COMPREHENSIVE PLAN

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SILVERTON, OREGON

Adopted July, 1979
Revised July, 1980
Revised July, 1989
Revised November 2000
Revised August 2002

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INTRODUCTION

WHAT IS A COMPREHENSIVE PLAN?

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

STATEWIDE PLANNING GOALS

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

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

PERIODIC REVIEW

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

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

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

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

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

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

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

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

CHANGES IN SILVERTON SINCE 1979

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

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

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

ACTIONS TO IMPLEMENT THE SILVERTON PLAN SINCE 1979

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

Goals 1 and 2

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

Goals 3 and 4

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

Goal 5

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

Goal 6

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

Goal 7

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

Goal 8

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

Goal 9

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

Goal 10

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

Goals 11 and 12

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

Goal 13

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

Goal 14

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

ANTICIPATED FUTURE PLANNING ACTIVITIES

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

1986 - Nominate downtown historic district.

1987 - Update Urbanization element and sections on housing and land use. Complete first periodic review.

1988- Update Transportation element. Update Economy element based on new Goal 9 or administrative rule.

1989- Update Public Facilities element (especially section on Capital Improvements Program). Update Energy element.

1990- Update elements for Goals 5, 6, 7. and 8.

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

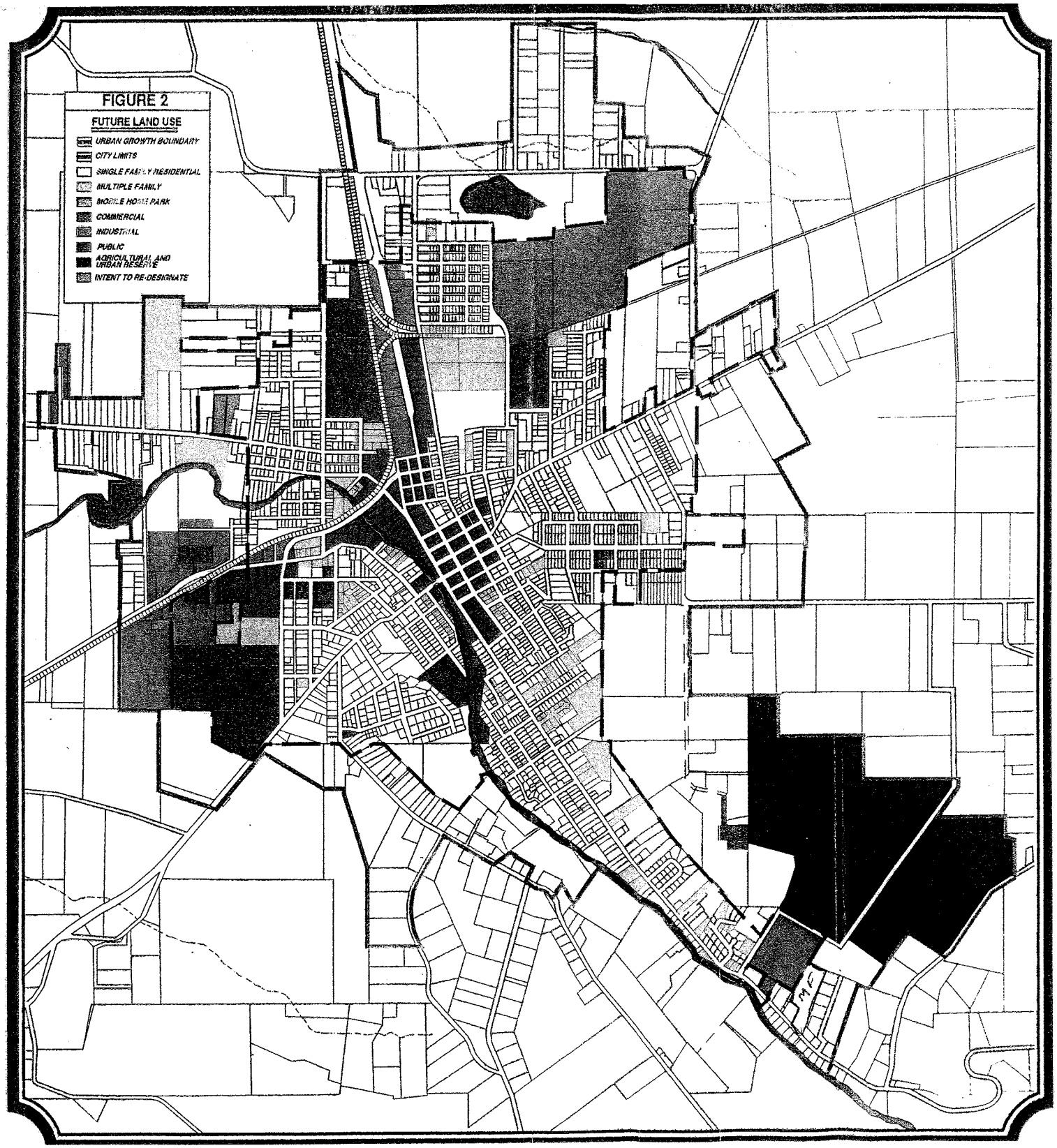


FIGURE 2
FUTURE LAND USE
URBAN GROWTH BOUNDARY
CITY LIMITS
SINGLE FAMILY RESIDENTIAL
MULTIPLE FAMILY
MOBILE HOME PARK
COMMERCIAL
INDUSTRIAL
PUBLIC
AGRICULTURAL AND URBAN RESERVE
INTENT TO RE-DESIGNATE
ME

URBANIZATION

GOAL

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

OBJECTIVES

1. Maintain a supply of buildable residential, commercial, and industrial land within the City's urban growth boundary (UGB) as allowed by state law.

2 Continue to work with Marion County to manage land development between the City limits and the UGB.

3. Consistently apply and enforce the City's development policies, codes, standards and other regulations to maintain community livability and ensure efficient use of land.

