwy 214 intersection to see how the performance metrics of the intersection would change. A summary is in Table 4 and copies of the mitigation analysis are in Figure 2 (AM Peak hour) and Figure 3 (PM Peak hour) on the following pages.

	AM Peak hour		PM Peak hour	
	v/c	LOS	v/c	LOS
Existing Traffic	0.52	F	0.36	E
Developed Traffic	0.53	F	0.39	F
Developed Traffic w left turn lanes	0.50	F	0.43	E

Table 4 - Performance metrics with left turn lanes added

It is noted that if and as traffic volumes increase at the Hobart Rd at Hwy 214 intersection over time, signal warrants will be met and consideration should be given to installing signals at the intersection.

6) Traffic signal warrants are met at the Hobart Rd at Hwy 214 intersection during the Developed AM Peak hour traffic for the Four Hour Vehicular Volume and the Peak Hour Volume. Warrants are also met for the Four Hour Vehicular Volume, the Peak Hour Volume and the Eight Hour Vehicular Volume in the Developed PM Peak hour. It is noted that meeting traffic signal warrants is necessary but not sufficient to signalize an intersection. The signal warrant worksheets from the appendix are included as Figures 4 and 5 on the following pages. Signal warrants are met with the existing traffic volumes in the AM and PM Peak hour traffic periods.

7) Table 5 summaries the performance metrics of studied intersections in the 6 scenarios. The agency performance standard is shown and mitigation alternatives suggested for intersections not meeting the performance standard follow the table.

	James at Pine	James at Site	James at Hobart	Hwy 214 at Hobart	Hwy 214 at Jefferson
Agency	City of Silverton	Marion County	Marion County	ODOT	ODOT
Performance Standard	LOS D	LOS D	LOS D	v/c < 0.70	v/c < 0.70
AM Existing	*0.854 - C	NA	0.052 - C	0.294 - F	0.129 - F
PM Existing	0.318 - A	NA	0.019 - B	0.364 - E	0.073 - D
AM Developed	0.887 - D	0.082 - B	0.054 - C	0.313 - F	0.147 - F



PM Developed	0.352 - A	0.040 - B	0.021 - B	0.391 - F	0.085 - E
AM Future (2032)	1.103 - F	0.086 - B	0.073 - C	0.814 - F	0.268 - F
PM Future (2032)	0.417 - B	0.041 - B	0.028 - B	0.618 - F	0.145 - F

\*v/c - LOS

Table 5 - Summary of Performance Metrics

Two of the studied intersections will fail to meet the standards of the agency with jurisdiction in the TIA. Traffic at the intersection of James at Pine Street in the City of Silverton will experience an estimated LOS F in the AM Peak hour in 2032. The performance metric at this intersection can meet the City's standards with the installation of a left turn lane on the northbound approach prior to 2032. Consideration should be given to improving the entire intersection as part of the upgrade. The intersection of Hobart Rd at Hwy 214 will experience an estimated v/c ratio of 0.814 in the AM Peak hour in 2032. The performance metric at this intersection can meet ODOT standards best by signaling the intersection. The through volumes of traffic is so great, left turns from Hobart Rd will be very difficult to make. Monitoring of the intersection should continue in the interim to determine the urgency of improving the intersection.

8) Students from the apartments are expected to attend school in Silverton. There is a school on James St between Jefferson and Pine St. Students from the apartments will only travel through the studied intersections at the site access at James St and Jefferson St at James St to attend the school. Both intersections will continue to perform within accepted standards. Students traveling to and from the Silverton High School will use the same two studied intersections. They will continue to function within accepted standards.

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N James Apts TIA  
Scenario 3: 3 AM Developed

Option 1: Copy of Hwy 214 at Hobart Rd

Number	5											
Intersection	Hwy 214 at Hobart Rd											
Control Type	Two-way stop											
Analysis Method	HCM 6th Edition											
Name	Hwy 214			Hwy 214			Hobart Rd			Hobart Rd		
Approach	Northbound			Southbound			Eastbound			Westbound		
Lane Configuration	⇌			⇌			⇌			⇌		
Turning Movement	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right
Base Volume Input [veh/h]	14	244	79	14	192	87	30	57	6	54	121	48
Total Analysis Volume [veh/h]	20	327	106	19	257	121	63	88	15	73	164	64

Intersection Settings

Priority Scheme	Free	Free	Stop	Stop
Flared Lane			No	No
Storage Area [veh]				
Two-Stage Gap Acceptance			No	No
Number of Storage Spaces in Median				

Capacity Analysis

Calculated Rank	2	1	1	2	1	1	4	3	2	4	3	2
v_c, Conflicting Flow Rate [veh/h]	378			433			890	829	318	827	836	380
v_c, Stage 1 [veh/h]												
v_c, Stage 2 [veh/h]							343	471	3	497	430	3
c_p,x, Potential Capacity [veh/h]	1164			1111			261	303	716	287	300	660
c_p,x, Stage 1 [veh/h]							389	524	1238	668	591	1423
c_p,x, Stage 2 [veh/h]	608			603			503	393	1170	695	507	508
c_m,x, Movement Capacity [veh/h]	1164	1164	1164	1111	1111	1111	127	293	716	210	290	660
c_m,x, Stage 1 [veh/h]												
c_m,x, Stage 2 [veh/h]												
c_T, Total Capacity [veh/h]	1164	1164	1164	1111	1111	1111	127	293	716	210	290	660

Movement, Approach, & Intersection Results

WC, Movement V/C Ratio	0.02	0.02	0.02	0.02	0.02	0.02	0.50	0.30	0.02	0.35	0.57	0.10
d_M, Delay for Movement [s/veh]	8.15	8.15	8.15	8.30	8.30	8.30	58.72	22.54	15.27	30.92	35.80	28.62
Movement LOS	A	A	A	A	A	A	F	C	C	D	E	D
Critical Movement	No	No	No	No	No	No	Yes	No	No	No	No	No
95th-Percentile Queue Length [veh]	0.05	0.00	0.00	0.05	0.00	0.00	2.30	1.35	1.35	1.47	4.50	4.50
95th-Percentile Queue Length [ft]	1.31	0.00	0.00	1.30	0.00	0.00	57.57	33.87	33.87	36.69	112.57	112.57
d_A, Approach Delay [s/veh]	0.36			0.40			35.62			33.13		
Approach LOS	A			A			E			D		
V/C_I, Worst Movement V/C Ratio	0.50											
d_I, Worst Movement Control Delay [s/veh]	58.72											
d_I, Intersection Delay [s/veh]	12.30											
Intersection LOS	F											