Background Information

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

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

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

Existing Land Use

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

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

Residential Uses

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

Public and Semi-Public Uses

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

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

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

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

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

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

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

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

Table 2-2. Net Buildable Land Categorized by Zone

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

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

FUTURE LAND NEEDS

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

Population Projections

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

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

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

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

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

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

Housing Units by Type and Density

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

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

Table 2-4. Population and Housing Units, Silverton, 2000 - 2020

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

Source: 2000 US Census

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

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

Table 2-5. Mix and average density of housing constructed in Silverton, 1989 - 2000

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

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

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

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

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

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

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

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

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

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

LAND NEEDS BY ZONING DESIGNATION

Residential Land Needs

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

Comprehensive Plan

Single Family Residential

Multiple Family Residential

Zoning Ordinance

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

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

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

Table 2-7. Distribution of Housing Units by Zoning Designation

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

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

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

Table 2-8. Future Land Needs by Zoning Designation, Demographic Analysis

Zoning Designation	Units	Net Density/ Acre	Net Acres	Net to Gross Factor	Gross Density/ Acre	Gross Acres	Refined Estimate
	949	5	190	77%	3.9	243.3	257.7
***Single Family* (R1)**							
Multi-family							
Low Density (RL)	187	9.8	21	80%	7.8	25.9	27.4
Medium Density (RM)	140	14	9	80%	11.2	11.2	11.8
High Density (RH)	280	20	14	80%	16	17.5	18.5
		12.2	**233.3**	**78%**	**9.7**	**297.9**	**315.5**
Total							
	1,556						

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

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

Commercial Land Needs

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

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

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

Table 2-9. Future Commercial Land Needs

	Low Estimate	**High Estimate**
	14.2	22.7
Commercial zones		

Source: Silverton Economic Development Study, Russ Beaton, 2001

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

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

Industrial Land Needs

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

Table 2-10. Future Industrial Land Needs

	Low Estimate	High Estimate
Industrial zones	11.7	29.3

Source: Silverton Economic Development Study, Russ Beaton, 2001

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

Public Land Needs

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

Schools

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

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

PARKS, RECREATION AND OPEN SPACE

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

Table 2-11. Park and Recreation Facilities

Facility	City owned	School District	Size (acres)
Playgrounds			
Coolidge-McClaine Park	■		0.3
Lincoln Street	■		0.1
Eugene Field School		■	2.0
Robert Frost School		■	2.0
Mark Twain School		■	1.0
Playing fields			
Robert Frost School		■	6.0
Mark Twain School		■	7.0
High School		■	21.0
Community Parks			
Coolidge-McClaine Park	■		8.3
Olde Mill Park	■		7.5
Lincoln Street NH Park	■		0.1
Mark Twain School		■	5.0
Robert Frost School		■	25.0
		69.0	**85.4**
Total Acres	**16.3**		

Source: City of Silverton; Cogan Owens Cogan

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

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

Open Space and Natural Areas

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

Other Municipal Uses

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

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

Non-Residential Uses in Residential Zones

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

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

FUTURE LAND USE DESIGNATIONS

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

Single Family Residential

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

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

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

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

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

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

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

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

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

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

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

TABLE 2-12
LAND USE DESIGNATION/ZONE DISTRICT COMPATIBILITY

Comprehensive Plan	Compatible Zone Districts	
Land Use Designations	Silverton	Marion County
Agricultural/Urban Reserve	R-1, R-L	EFU, AR-5
Single Family Residential	R-1, R-L, AR	AR-5
Multiple Family Residential	R-1, R-L	AR-5
Commercial	C-1, C-2, C-3	CO, CR, CG
Industrial	C-3, I-P, I-2, I-3	AR-5, CO, CR, CG, IC, IP, IL, IH
Public/Semi-Public	PA, PC, PE, PH, PP, PS	AR-5, P

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

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

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

FINDINGS OF FACT

1. The Plan is based on a 2020 population projection of 9,965, which is to be reviewed at five-year intervals.

2. A little more than one-third of city land is currently occupied by residential development. About 4 percent is commercial, 2 percent is industrial and 11 percent public/semi-public. Over 27 percent of land in the city is vacant.

3. Over 76 percent of land between the city limits and the urban growth boundary is vacant or used for agriculture. Of the acreage which is not vacant about 43 percent is occupied by residential uses, slightly more than two percent is used for commercial or industrial activities and 2 percent is occupied by public and semi-public uses.

4. Additional acreage (over land currently in use) will be needed to accommodate projected residential growth. This acreage, including other areas identified as suitable for multi-family development, is expected to provide an adequate supply during the planning period. There is currently an adequate supply of buildable land within the city's UGB to meet these needs, however some land will need to be rezoned to meet specific land use needs. Table 2.13 summarizes future land needs.

Table 2-13. Overall Land Needs for UGB

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

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

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

** Middle-range estimate from economic development study

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

5. There are approximately 21.7 acres of land currently vacant or partially vacant and zoned for multi-family use within the UGB (see Table 2.2). An additional 31 acres are projected to be needed for multi-family use over the next 20 years (2000 - 2020). The following areas are expected to meet this need:
   - Land in identified mixed use areas.
   - Land in the downtown.
   - Land designated for single-family use but developed for multi-family use through the planned unit development process.
   - Additional land that may be rezoned upon the request of a landowner/developer for multi-family development.

6. There is one existing mobile home park with approximately 77 unoccupied spaces (as of June, 2001). Vacant lands designated for multi-family residential use also can be developed for manufactured home parks as an allowed use in the R-H zone.

7. Approximately 19 acres of land currently is vacant and zoned for commercial use. This is expected to provide an adequate resources for the next 20 years if recommended economic development strategies are implemented. Otherwise, a small amount of additional commercial land (approximately 4 acres) may need to be designated for commercial use.

8. The 119 acres that are currently buildable and zoned for industrial use are expected to provide a more than adequate supply of industrial land for the planning period (2000-2020).

9. Land currently used and/or owned by the school district at the Robert Frost, Eugene Field, Mark Twain, and new and old high school sites are expected to meet school land requirements during the planning period (2000-2020). Some parcels may be exchanged for other properties to provide locations for potential new elementary schools in close proximity to the neighborhoods that will attend them.