Figure 2 - AM Peak Analysis with added left turn lanes at Hobart Rd at Hwy 214

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N James Apts TIA

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Scenario 4: 4 PM Developed

Option 1: Copy of Hwy 214 at Hobart Rd

Number	5											
Intersection	Hwy 214 at Hobart Rd											
Control Type	Two-way stop											
Analysis Method	HCM 6th Edition											
Name	Hwy 214			Hwy 214			Hobart Rd			Hobart Rd		
Approach	Northbound			Southbound			Eastbound			Westbound		
Lane Configuration	⇌			⇌			⇌			⇌		
Turning Movement	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right
Base Volume Input [veh/h]	13	264	110	41	356	16	11	41	4	69	59	28
Total Analysis Volume [veh/h]	20	302	125	47	406	36	22	53	7	79	77	32

Intersection Settings

Priority Scheme	Free	Free	Stop	Stop
Flared Lane			No	No
Storage Area [veh]	0	0	0	0
Two-Stage Gap Acceptance			No	No
Number of Storage Spaces in Median	0	0	0	0

Capacity Analysis

Calculated Rank	2	1	1	2	1	1	4	3	2	4	3	2
v_c, Conflicting Flow Rate [veh/h]	442	0	0	427	0	0	977	985	424	953	941	365
v_c, Stage 1 [veh/h]	112	0	0	122	0	0	678	686	324	686	678	265
v_c, Stage 2 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_p,x, Potential Capacity [veh/h]	1109	0	0	1123	0	0	228	246	626	237	262	677
c_p,x, Stage 1 [veh/h]	1109	0	0	1123	0	0	527	546	1299	434	466	1237
c_p,x, Stage 2 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_m,x, Movement Capacity [veh/h]	1109	0	0	1123	0	0	158	232	626	185	248	677
c_m,x, Stage 1 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_m,x, Stage 2 [veh/h]	0	0	0	0	0	0	0	0	0	0	0	0
c_T, Total Capacity [veh/h]	1109	0	0	1123	0	0	158	232	626	185	248	677

Movement, Approach, & Intersection Results

V/C, Movement V/C Ratio	0.02	0.00	0.00	0.04	0.00	0.00	0.14	0.23	0.01	0.43	0.31	0.05
d_M, Delay for Movement [s/veh]	8.31	0.00	0.00	8.35	0.00	0.00	31.46	25.01	15.23	38.26	26.16	16.86
Movement LOS	A	A	A	A	A	A	D	D	C	E	D	C
Critical Movement	No	No	No	No	No	No	No	No	No	Yes	No	No
95th-Percentile Queue Length [veh]	0.06	0.00	0.00	0.13	0.00	0.00	0.47	0.91	0.91	1.95	1.58	1.58
95th-Percentile Queue Length [ft]	1.38	0.00	0.00	3.27	0.00	0.00	11.82	22.79	22.79	48.77	39.61	39.61
d_A, Approach Delay [s/veh]	0.37			0.80			25.91			29.66		
Approach LOS	A			A			D			D		
V/C_I, Worst Movement V/C Ratio	0.43											
d_I, Worst Movement Control Delay [s/veh]	38.26											
d_I, Intersection Delay [s/veh]	6.85											
Intersection LOS	E											

Figure 3 - PM Peak Analysis with added left turn lanes at Hobart Rd at Hwy 214

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N James Apts TIA  
Scenario 3: 3 AM Developed

Signal Warrants Report For Intersection 5: Hwy 214 at Hobart Rd

Warrants Summary

Warrant	Name	Met?
#1	Eight Hour Vehicular Volume	No
#2	Four Hour Vehicular Volume	Yes
#3	Peak Hour	Yes

Intersection Warrants Parameters

Major Approaches	S, N
Minor Approaches	E, W
Speed > 40mph	Yes
Population < 10,000	No
Warrant Factor	70%

Figure 4 - AM Peak hour Developed Traffic Signal Warrants at Hobart at Hwy 214

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N James Apts TIA  
Scenario 4: 4 PM Developed

Signal Warrants Report For Intersection 5: Hwy 214 at Hobart Rd

Warrants Summary

Warrant	Name	Met?
#1	Eight Hour Vehicular Volume	Yes
#2	Four Hour Vehicular Volume	Yes
#3	Peak Hour	Yes

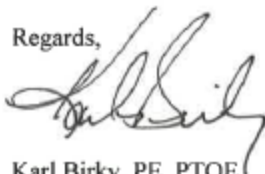
Intersection Warrants Parameters

Major Approaches	S, N
Minor Approaches	E, W
Speed > 40mph	Yes
Population < 10,000	No
Warrant Factor	70%

Figure 5 - PM Peak hour Developed Traffic Signal Warrants at Hobart at Hwy 214

Thank you for asking ATEP to provide this information. I can be reached at 504-364-5066 if there is any additional information that might be helpful for you and/or the City.

Regards,



Karl Birky, PE, PTOE  
Associated Transportation Planning and Engineering, Inc. (ATEP)



17-345 N James St Apts Traffic Response to Comments  
503-364-5066

ATEP, Inc., Salem, OR  
kbirky@atepine.com





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N James Apts TIA

Version 5.00-00

Scenario 5: 5 AM Future

Option 1: Copy of Pine St at N James St

Number	1											
Intersection	Pine St at N James St											
Control Type	All-way stop											
Analysis Method	HCM 6th Edition											
Name	N James St			N James St			Pine St			Pine St		
Approach	Northbound			Southbound			Eastbound			Westbound		
Lane Configuration												
Turning Movement	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right
Base Volume Input [veh/h]	194	138	11	9	162	38	28	18	110	2	44	7
Total Analysis Volume [veh/h]	347	249	20	36	294	93	56	33	196	3	79	17

Intersection Settings

Lanes

Capacity per Entry Lane [veh/h]	495	536	563	539	470
---------------------------------	-----	-----	-----	-----	-----

Movement, Approach, & Intersection Results

Average Lane Delay [s/veh]	25.36	15.99	28.18	16.96	12.69
95th-Percentile Queue Length [veh]	5.45	2.79	6.58	3.08	0.79
95th-Percentile Queue Length [ft]	136.23	69.74	164.57	78.91	19.68
Approach Delay [s/veh]	21.27		26.18	16.96	
Approach LOS	C		D	C	
Intersection Delay [s/veh]	21.27				
Intersection LOS	C				

Figure 6 - Mitigation of Pine St at James St

## ATTACHMENT C: STAFF REPORT, CP-17-01 & ZC-17-01

### FINDINGS OF FACT

#### A. Background Information:

1. The applicant submitted an application on February 28, 2017 requesting to designate 608 North James Street Multiple-Family Residential on the Comprehensive Plan Map with a concurrent Zone Change to zone the property Multiple-Family Residential (RM-10). This will allow the property to develop at densities ranging from 10 to 20 units per acre accounting for 95 to 190 units.
2. After an application is accepted, the community development director reviews the application for completeness. If the application is incomplete, the community development director notifies the applicant in writing of exactly what information is missing within 30 days of receipt of the application and allows the applicant 180 days to submit the missing information, or 14 days to submit a refusal statement. The application was received on February 28, 2017 with the 30 day completeness review running until March 30, 2017.
3. On March 24, 2017 additional information was requested from the applicant in order to deem the application complete. Applications for comprehensive plan amendments submitted by property owners shall be reviewed semi-annually in April and October by the planning commission. Scheduling the review for April was necessary to comply with the semi-annual review schedule. The application is not subject to the 120 rule.
4. The additional information requested was a modeling of the sewer, water and storm drain systems based on the proposed densities and taking into account all existing utilities, their current peak level flows and ultimate design capacities. As of April 4<sup>th</sup>, 2017 the information had yet to be submitted.
5. A Public Hearing was held on April 11<sup>th</sup> to accept testimony and was continued to allow the applicant to submit the additional information and for persons to present and respond to the new written evidence and oral testimony.
6. The Planning Commission met and reviewed the application in a Public Hearing on May 9, 2017 and recommends the City Council deny the application.
7. Notice was mailed to all property owners within 700 feet of the subject area on March 22, 2017 and April 19<sup>th</sup>. The notice was published in the Silverton Appeal on March 29, 2017 and on May 24, 2017. The site was posted on March 31, 2017.

## **B. Silverton Development Code (SDC):**

### **1. Article 4 – Administration of Land Use and Development**

#### **Section 4.1.500                      Type IV Procedure**

*A minimum of two hearings, one before the Planning Commission and one before the City Council, are required for all Type IV applications*

**Findings:** This application is being reviewed through a Type IV procedure. The applicant submitted an application on February 28, 2017. A public notice for this request was mailed to all property owners within 700 feet of the site on March 22, 2017. The notice was published in the Silverton Appeal on March 29, 2017. The site was posted on March 31, 2017. The application will be before the Planning Commission on April 11, 2017 and May 9<sup>th</sup>, 2017 and will be reviewed by the City Council after the Planning Commission meeting.

- 1. The requested designation for the site has been evaluated against relevant comprehensive plan policies and on balance has been found to be more supportive of the comprehensive plan as a whole than the old designation.*

**Findings:** 608 North James Street is a 9.5 acre parcel with frontage on N James Street and Jefferson Street is zone R-1, Single Family Residential. The site is developed with a single family home.

The applicant is requesting a Comprehensive Plan Amendment to designate the property Multiple-Family Residential with a concurrent Zone Change to zone the property Multiple-Family Residential (RM-10). The RM-10 zone allows development densities from 10-20 units per acre. The site is 9.5 acres in size. The requested zoning designation will allow the site to be developed with 95-190 units, provided the development is in conformance with other applicable standards in the Development Code such as on-site parking, building orientation, access and circulation, and landscaping.

The goal of the Urbanization element of the Comprehensive Plan (Comp Plan) is to “Provide adequate land to meet anticipated future demands for urban development in a logical and orderly manner.” By allowing the change, the need for additional housing will decrease by up to 190 units. A Policy of the Urbanization element indicates that multiple family development will be encouraged, especially in but not limited to, areas close to the central business district, or within walking distance of neighbourhood commercial area, or in areas designated for mixed use. 608 N James Street is about 1/2 mile from the commercial areas along North 1<sup>st</sup> Street, though pedestrian facilities are lacking between the subject property and commercial area with barriers including the railroad and highway 214. Due to the long distance, lack of pedestrian facilities, and amount of barriers, staff finds that the proposal is not located in an area where multiple family development is encouraged.

An Objective of the Housing element of the Comprehensive Plan is to encourage an adequate supply of housing types necessary to meet the needs of different family sizes and incomes. The majority of dwellings in Silverton are single family residences.

### **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.

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.

The Comprehensive Plan indicates that areas including 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 as appropriate. The Highway 214 corridor is not precisely defined, and appears to fit in the mixed use area category. Staff interprets the "Highway 214 corridor" to mean that area to the east of Highway 214, as there is already a mixture of uses in that area, and that area does in fact have easy pedestrian access to the neighborhood commercial uses. Staff does not interpret the area to the west of Highway 214 to be located in the "Highway 214 corridor" as that term is used in the Comprehensive Plan, given the railroad barrier to the west and the lack of easy pedestrian access to the neighborhood commercial uses.

Since the Urbanization Plan was updated in 2002 there has been 8.4 acres rezoned for multifamily development. There have been 6 multifamily developments built accounting for 193 units. There is still an identified need of 22.6 acres and 274 multifamily units according to the urbanization element of the Comprehensive Plan to be met by 2020.

The housing element of the Comprehensive Plan indicated a shortfall in inventory of buildable multi-family land of 31 acres. The Comprehensive plan assumed this shortfall



would be satisfied with 100 units of multi-family being developed within a Planned Unit Development as part of the 108 acre Pioneer Village development and the North First Street and West Side Mixed Use opportunity area. The 108 acres did not develop as a Planned Unit Development and only 60 of the assumed multi-family units were created. Furthermore, the Urbanization element (updated 2002) of the Comprehensive Plan indicated an additional 31 acres of multi-family zoned lands will be needed by 2020. Since the 2002 update, there has been 8.4 acres rezoned for multifamily development. There have been 6 multifamily developments built accounting for 193 units. There is still an identified need of 22.6 acres and 274 multifamily units according to the Comprehensive Plan to be met by 2020.

- 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.**

The requested designation for the site has been evaluated against relevant comprehensive plan policies. The Comprehensive Plan policies indicate that Multiple Family Developments should be small and fit in the existing neighbourhood and that they should be scattered around the community and not concentrated within any one particular area. The scale of a potential development of up to 190 units would be the largest single multifamily development in Silverton, which would classify the development as large as opposed to small. It would also be a dense housing development in an area where there is not a lot of existing development. It is adjacent to a large farm parcel that is outside the Urban Growth Boundary that is expected to remain a farm for the extended future. Farms and large apartment developments can be interpreted as being at odds in fitting in with one another give the difference in intensity of use and nature of use. Adding 190 units on one parcel localizes about 70% of the future identified need of multifamily housing on one lot, which precludes scattering development around the community and can be considered as concentrating it within a particular area.