10. Additional lands are expected to be needed to meet future park and recreation needs to achieve community standards and provide adequate recreation opportunities in close proximity to residents. Based on the findings of a Park and Recreational Master Planning study about 45 acres of additional land will be needed to meet these needs over the planning period (2000-2020). It is expected that single-family residential land and agriculture/urban reserve land will be rezoned to public/semi-public use to meet these needs when land is acquired.

11. Need for additional acreage for other public and semi-public uses (government buildings and facilities, hospitals, churches, and other non-profit institutional activities) will likely be met by use of land now zoned for residential purposes. A total of 7.5 acres have been identified as needed for such uses. In addition, the potential exists for up to 80 acres of land which is outside the UGB and adjacent to the Oregon Garden (Pettit property) to be included as part of the Oregon Garden. This is property which has been identified as a future phase of the Oregon Garden during the planning approval process for the Oregon Garden, although it was determined that any future development may require the application for inclusion into the city limits depending on the level of use.

12. Future land use designations have been established to serve as general guidelines for future development patterns. A land use designation/zone district compatibility table is included in the Plan (see Table 2.12). The major implementation tools are Silverton's zoning and subdivision ordinances.

POLICIES

Residential Development

1. Standards for Development of Platted, Undeveloped Subdivisions. Building permits will not be issued in platted but undeveloped subdivisions until paved streets, sidewalks, and storm sewers are provided according to the city subdivision ordinance standards or unless a Wavier of Remonstrance has been filed.

2. Standards for Commercial and Industrial Development. Subdivisions and new commercial and industrial development within the city limits will be permitted only when utilities and public streets are provided. Water and sewer lines in new developments shall be capable of adequately serving all intervening properties as well as proposed development and be designed to city standards.

3. Planned Unit Development. Planned unit developments will be encouraged, especially on large tracts of undeveloped land, as alternative to traditional subdivisions. A planned unit development offers the potential to develop land efficiently by allowing the opportunity for flexibility with regards to traditional zoning requirements.

4. Multiple Family Development. Multiple family development will be encouraged, especially in but not limited to, areas close to the central business district, or within walking distance of neighborhood commercial area, or in areas designated for mixed use. It is also desired that multiple family development should be scattered around the community and not concentrated within any one particular area. Small developments which fit in the existing neighborhood are preferred. All multi-family greater than a two-family development shall comply with the design standards as outlined in the City's Design Review Ordinance.

6. Mixed Use Areas. A mix of housing types and densities will be encouraged in identified mixed use areas to make more efficient use of land, promote a more sustainable development pattern, and provide a variety of housing choices located in close proximity to supporting commercial services.

7. Use of Upper Stories in CBD. Residential use as well as commercial use of upper stories in downtown commercial structures will be encouraged.

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

Commercial Development

8. Central Business District. The central business district (CBD) is the major commercial area in Silverton. Unless it can be shown that new commercial rezone proposals will not conflict with the downtown and competing major commercial activity outside the CBD they will be discouraged. This policy may be refined through the adoption of a separate downtown area plan.

9. Downtown Development. Downtown development and redevelopment including creekside park improvements and expansion, creation of historic district, renovation of existing structures, redevelopment of the Eugene Field School site, and integration of higher density residential uses will be encouraged.

10. Mixed use Areas. New commercial development within areas identified as mixed use areas outside of the downtown shall be of a type and scale designed to not be incompatible with adjacent neighborhood residential uses. Development will be permitted only when adequate public streets, water, and sewerage facilities can be provided. Project Design will be required to meet special site development standards for floor-area, street orientation, sidewalks, signing, landscaping and access. Off-street parking should be required behind the street-facing commercial front, where ever practical.

11. Linear Commercial Development. Linear (strip) commercial activity along major arterials will be discouraged. All commercial uses along arterial and collector streets will be subject to approval under city design review and access management guidelines.

12. Non-Conforming Commercial uses. Existing commercial establishments located in areas the Plan designates as non-commercial will be permitted to continue but will not be permitted to expand except by conditional use permit.

13. Historical Structures. Preservation of historic structures in commercial and other areas will be encouraged. Historical structures throughout the City may be made available for commercial use by conditional use permit when such use is essential for preservation of the community's historic resources.

16. Oregon Garden. No new land will be zoned for commercial use in the area adjacent to the Oregon Garden. The potential exists for up to 80 acres of land which is outside the UGB and adjacent to the Oregon Garden (Pettit property) to be included as part of the Oregon Garden. This is property which has been identified as a future phase of the Oregon Garden during the planning approval process for the Oregon Garden, although it was determined that any future development may require the application for inclusion into the city limits depending on the level of use.

Industrial Development

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

18. Screening. All new industrial uses that abut residential properties shall be screened through landscaping, fencing, or other means to minimize potential conflicts with adjacent residential lands. Access to the industrial uses from residential streets will be prohibited where possible.

19. Preservation of Industrial Lands. Land designated for industrial use shall be preserved for that use unless the size, shape, topography, adjacent uses, or other factors limit the reasonable industrial use of the property.

20. Extension of Services of Lands Designated for Industrial Use. The City will pursue annexation and extension of sewer and water services to lands designated for industrial use.

Agricultural/Urban Reserve

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

Urbanization

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

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

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

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

25. Extension of City Services. The City of Silverton will not extend city services outside the city limits unless waivers for future annexation are obtained.

26. Urban Growth Boundary Management. Marion County will submit to the City of Silverton for review any proposals for partitions, subdivisions, comprehensive plan or zone changes within the urban growth boundary. Management of the area between the city limits and the urban growth boundary is viewed as a joint City/County responsibility. Decisions will be governed by policies of the jointly adopted Urban Growth Boundary and Policy Agreement and the Silverton Comprehensive Plan (included as part of the Marion County Comprehensive Plan).

27. Areas of Special Mutual Concern. Management of the areas of special mutual concern will also be governed by the policies of the City/Council Urban Growth Boundary and Policy Agreement. The County will retain responsibility for land use decisions in the areas of special mutual concern, but will seek the City's comments on proposed land use actions affecting these areas, and especially in areas near the Oregon Garden. As lands which are designated areas of Mutual Concern become annexed into the city they shall no longer be considered within the Area of Mutual Concern. At some point, as these properties become part of the City it may be appropriate for both the City and the County to reevaluate the continued appropriateness of this designation.