There are competing relevant Comprehensive Plan policies regarding the proposal. While there is an identified need for multifamily housing, there are policies that indicate where it should be located and what scale is preferred. The Planning Commission evaluated the proposal against these relevant comprehensive plan policies and found that the project is less supportive of the Comprehensive Plan as a whole, based on the above findings. Staff finds that the proposal would not provide for small multi-family developments, would not fit within the existing neighbourhood, and would not scatter multifamily housing around the community. Rather, Staff finds that the proposal would constitute a large multifamily development, would be inconsistent with its neighbouring uses and would concentrate

about 70% of all future multifamily housing in one area. Therefore, Staff finds that this criterion is not met.

- 2. The requested designation is consistent with any relevant area plans adopted by the City Council.*

**Findings:** 608 N James Street is not located in an area plan adopted by the City Council. The criterion is not applicable.

- 3. The requested designation is consistent with the comprehensive plan map pattern and any negative impact upon the area resulting from the change has been considered and deemed acceptable by the city.*

**Findings:** 608 N James Street is located in the northwest corner of Silverton at edge of the Urban Growth Boundary. The site borders land designated Exclusive Farm Use to the north and west, railroad property to the east, and single family and commercial property to the south. Negative impacts could include drainage issues, sanitary sewer capacity issues, water issues and traffic issues. The applicant submitted materials indicating there was adequate capacity in the sanitary, water, storm water to support the proposal. Traffic would increase and would negatively impact a number of intersections in the area. The application indicates what could be done to mitigate the negative impacts, but does not indicate that a proposed development would install the improvements. A 57 unit single family housing development would generate about 58 PM peak hour trips where a 190 apartment unit development would generate about 127.3 PM peak hour trips, an increase of 220%. The area is near two schools and the sidewalk system in the area is not developed. Additional traffic in the area due to the size and scale of the proposed change would negatively impact pedestrians and bicyclists trying to get to and from school, which has been deemed unacceptable by the Planning Commission.

The School District submitted the following comments.

When considering the current enrollment of students in schools within the City of Silverton, there is an average 9% growth potential before schools would be considered “at capacity”. This equates to approximately 220 students – 100 at the elementary (K-8) level and 120 at the high school (9-12) level. This estimate assumes the current programming of schools and the ability to adequately fund the necessary increase in staffing as enrollment grows. In addition, the schools within the City of Silverton contain approximately 6% (145) of students who have transferred from other school districts. While schools do not rescind the transfers of existing students, it is a common practice to adjust the number of new transfers allowed over time based upon enrollment changes within attendance areas. This “cushion” allows for flexibility of enrollment increases beyond the 220 students to reach capacity.

The school district is in the middle of a district-wide enrollment study through the Population Research Center at Portland State University. This study is scheduled to be completed by mid-summer and will be an essential tool to guide facility, attendance boundary and planning decisions by the school board based upon anticipated enrollment over the next 10 years.

The potential increase in traffic along North James St. would contribute to the drop off and pick up congestion currently experienced at Silverton Middle and Silverton High Schools. This congestion is more prevalent during the pick up (PM) time frame. However, the congestion appears to be most notable on city streets adjacent to the schools and heavier on South James and Pine Streets. The North James Street corridor appears to have more potential to absorb an increase in congestion as compared to others.

The Planning Commission heard testimony that, to the extent the school district reached capacity, students residing in the district would take priority and have the right to take the place of students who have transferred in from other districts. However, this is inconsistent with what was indicated in the district’s comments, above: “While schools do not rescind the transfers of existing students, it is a common practice to adjust the number of new transfers allowed over time based upon enrollment changes within attendance areas” (emphases added). The Planning Commission found that the negative impacts resulting from the change to be unacceptable. Therefore, staff finds that this criterion is not met.

4. *An identified public need will be met by the proposed change that is not already met by other available property.*

**Findings:** The following is an analysis of the remaining properties zoned for multi-family development.

**Area 1. 1335 S Water**

Parcel is no longer vacant and was developed with 20 units.

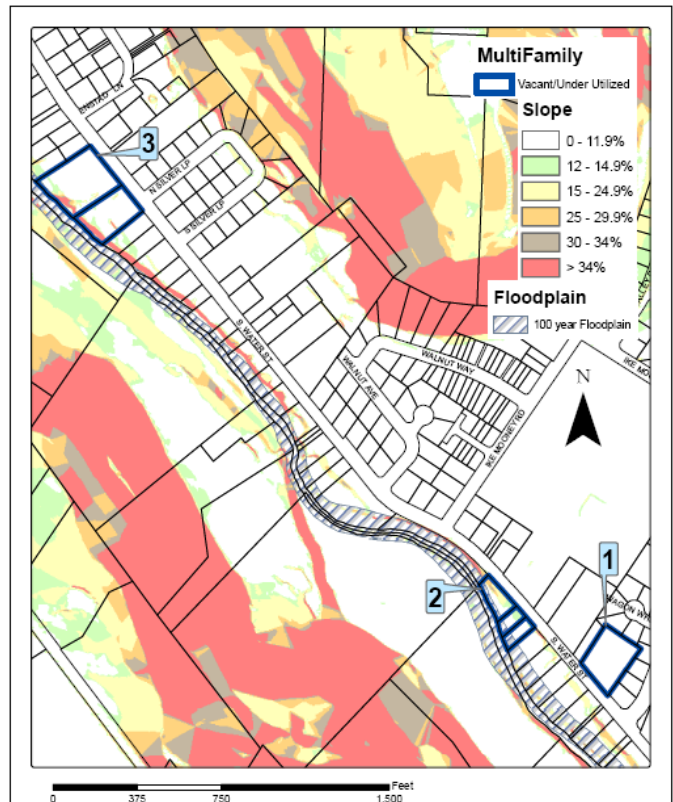
**Area 2. South Water Street Creekside  
Area 1306-1318 S Water**

Three properties zoned R-5 with a combined area of 32,701 sq ft (15,338; 8,300 and 9,063 sq ft) with a gross density range of 3.75-7.5 units.

Southern property is constructing a single family dwelling on the parcel. 1 dwelling unit

Northern 2 properties owned by one owner.

30% of the northern 2 properties are in the Flood Plain. The Riparian Corridor Boundary appears to follow the Flood Plain Boundary.



Approximate 8,000 sq ft building envelope. Approximately 3-4 dwelling units

**Area 3. 1064 S Water St**

Site is developing as a 10 lot single family subdivision.

**Area 4. 407 S First St**

4,471 sq ft. Small flat property, development of a single family dwelling possible

**Area 5. 122 Fiske Street**

3,670 square foot property behind church parking lot will need frontage onto a public street or access easement. One dwelling likely.

**Area 7. Hill Street**

13,779 square feet. The site is significantly impacted by hillside. Less than 800 square feet of area under 12% slope with the majority of the site in the 15-25% range, 1 dwelling likely.

**Area 8. 623 McClaine Street**

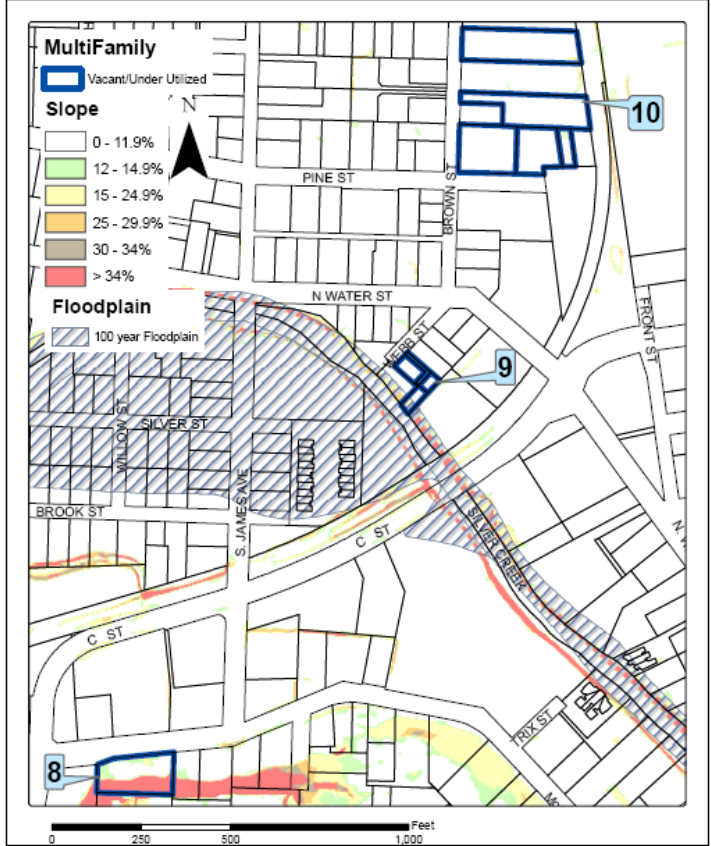
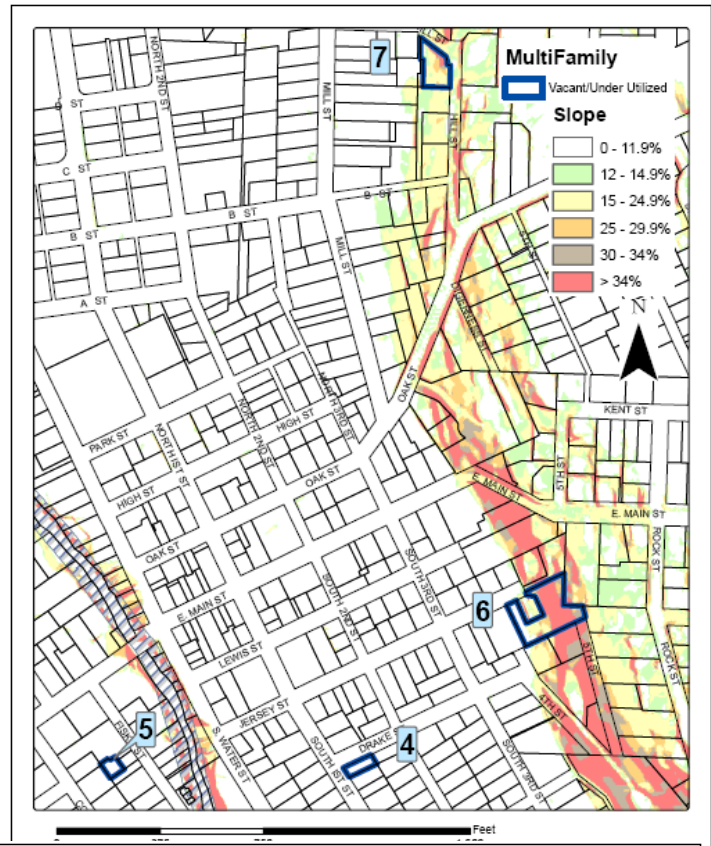
21,976 square feet heavily impacted by steep slopes. Approximate 7,000 sq ft building envelope. 2-4 dwelling units

**Area 9. Webb Street**

Three developable properties range in size from 1,665 to 3,336 square feet. 3-4 dwelling possible,

**Area 10. North James Street**

The area contains four properties totaling 65,806 square feet. Area lacks adequate storm drainage system. Storm drainage



improvements would have to be installed south to Webb Street prior to development. No other constraints exist on the site. Northern property currently being used as a school parking lot. 8-15 dwelling units

The range of possible dwelling units for the vacant multi-family properties in the City Limits is 17-30 dwelling units. It should be noted that there are currently zero vacant properties zoned RM-20, Multi-Family High Density. The housing element of the Comprehensive Plan indicated a shortfall in inventory of buildable multi-family land of 31 acres. The Comprehensive plan assumed this shortfall would be satisfied with 100 units of multi-family being developed within a PUD as part of the 108 acre Pioneer Village development and the North First Street and West Side Mixed Use opportunity area. The 108 acres did not develop as a PUD and only 60 of the assumed multi-family units were created. Furthermore, the Urbanization element (updated 2002) of the Comprehensive Plan indicated an additional 31 acres of multi-family zoned lands will be needed by 2020. Since the 2002 update, there has been 8.4 acres rezoned for multifamily development. There have been 6 multifamily developments built accounting for 193 units. There is still an identified need of 22.6 acres and 274 multifamily units according to the Comprehensive Plan to be met by 2020.

*5. The requested designation is consistent with the statewide planning goals*

**Findings:** The City of Silverton adopted the Comprehensive plan to be consistent with the statewide planning goals and has been acknowledged by the State.

*4.7.300 Quasi-judicial amendments. Criteria for Quasi-Judicial Zoning Amendments. The city shall consider the following review criteria and may approve, approve with conditions or deny a quasi-judicial amendment based on the following; if the application for an amendment originates from a party other than the city, the applicant shall bear the burden of proof.*

*1. Approval of the request is consistent with the statewide planning goals;*

**Findings:** The City of Silverton adopted the Comprehensive plan to be consistent with the statewide planning goals and has been acknowledged by the State.