28. Plan Review. The Comprehensive Plan will be reviewed at a minimum of 10-year intervals throughout the planning period. Special attention will be directed toward population increase and the projection of future land requirements.

29. Urban Growth Boundary Change Criteria. U.G.B. changes to expand or reduce will be based upon consideration of the following factors:
    - Accommodation of additional population
    - Housing and employment opportunities
    - Orderly and economical provision of public facilities and services
    - Maximum efficiency of land uses
    - Retention of agricultural land
    - Compatibility of the proposed urban use with nearby agricultural activities
    - Improvements of the area's environmental, energy, economic and social well being

IMPLEMENTATION

Residential Development

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

Future Actions

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

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

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

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

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

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

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

AGRICULTURAL LANDS

GOAL

Preserve and maintain agricultural lands.

OBJECTIVES

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

EXISTING CONDITIONS

Soil Classifications

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

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

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

Prime and Unique Farmland

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

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

Agricultural Use

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

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

Statewide Planning Goal Requirements

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

ISSUES AND PROBLEMS

Class I-IV Soils Within the UGB

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

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

Consequences of Urbanizing Class I-IV Soils

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

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

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

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

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

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

Urbanization of Buildable Class V-VIII Soils

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

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

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

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

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

FINDINGS OF FACT

1. The element on Urbanization projects the number of additional acres required for future urban uses. There is not enough land in Class V-VIII soils in the vicinity to meet this requirement.

2. Regardless of which direction Silverton expands to accommodate its projected growth, Class II, III and IV soils will be required for urban uses.

3. Only 245 acres are currently in agricultural use. It is possible to preserve this use through special zoning regulations. Most of these parcels lie on or near the urban growth boundary and would be compatible with the surrounding rural uses outside the boundary.

4. Except for Urban Reserve Areas, no major negative environmental, economic, social or energy consequences would result from the urbanization of Class I-IV soils. Most of these areas are already committed to urban use because of existing development density, adjacent or surrounding development patterns, or small lot size.

5. Despite their suitability for future residential use, it is unlikely that Class V-VIII soils will be urbanized before some Class I-IV soils because of their outlying location and hilly terrain, unless specific incentives are established to encourage such development. There are no real long-term gains to be had by offering such

incentives.

ALTERNATIVES

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

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

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

POLICIES

1. Work with Marion County to protect land within the Agricultural/Urban Reserve from encroachment from urban uses and encourage its use for agriculture until such time as this land is needed for urban development. Encourage Marion County to zone these Agricultural/ Urban Reserve areas for Exclusive Farm Use until the City has determined future utility locations. Once these are determined, the City will consider recommending less restrictive zoning. Urban density development shall be discouraged until all other available lands within the urban growth boundary have been utilized.

2. Work with Marion County to ensure orderly growth and redevelopment in the rural residential areas between the city limits and the urban growth boundary. Do not permit subdivisions and partitions that would make redevelopment at urban density economically unfeasible at a later date. Consider proposals for land division only if plans for efficient redivision of the land at a later date are also presented. Review the redevelopment plans for location of structures before issuing building permits. Encourage Marion County to zone these areas for 5-acre minimum lots. This minimum lot size should be reconsidered after Silverton has developed master sewer and water plans for the area within the urban growth boundary.

IMPLEMENTATION

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

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

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


FIGURE 4
AGRICULTURAL LANDS
URBAN GROWTH BOUNDARY
CITY LIMITS
I
II
III
IV

OPEN SPACE, NATURAL AND CULTURAL RESOURCES

GOAL

Conserve open spaces and preserve natural and cultural resources.

OBJECTIVES

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

EXISTING CONDITIONS

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

Land Desirable or Needed for Open Space

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

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

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

Mineral and Aggregate Resources

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

Energy Resources

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

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

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

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

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

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

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

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

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

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

Scenic Views

Hilltops and ridges such as those along East Main Street, Reserve Street, and Evans Valley Road in the East Hill area provide exceptional scenic views of the Cascades, especially Mount Hood. These areas are identified on Figure 5. In the southern area of the UGB, beautiful views of the Cascades and the Silverton Hills are available on the north side of Eureka Avenue from Woodland Drive to Edison Road and Victor Point Road which are identified on Figure 5.

Water Resources

Silver Creek is a prominent feature in the UGB. The area is primarily drained by Silver Creek and to some extent by Abiqua Creek on the north side. These two creeks empty into the Pudding River, a tributary of the Willamette River. According to ODFW, there are no major wetlands along Silver Creek within the planning area. Figure 5 shows Silver Creek's normal water surface and riparian corridor.

In 1984 the Oregon Water Policy Review Board established a minimum flow on Silver Creek of 28 cubic feet per second during the summer months. The purposes of the minimum flow are to provide water for a variety of beneficial uses that include fish habitat and protection of water quality.

There are watersheds around Silverton's reservoir and along portions of Silver Creek two miles south of the city and upstream from the water intake on Abiqua Creek east of the UGB. A watershed is an area with a predictable amount of runoff that helps in maintaining and adequate water supply. The City of Silverton's watersheds are generally protected by the rural resource uses in these areas. The City is to be notified by Marion County about development proposals and these watersheds that could affect water quality (Marion County Comprehensive Land Use Plan Background and Inventory Report, 1982:29).

The availability of ground water depends upon the geology of the area. The Silverton area is underlain by five geologic units: the valley alluvium; Willamette silt; terrace alluvium; the Columbia River Group (basalt); and marine sedimentary rocks. Appendix B includes a detailed description of the properties of each rock unit. Table 5 shows examples of the wells in the Silverton Area according to geologic units. The table indicates that wells in the area generally yield moderate quantities of good quality water.

The other main water feature on Figure 5 is Webb Lake.

Historic and Cultural Resources

<u>Early History</u>

A "History of the Silverton Country" by Robert Horace Down published in 1926 provides a detailed description of Silverton's early history, which is the source of much of the following information.