*2. Approval of the request is consistent with the relevant comprehensive plan policies and on balance has been found to be more supportive of the comprehensive plan as a whole than the old designation;*

**Findings:** Findings address this criterion above. There are competing relevant Comprehensive Plan polices regarding the proposal. While there is an identified need for multifamily housing, there are policies that indicate where it should be located and what scale is preferred. Staff finds that the proposal would not provide for small multi-family developments, would not fit within the existing neighbourhood, and would not scatter multifamily housing around the community. Rather, Staff finds that the proposal would constitute a large multifamily development, would be inconsistent with its neighbouring uses and would concentrate about 70% of all future multifamily housing in one area. The Planning Commission found that the project is less supportive of the Comprehensive Plan as a whole. Staff finds that this criterion is not met.

- 3. The requested designation is consistent with any relevant area plans adopted by the City Council;*

**Findings:** As noted above, there are no relevant area plans in the vicinity of 608 N James Street.

- 4. The requested designation is consistent with the comprehensive plan map pattern and any negative impacts upon the area resulting from the change, if any, have been considered and deemed acceptable by the city;*

**Findings:** Staff findings address this criterion above. The Planning Commission found that the negative impacts resulting from the change to be deemed unacceptable. The Planning Commission heard testimony that, to the extent the school district reached capacity, students residing in the district would take priority and have the right to take the place of students who have transferred in from other districts. However, this is inconsistent with what was indicated in the district's comments, above: "While schools do not rescind the transfers of existing students, it is a common practice to adjust the number of new transfers allowed over time based upon enrollment changes within attendance areas" (emphases added). The criterion is not met.

- 5. A public need will be met by the proposed change that is not already met by other available properties, or the amendment corrects a mistake or inconsistency in the comprehensive plan or zoning map regarding the property which is the subject of the application;*

**Findings:** As noted above, the requested zone change will meet a public need of needed land for multifamily housing.

- 6. The property and affected area are presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided in the planning period; and*

**Findings:** The applicant submitted findings indicating water, sewer, and storm sewer can be adequate to support the change. Traffic would increase and would negatively impact a number of intersections in the area. The application indicates what could be done to mitigate the negative impacts, but does not indicate that a proposed development would install the improvements.

- 7. The amendment conforms to other applicable provisions of this code, such as the transportation planning rule requirements incorporated into SDC 4.7.600.*

**Findings:** The transportation planning rule is not applicable.

- 8. Any amendment involving a change to the city's urban growth boundary shall conform to applicable state planning rules for such amendments.*

**Findings:** The request does not involve a change to the Urban Growth Boundary.



### **C. SUMMARY AND CONCLUSION**

Findings have been made for all of the applicable Code sections. The proposed comprehensive plan amendment and zone change does not meet all applicable Silverton Development Code Review Criteria and Standards.

The Planning Commission recommends the City Council deny the proposed Comprehensive Plan Amendment and Zone Change.

The City council shall:

- a. Approve, approve with modifications, approve with conditions, or deny the application;
- b. Consider the recommendation of the Planning Commission; however, the City Council is not bound by the commission's recommendation; and
- c. Act by ordinance, which shall be signed by the mayor after the council's adoption of the ordinance.

## ATTACHMENT D: TESTIMONY

Mary Rose Brandt  
659 N. James St.  
Silverton, Or 97381  
March 29, 2017

Planning Commission  
City of Silverton  
306 South Water St.  
Silverton, Or 97381

Dear Sirs/Mesdames:

I am writing with regard to the proposal to change the zone on property at 608 N. James Street from R-1 (Single Family) to RM-10 (Multiple Family). The File number is CP-17-01 and ZC-17-01. My family owns 659 N. James Street, across the road from this site. We have 120 acre working farm, in our family since 1902. The proposed development would have a negative impact on our business.

In addition, I am opposed to this proposed change for the following reasons:

1. Putting in a large multi-family development will completely change the character of this neighborhood. Currently it is rural with a few small properties along James and Jefferson streets, with only a handful of neighbors. It is peaceful and quiet most of the time.

2. The roads are inadequate for such a development. Both James and Jefferson are two lane streets. The part of James in front of our property is in the County and is our farm's access to the world. We already have trouble getting on to the road during the school rush times mornings and afternoons on school days. Having a development of this size would add hundreds more cars on these already full streets, and thus interfere with our farming operations.

3. Further, there are no sidewalks in the area and many children walk to school on Jefferson street and the next block of James. Unless some provision is made for pedestrians it will be death-defying to get down the street on foot after this development goes in.

4. The property is boggy, practically a wet land during the winter. Already there is a problem with drainage in the area. James street frequently has water over the road when it rains. Putting in large areas of concrete where there once was a berry farm will increase the drainage problem. This is a very real problem for our neighbors down the street who have had water flow over their property from the drainage ditch. The newly paved section of James was recently flooded when a drain across from our property got blocked; the water poured across the road and onto our property, eroding the edge of the street.

5. Currently, the railroad right of way and the property at 608 James provide shelter for a variety of wild life - deer, raccoons, skunks, squirrels, etc, as well as various birds. If the areas is developed as proposed, those animals will move into the surrounding area, such as our farm, and damage the crops we're trying to raise. We already have a problem of deer attacking our orchard. This will only get worse if the property is filled with houses.

6. The quality of life for the immediate neighbors will be greatly impacted. Right now, except for the school -time traffic, there is relatively little traffic on the street and thus life is pretty quiet. We don't have to worry much about trespassing as there isn't much foot traffic. That would all change with a housing development across the street having several hundred people in it. Especially if no provision is made for play areas, the children in the development will naturally gravitate to the street and any open areas they can find.

Because of these reasons, I believe that the 608 James street property is very poorly suited for the proposed project. I respectfully ask the Commission members to consider my arguments and to deny the proposed zone change.

Sincerely,



Mary Rose Brandt

Dear Mr. Gottgetreu,

I am writing to you as a citizen of Silverton who is concerned about the speed at which new residential developments are popping up around town. My family moved from La Grande, OR to Silverton nine years ago when my husband got a job in Salem. We visited many of the small towns surrounding the Salem area before deciding to make Silverton our new home. Silverton is small enough to navigate easily by foot, the people are friendly, crime is low, arts are a priority, and neighbors look out for one another. In a world of ever increasing divisions and distractions, it is a true blessing to raise a family in a wholesome, safe, and connected community.

Having lived in many cities and towns in and outside the U.S. I can honestly say that towns like Silverton are becoming more and more rare. Uncontrolled, poorly-managed growth, cramped housing, strip malls, traffic concerns, and deserted downtown areas are problems that have ruined the quality of life for citizens of many small towns across the country.

After seeing the sprawling, high density apartment complex being built behind Wilco, I became alarmed. This small strip of land surrounded by commercial real estate, railroad tracks, and small single-family housing is an incredibly inappropriate setting for a large, multi-family unit to be located. It is difficult to understand why the Planning Commission and the City Council decided to approve this unit. The increase in traffic alone is going to make that side of town even more difficult to access than before. And this is an area which is already unsafe for the many children who walk to school on a daily basis. I have personally witnessed a half dozen incidences of children almost being hit by cars around the new Rite Aid. And this is before the 100-150 new cars and drivers will hit the roads in that same area.

Recently, I learned that the city annexed a piece of land off of James Street, in the same general area as the other new apartment complex. I was told that the land owners are asking the city to re-zone that land for the purpose of building 120 high-density residential units. I am asking you and the Planning Commission to reject the request to re-zone this property for high-density residential purposes for the following reasons:

1. Safety of the students walking and driving to Silverton High School, Silverton Middle School and Robert Frost. If this re-zoning is approved, you will potentially add an additional 300 cars (including the other new apartment complex) to an area that is already overcrowded and difficult to navigate. It is currently a headache to drive to SHS and SMS for drop off and pick up. Currently, our son leaves home before 7am in order to get to the high school before the heavy traffic sets in. Additionally, the highway to Mount Angel has already become more and more crowded and dangerous to cross by foot, or by car. And yet, there has been no move to put a traffic light or safety crosswalk in that area. If you added a high density unit on James Street, there would need to be significant, and very costly, safety improvements made to the road system. It is likely that the citizens of Silverton would be stuck with that bill, and with the costs of other infrastructure improvements necessary to ensure that new residents, and their families, have adequate services.
2. According to the majority of the responses in the 5 year survey done by the City of Silverton, most residents like living here because it is a safe, small town. Nothing in the survey indicated that citizens want Silverton to undergo rapid growth. Many residents who have moved here from other areas have done so because they wanted to get away from over-crowding, and all of the headaches that come with it. If this unit is allowed, along with all of the other developments

being built around town, I am estimating that within a one year span, there will be new housing for close to 900 new residents. That is 10% growth in one year! There is obviously a lot of pressure for towns in Oregon to grow, but that pressure is not internal pressure coming from the citizens. The pressure to grow is coming from outside of our community and from developers who have financial interest in unchecked growth. It is the job of the Planning Commission and the City Council to serve the citizens of Silverton, not outside interests.

3. Silverton is known all over the region for being “different” and “special.” Visitors come here to experience a vibrant small town, independently owned businesses, art and culture, and a depth of natural beauty that simply does not exist elsewhere. We have it all. Poor planning, too many chain stores, and over development are not in the best interest of our town. Let’s keep this special place...well, special. You cannot un-do over-growth.

The question of over-development and rapid growth is currently a big topic of discussion for many people in our area. I hope to attend the April 11th Planning Commission meeting with other concerned community members to find out more about this specific re-zoning proposal and about the master plan for future growth and development in Silverton. Please feel free to forward this communication to the Planning Commission if you feel that it is appropriate.

I very much appreciate your hard work for our community and look forward to hearing back from you. Thank you for your time.

Sincerely yours,  
Ginger Rogg

**From:** Brassy Steamington  
**To:** [Jason Gottgebreu](#)  
**Cc:** [Lisa Figueroa](#)  
**Subject:** Destroying Silverton, One three story mega complex at a time  
**Date:** Monday, April 10, 2017 9:10:55 AM

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Development is complex. Having a cohesive vision for the future of a community that marries smart and incremental growth based on what the infrastructure can handle, with maintaining the unique culture that makes up a town's identity, is a great responsibility. It is responsibility that can not be swayed by bullying, money, over-bearing state mandates or apathy.

Once Silverton is seen as a weak "Build whatever you want" town-It's over. The recent mega-complexes that are casting shade over the rest of the city are an indication that those "money over community" interests are winning.

How do luxury high-end apartment complexes solve the need for housing for our Seniors, our High School Graduates or our local Service Industry Workers? How do three story, high-density megaplexes meld with the single story craftsman house neighborhoods?

They don't.

How do we consider yet another large 9,000+ square foot discount store when the old Rite Aid retail space and Eugene Field School (as well as other retail locations) remain vacant? How in the world did an O'Reilly auto parts get approved when we had a NAPA Auto parts a block away? What's next? A Walmart?

The traffic in town is already severely impacted as is the traffic on Silverton Road, first during commute hours and now all day long. Downtown is being transformed as Mom and Pop stores close. The vape store that just opened downtown (I cringe every time I drive by) is woefully out of place. Long time locals are selling and moving away as the town they loved and spent generations in, is no longer.

We have an opportunity. We are currently rated the 3rd safest town in Oregon. We have the Oregon Gardens and Silver Falls. We need improvements to safe walking paths for our children to get to school. We need a downtown beautification plan. We need a cohesive connected neighborhoods plan. We need the clean-up of nuisance properties (The Anderson Property on Church is one). We need better traffic fluidity through downtown and parking lots to help promote patronage of downtown business. We need to fill empty retail spaces with business that adds to the charm and quality of life in Silverton, not takes away. There are many, many things we need to help Silverton be a better "Silverton". What we do NOT need is more high-density, three-story mega structures, corporate box stores or corporate businesses driving local established business out.

How can we, as Citizens, help you? What pressures or regulations/laws are making it hard to impossible, for you to deny these Big City Developer's plans to turn Silverton into Portland? We want to help, before it is too late.

Robert and Kimberlee McDermott



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**From:** John and Donna Wood [mailto:woodclan48@msn.com]  
**Sent:** Monday, April 10, 2017 8:45 AM  
**To:** Jason Gottgetreu  
**Subject:** james st proposal

i am writing in concern to the proposed added housing, James st location. As we continue to add to a already unaffordable infrastructure, especially sewer and water, i can't help but wonder what the purpose is. We already can't afford to fix these for the current residents.

also, silvertown was chosen to plant our roots with intention, the small town community. a place to raise children with those values, the influx of residents and unaffordable housing does not lend itself to the direction the residents want to see silvertown take.

please reconsider this re zoning and new housing that isn't slated to be senior nor low income housing.

thank you,  
Donna Zeigler-Wood  
503-873-6299

**From:** Sarah Kaser Weitzman [mailto:sarahjkw@gmail.com]  
**Sent:** Monday, April 10, 2017 11:44 AM  
**To:** Jason Gottgetreu  
**Subject:** housing complex on James street

I oppose another approval for housing. One thing I'm very concerned about is our inability to accommodate more school children as our schools are over crowded and facilities are in disrepair. Adding yet another housing complex to Silvertown is not in my opinion a good idea at this time. We have empty lots, empty houses, and definitely a lack of water pressure all over town as well. Please deny this application.