Before white settlement, the Silverton area was occupied primarily by the Santiams, one of the Kalapuyan tribes. A small tribe of Molallas lived nearby and some Klamath Indians journeyed over the Cascades to trade every year. None of the Indian tribes in the Silverton area cultivated the soil. Their food was obtained by hunting, fishing and gathering roots and berries. It is believed that they lived in pit houses in the winter and out of doors in the summer.

TABLE 5
WELLS IN SILVERTON AREA

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Historic Sites

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

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

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

Potential and Approved Oregon Recreation Trails

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

Potential and Approved Federal and State Scenic Waterways

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

Summary of Goal 5 Resources and Potential Conflicts

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

FINDINGS OF FACT

1. Existing farmland will be maintained as open space until used for urban development.

2. Land needed for open space is provided by school grounds, parklands, and setback provisions in the zoning ordinance.

3. Residential development has not had a significant detrimental effect on the wildlife habitat in the riparian zone along Silver Creek.

4. Several hilltops and ridges provide exceptional scenic views of the Cascades.

5. Silver Creek, the dominant waterway through the City, is protected by an established minimum stream flow.

6. Silverton has many structures with historic architectural significance. Actions are being taken to preserve them as evidenced by the August, 1986 nomination of the Silverton Commercial Historic District.

7. There are no mineral and aggregate resources, no natural areas, no wilderness, no major wetlands, no potential or approved recreation trails, nor any potential or approved scenic waterways within the Silverton UGB.

8. No conflicts have been identified among Silverton's "Goal 5" resources and other land uses. Potential conflicts may arise in relation to the designation and use of structures and places of historic architecture and cultural significance. These potential conflicts will be resolved through application of decision making processes outlined in the Historic Landmark Ordinance.

POLICIES

1. Preserve agricultural land uses within the urban growth boundary until the public facilities and services needed for urban development are available.

2. Preserve needed open space through: public acquisition as funds permit, development and maintenance of parkland and school grounds, setbacks, and limits on development in natural hazard areas.

3. Examine publicly owned surplus land, including street right-of-way, for potential open space use before disposition.

4. Encourage multiple use of existing open space resources when the potential uses are compatible.

5. Preserve the wildlife habitat along Silver Creek as permanent to protect fish, wildlife and riparian vegetation.

6. Cooperate with Marion County to protect the municipal watersheds from uses that could inhibit high quality water production.

7. Encourage protection of Silverton structures and places of historic architectural and cultural significance through an Historic Landmarks Ordinance.

IMPLEMENTATION

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

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

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

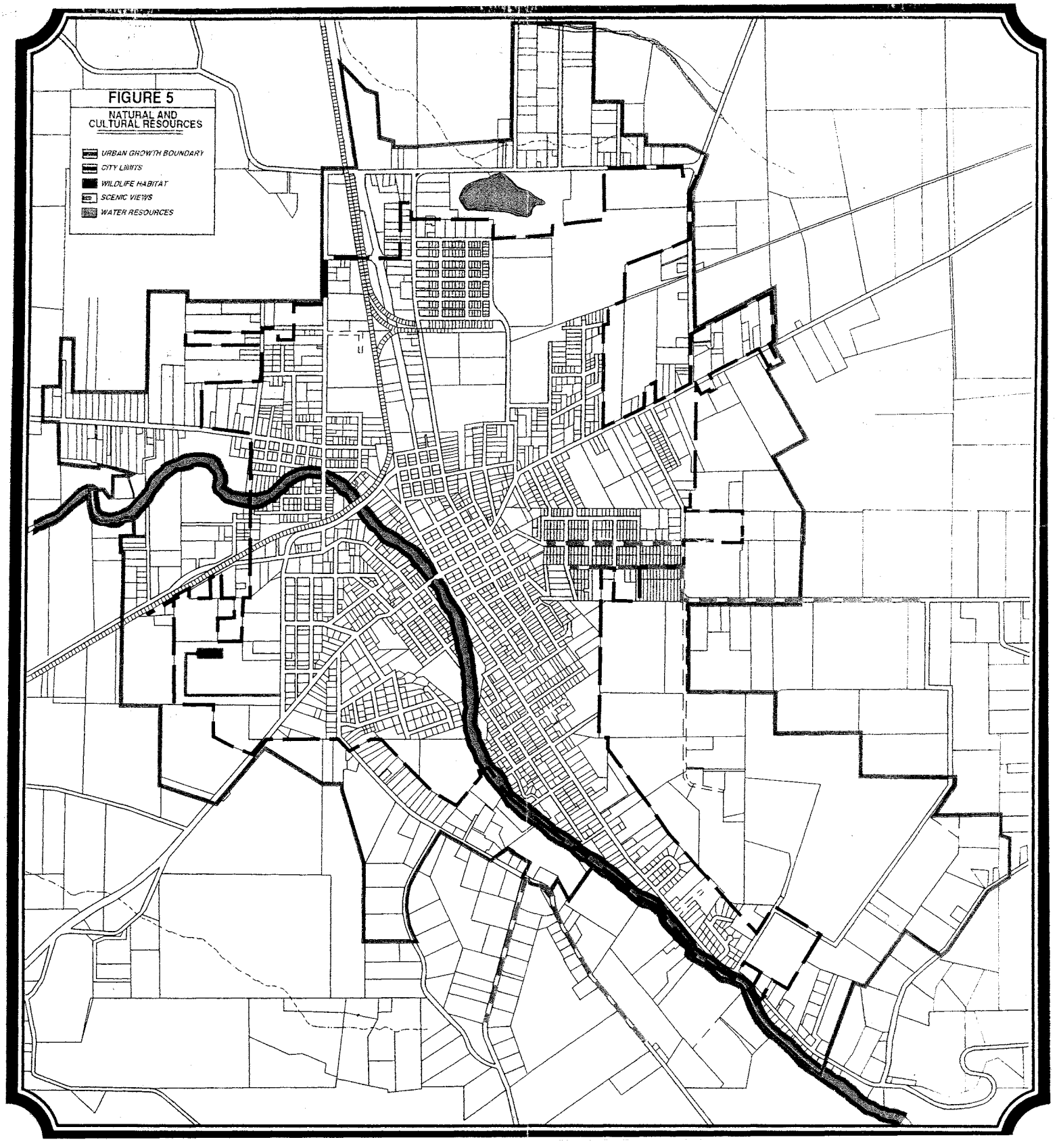


FIGURE 5
NATURAL AND CULTURAL RESOURCES
URBAN GROWTH BOUNDARY
CITY LIMITS
WILDLIFE HABITAT
SCENIC VIEWS
WATER RESOURCES

AIR, WATER, AND LAND RESOURCES QUALITY

GOAL

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

OBJECTIVES

1. Limit all discharges from existing and future development to meet applicable State or Federal environmental quality statutes, rules and standards.

2. Designate areas suitable for controlling pollution.

3. Establish buffers to protect those lands set aside for pollution control.

EXISTING CONDITIONS

Air Quality

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

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

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

Water Quality

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

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

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

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

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

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

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

Land Resource Quality

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

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

Pollution Control Sites

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

ISSUES AND PROBLEMS

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

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

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

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

FINDINGS OF FACT

1. The waste water treatment plant must be upgraded. Repair or replacement of defective sewer lines is necessary.

2. It is unlikely that state or Federal ambient air quality standards are exceeded in the area. The City has not been designated by EPA as an area expected to exceed Federal ambient air quality standards by 1985.

3. Solid waste is disposed of outside the urban growth boundary. Alternative disposal locations and methods may be necessary within the planning period.

4. The goal of the City is to require all owners of dwellings within the city limits to connect their domestic sewage to the City's sewage collection system and treatment facility.

5. There is no problem of noise pollution in the area.

POLICIES

1. The City will do what is necessary to improve the water and sewerage treatment systems to meet state and Federal standards as finances permit.

2. In cooperation with DEQ, the City will ensure that development will not exceed the carrying capacity of the land, water, or air resources of the area.

IMPLEMENTATION

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

NATURAL HAZARDS

GOAL

Protect life and property from natural disasters and hazards.

OBJECTIVES

1. Inventory known hazards areas.

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

EXISTING CONDITIONS

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

Steep Slope

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

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

Landslides

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

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

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

Flood Plain

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

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

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

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

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

Soil Limitations

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

Drain fields

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

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

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

TABLE 6
SOIL LIMITATIONS

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

TABLE 6
SOIL LIMITATIONS

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

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

(b) May contaminate ground water when gravel horizon is near 20 inches.

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

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

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

Building Sites

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

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

FINDINGS OF FACT

1. Natural hazards exist in some areas of possible future development.

2. Future development in the hazard areas, if any, will require special review.

    a. Development on hillside property in Silverton is possible if it is thoroughly analyzed to determine its effect on slope stability. It should not be analyzed only for the existing conditions, but for the conditions created by the proposed development as well. If the analysis indicates that special precautions are necessary, geologic and engineering studies should be conducted to determine what measures are necessary to prevent potential damage to life and property.

    b. Historically, stable potential landslide areas and steep slopes can be used for light development only after adequate study. High densities or intense development should not be allowed in areas of steep slope or potential landslides because of the potential for substantial loss.

    c. New structures built in the floodplain will be raised above flood level and be constructed in a way to minimize flood damage. No mobile homes will be permitted in the floodway as required by Federal law.

    d. Areas referred to in Table 6 (Soil Limitations) as unsuitable or severe for drain fields or building sites may have development potential without sewerage service if the land use is not intense, the density is low and the developer is willing to pay extra development costs.

POLICIES

1. The City will prevent development in the areas of natural hazard unless special design features adequately insure the safety and protection of life and property.

2. The City will require site specific information clearly determining the hazard present from applicants who seek approval to develop known areas of natural hazard.