Thanks,  
Sarah Weitzman  
concerned community member  
<https://m.facebook.com/silvertownfriendsofmusic/>

**From:** Naseem Rakha [mailto:naseem.rakha@gmail.com]  
**Sent:** Monday, April 10, 2017 1:32 PM  
**To:** Jason Gottgetreu  
**Subject:** Letter to Planning Commission RE: James Street Development

April 10, 2017

Jason  
Gottgetreu

Community Development Director  
City of Silverton  
Silverton, OR 97381

Dear Mr. Gottgetreu,

I just learned of a yet another new development proposal for an apartment complex in Silverton. This one would be located on the newly annexed land on James street and would include 120 units.

I have lived in Silverton for close to thirty years, and I am very disturbed that yet another apartment complex is being considered. I attend our school board meetings regularly and know that we already have full classrooms. I also drive by the Silverton schools frequently and know how terrible the traffic gets on James street. 120 additional units on James street could mean an additional 240 vehicles going past our schools, schools with inadequate sidewalks, and many young drivers, several times a day.

As you know, Silverton already can't meet the infrastructure demands placed on it by its current residents: our roads, or sidewalks, our bridges, or sewage and water system are all in need of either repair or expansion. Until current needs are met, adding 120 additional families to our community is ridiculous.

I moved to Silverton specifically because it was a small town. I understand growth "is inevitable," but dumb growth is not. Plunking in more and more apartments when we don't have the infrastructure to handle what we currently have is classic dumb growth. You can see it in town after town all across America. Dumb Growth is not special, and it's desirable for schools, for traffic, for long time residents or for future families seeking a special place to live.

I look forward to listening to a smart discussion of the planning commission on Tuesday, one that considers what "smart growth" can look like, and what steps must be taken before large scale projects like the one on James street are considered viable.

Silverton Resident,

Naseem Rakha

**From:** Robin Zinser [mailto:robdob33@aol.com]  
**Sent:** Monday, April 10, 2017 10:38 AM  
**To:** Jason Gottgetreu  
**Subject:** new APT complex in Silverton

Hello:

I received your email from a friend who just let me know about another new apartment complex coming to Silverton.

First of all, I am a senior and have lived in this town for 21 years. I am being forced to move and leave my home due to the high costs. We have been told for years that our water/sewer infrastructure is failing and we are continually burdened with extremely high water and sewer rates along with street and park fees. I do not see how, if our city has such a poor and failing sewer structure in need of massive repair that another apartment complex will help our town.

There is no where for low income or seniors to live as far as housing or apartments. There was already a migrant worker complex put on water street and another new complex behind Wilco of which no one can afford.

I personally think another complex in this little town, will be very detrimental to our water/sewer structure.

You may call me if you have any questions.

Sincerely,  
Robin M Zinser Rankin

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**From:** Melladee [mailto:melladee@wavecable.com]  
**Sent:** Monday, April 10, 2017 1:05 PM  
**To:** Jason Gottgetreu  
**Subject:** Re-zoning proposal  
**Importance:** High

To: Jason Gottgetreu, Community Development Director  
From: Melladee Makela, Silverton resident since 1983

I am writing to express my extreme concern about, and strong opposition of, the re-zoning proposal for another large, high density multi-family apartment complex down the road from Silverton High School and Silverton Middle School, on a newly annexed tract of land off of James Street.

The proposed complex would have 120 units. This, in addition to the 97 units units currently being built behind Wilco, could increase the population of Silverton by 10% in one year. In no way should Silverton consider such growth. It would rapidly—much too-rapidly—change the community from the small town most of us love to one fraught with problems it is not prepared to deal with, nor that most residents want to deal with. These include increased traffic to our already burdened infrastructure, adding to the congestion that the 97-units current under construction will definitely cause.

My mother, Margaret Chapman, managed the Silverton Chamber of Commerce for ten years beginning in 1979 when the town was in dire need of businesses to revitalize the downtown, which had many vacant storefronts. She worked tirelessly to increase Chamber membership, to ensure the

passage of a sewer bond measure direly needed at the time, to institute the community hanging baskets around town, and to promote our town in order to attract both visitors and new residents alike. *I “get” growth.* If she were alive today she would be excited and proud of the way downtown has been revitalized, and the renewed sense of community spirit seen in dining and shopping opportunities, and in our various festivals and in volunteerism. But I am sure she would not support the current tempo of construction, having retired here from Reno, Nevada, in order to get away from growth run amok there. So I am writing my opposition letter for us both.

Should I not be able to attend the Planning Commission meeting on April 11th at 7pm, I ask that my comments be taken into consideration anyway.

Thank you.

**From:** Beth Negrey [mailto:bethnegrey@gmail.com]  
**Sent:** Monday, April 10, 2017 10:53 AM  
**To:** Jason Gottgetreu  
**Subject:** Re-zoning proposal for another large, high density multi-family apartment

I am a citizen of Silverton, retired and living in the mobile home park next to St. Paul's Catholic Church. I returned to the NW about 7 years ago when I retired from teaching HS English in a high-poverty-crime area in Los Angeles for several years.

What is being proposed (and carried out: the 100-plus-or-minus unit complex) by this re-zoning proposal is something I've seen for a good part of my life as areas, whether large metro's or smaller towns, take on huge, unsustainable growth and then everyone suffers for the lack of planning sense from that point on. There's no way to take these decisions back. And, considering what's already going to happen because of the current complex being built behind Wilco, I'm aghast at what people responsible for this can possibly be thinking. Their visions have to be clouded by dancing dollar signs.

Children are the future of any society. Their education, safety, recreation, basic necessities (food, water, sanitation, housing) must be a priority for any local government. This re-zoning proposal would negatively impact ALL these areas for Silverton's current population of young people as well as the ones that will be moving into the new complex and any others that are proposed.

The entire city population of Silverton will also be negatively impacted by skyrocketing needs for water, sewage and garbage services, police and fire, health care, traffic, and I'm sure some additional areas I'm not thinking of at the moment.

Growth is inevitable. However, I'm all too-familiar with what happens when growth is so rapid as to become immediately unsustainable.

Silverton has a long history of being one of Oregon's premier small towns and I'd hate to see this reputation sullied by a lack of careful and considerate planning.  
Thank you for reading my email.

Beth M. Negrey  
1418 Pine Street Unit 13  
Silverton OR 97381