IMPLEMENTATION

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

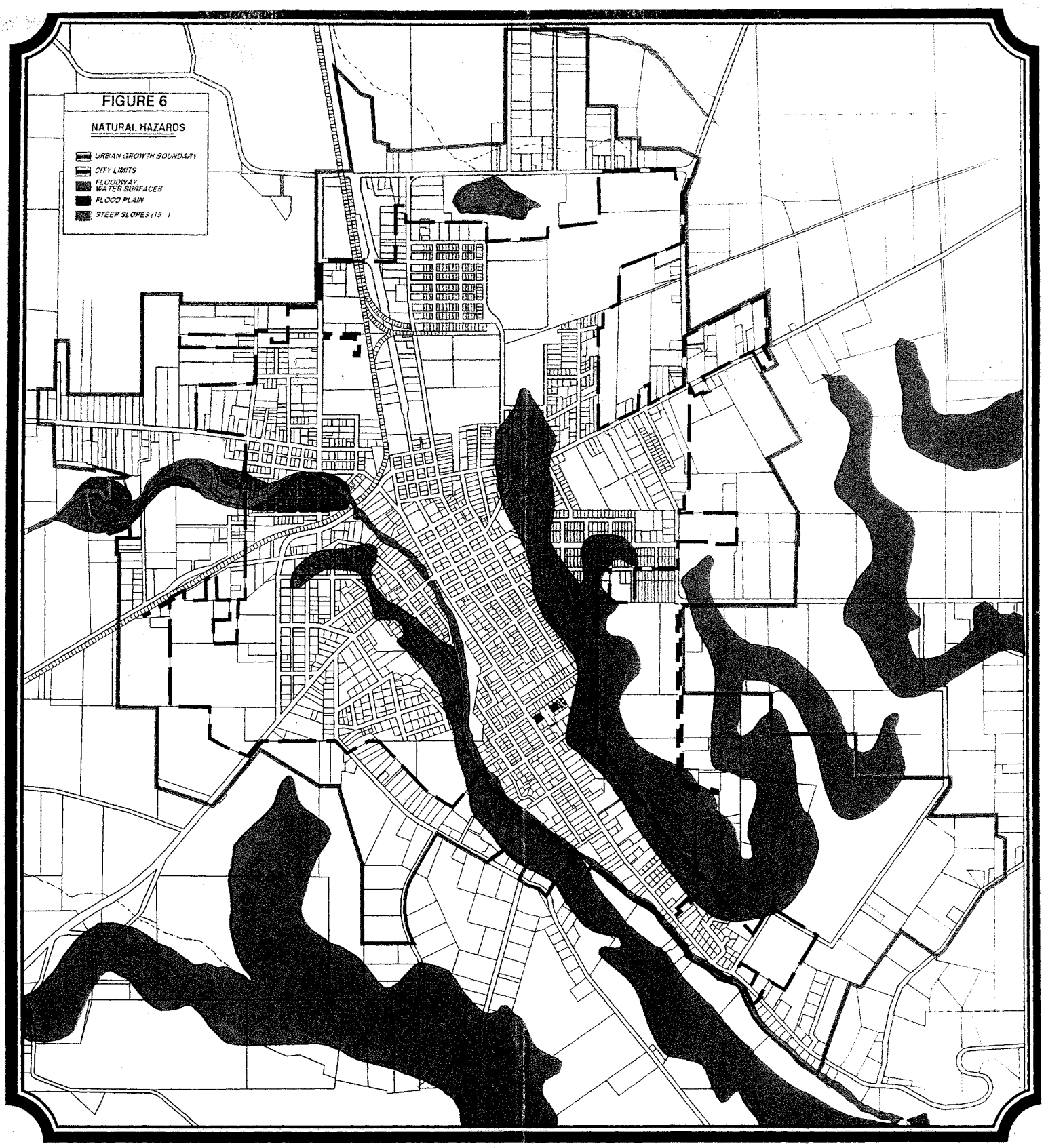


FIGURE 6
NATURAL HAZARDS
URBAN GROWTH BOUNDARY
CITY LIMITS
FLOODWAY, WATER SURFACES
FLOOD PLAIN
STEEP SLOPES (15)

HOUSING

GOAL

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

Objectives

1. Encourage a "small town" environment.

2. Encourage preservation, maintenance and improvement of the existing housing stock.

3. Encourage new housing in suitable areas to minimize public facility and service costs and preserve agricultural land.

4. Encourage an adequate supply of housing types necessary to meet the needs of different family sizes and incomes

EXISTING CONDITIONS
Number and Type of Housing Units

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

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

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

Source: US Census

Housing Tenure

The Oregon Departments of Housing and Community Development and Land Conservation and Development (OHCD and DLCD) have developed a model to project the need for future housing.

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

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

Vacancy Rates

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

Age of Housing

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

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

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

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

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

Housing Condition

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

Table 7-3. Visual housing Structural Condition standards

Rank	Criteria

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

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

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

TABLE 7-4. Silverton Housing Condition, 1992

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

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

Housing in need of major repair is primarily clustered in two areas in the north and northwest portions of Silverton. These areas could serve as focal points for future housing rehabilitation efforts. According to a 1991 Community Housing Information Survey, Silverton residents reported that the most serious home repairs needed were exterior siding/painting, roof, electrical, and heating

problems. The 1992 survey also indicated that slightly more than a quarter (26.6%) of the City's residents qualified as low/moderate income homeowners according to housing and Urban Development (HUD) guidelines. Within this group of homeowners, 50% reported exterior problems, 33% roof problems, 31% electrical problems, and, 29% heating problems. Home repairs and general maintenance typically is related to disposable income and it is not surprising that 37% of this low/moderate income group reported that the inability to afford the necessary improvements is a barrier.

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

Development Trends

Housing Construction

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

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

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

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

The number of units constructed by year for each type of housing is described in more detail in Tables 7-6, 7-7 and 7-8. In addition to this development, a total of 63 single-family lots were partitioned, resulting in the creation of 78 new lots/dwelling units at an average lot size of approximately 16,590 square feet [1] Finally, one manufactured home park with 100 spaces was approved; 33 spaces are occupied to date (2001), at an average density of 8.5 units/acre.

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

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

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

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

Table 7-7. Multi-Family Developments, Silverton, OR, 1989 – 2000 *

Year	Permits	Units	
		Approved	Constructed
1989	1	24	24

1990	1	2	2
1991	3	100	100
1992	2	4	4
1993	2	4	4
1994	3	6	6
1995	7	36	36
1996	13	32	32
1997	8	23	23
1998	0	0	0
1999	2	4	4
2000	0	0	0
Total		**235**	**235**

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

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

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

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

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

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

Time Period	Single family		Multi-family		Manufactured homes in parks		Group Quarters*	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
1990	1,676	75.3%	391	18.0%	102	4.6%	NA	NA

1990 - 2000	315	55%	222	38%	40	7%	0	0.0%
2000	1991	70.4%	613	21.7%	142	5%	80	2.8%
% change, 1990 - 2000	16%	-7%	37%	17%	41%	0.4%	NA	NA

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

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

Estimated Need for Future Housing

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

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

Type of Housing	**Percent of all units**	**Total units**	Average density (units/acre)
Single family	65%	1,011	5.0
Multi-family	30%	467	13.9
Manufactured homes in parks	5.0%	78	12
Total/Average	**100.0%**	**1,556**	**10.3**

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

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

Buildable Land

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

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

Table7-11. Net Buildable Land Categorized by Zone

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

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

Most of the buildable residential land is zoned for single-family development (711.9 acres). A relatively modest amount is zoned for multi-family use (21.7 acres). As indicated in the Urbanization section of the Plan the City anticipates that there will be a need for approximately 467 units to satisfy the projected multi-family needs. The existing supply of 22 acres of land designated for multi-family development will accommodate approximately 306 units. Additional opportunities for future multi-family developments will come in area to be designated for planned unit developments and within mixed use areas. A large 108 acre parcel in the area of Ike Mooney Road was annexed with the understanding that any future development would be in the form of a planned unit development. The City's planned unit development standards allow for up to 10% of a site to be developed with multi-family units. As such, as many as 100 units could be developed on this one site. Additional areas for multi-family development will be found in the North First Street and West Side mixed use opportunity

area. Each of these two areas has been identified as allowing for limited mixed use development and could be accommodate up to 70 units. In addition, other multi-family sites will be provided in some of the second story buildings within the downtown core, and in the form of accessory dwelling units. The combination of these plus any future zone change will more than satisfy the projected need for multi-family housing within the community during the coming 20-year period.

Availability of Assisted Housing

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

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

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

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

Other potential future assisted housing programs or strategies include:

a. Federal Section 202 housing investment program for low income rental housing.

b. Work with the Marion County Housing Authority to support formation of a local non-profit organization to assist first-time homebuyers.

c. Work with the State Department of Housing and Community Development and local lenders to secure financing for first-time homebuyers.

d. Investigate further use of state or county housing rehabilitation loan programs.

e. Work with other non-profit organizations to provide alternatives for home ownership.

ALTERNATIVES

Preservation of Older Neighborhoods

4. Encourage planned unit development, mixed use housing, and mixed housing with commercial uses as a means for broadening housing choices and creating sustainable neighborhoods.
5. Encourage opportunities which will provide affordable housing to meet the needs of low income, elderly, handicapped, families, and individuals within the Silverton area.
6. Provide opportunities for the development of attached and detached single-family and multi-family dwellings such as duplexes, row houses, town house apartments.
7. Allow accessory dwelling units, subject to city development and building regulations, in all residential zones.
8 Allow for, and encourage the use of flexible lot sizes and building placement, and density transfers to reduce development costs, make efficient use of land, and promote housing variety and affordability.
9 Adhere to clear and objective standards for approval of residential development to ensure a timely and predictable development review process.
10. Encourage new housing units to adhere to the following design elements:
    - Locate garages behind the primary building line of the house, side-loading garages, or garages in the rear with alley access;
    - Provision for front porches;
    - Primary orientation toward the street and sidewalk;
    - Provisions for street trees.
11 Require design review approval for all multi-family developments and manufactured home parks.
1_ Encourage the use of sustainable development practices in residential site planning, building materials, and environmental control systems, including use of active and passive solar energy, energy efficient designs, and low water use landscaping.

IMPLEMENTATION

1. The existing zoning and subdivision ordinances will be revised periodically so that they serve as better tools for implementing housing policies.
2. The City will work with the Marion County Housing Authority, private non-profit organizations, and for-profit entities to secure funds for housing rehabilitation in Silverton.
3. The City will work with the Marion County Housing Authority, private non-profit organizations, and for-profit entities to continue to provide for needs of low-income people living in the Silverton area. In particular, the City will work closely with Section 202 housing project sponsors to increase Silverton's supply of affordable rental housing for low income residents.

Appendix - Housing

The housing projections are based on the following assumptions:

- Given housing market and affordability conditions and trends, the strong demand for multi-family housing witnessed during the past decade is expected to continue. However, given projections for similar sized communities in the Willamette Valley, we expect the proportion of multi-family housing to be built during the next 20 years to be slightly lower than in the past decade.
- There will continue to be a need for government assisted housing for people with very low incomes. Currently, approximately 15% of all households are below the federally defined poverty level. About 10% of all households have incomes below $10,000 and may not be able to find affordable housing without government assistance. There is likely to be a further unmet need for government assisted housing for people with incomes between $10,000 and $20,000.
- The density of single-family residential development is expected to increase to approximately 5 units per net acre (average lot size of 8,500 square feet). This assumption is based on the following factors:
  - There is expected to be an increase in the market for single family attached housing (e.g., row houses) and houses on smaller lots which require less maintenance desired by an older population and new residents who have moved to Silverton from more urban communities.
  - Average lot sizes in new developments have decreased over time and during the last ten years.
  - The current and expected future relatively high cost of land and housing in the Silverton area will provide incentives for homebuyers and developers to build on somewhat smaller lots.

There will be a continued need for manufactured homes in parks as a form of affordable housing for some low income residents. The projected need for this type of housing can be met by the existing inventory of vacant lots in approved mobile home parks.

- The projection of land needs for housing takes into account the undeveloped inventory of vacant building lots in the City of Silverton and urban growth boundary.

Housing costs

Housing costs have increased significantly in Silverton during the last decade (1990 – 2000). Housing prices, which peaked during the mid-1990's, increased by over 22% between 1995 and 1996. Increases slowed in subsequent years, with costs increasing by an average of 10 – 11% between 1997 and 1998 and 4 – 6 percent during the year 2000. Homes in Silverton typically sell for 95 – 96% of their asking price. Silverton housing prices also tend to be higher than in neighboring communities in the Willamette Valley. For example, the average home in Mt. Angel and Woodburn sold for approximately $135,500 and $129,700, respectively in 2000, compared to $171,000 in Silverton. Real estate multiple listing service data for January 2001 indicates the following housing prices for Silverton:

- Average cost of all 2-bedroom rental units (houses and apartments) is $648 per month; median cost is $650 per month
- Average cost of all 3-bedroom rental units is $758 per month; median cost is $753 per month
- The average selling price for a new home in Silverton in the year 2000 was $170,200; the median selling price (including manufactured homes) was $147,000; the median price, not including manufactured homes was $155,000.

Land prices also are relatively high in Silverton. Local real estate professionals report that buildable lots in single-family subdivisions typically sell for around $45,000, while raw land zoned for residential development has recently sold for about $50,000 – $60,000 per acre.

Rough Estimate of Monthly Home Ownership Costs

Median home price:	$155,000
- 20% down-payment:	$31,000
Mortgage:	$124,600
Monthly mortgage payment: (30-year fixed loan @ 7.5%)	$971
Utilities/Taxes	$350
Total monthly payment:	$1,171

Relatively high housing and land costs may be tolerable to residents if housing remains affordable. Affordable housing typically is defined as that which costs no more than 30% of a household's income. Median household income in Silverton in 1999 was estimated to be approximately $33,000; median family income was estimated to be about $39,000. The average household and family can afford to spend about $825 or $975 per month for "affordable" housing. The approximate monthly cost of owning a median-priced home in Silverton is calculated in the example above. This rough calculation illustrates that over half of the households and families in the city cannot afford the cost of local housing without spending more than 30% of their income on housing.

ECONOMY

GOAL

Diversify and improve the economy of Silverton

OBJECTIVES

1. Protect those areas zoned for industrial development from encroachment of incompatible land uses.
2. Encourage diversified, non-polluting highly skilled labor intensive industrial development in order to provide an increased job market for area residents.
3. Upgrade existing transportation and public facilities necessary for development of the industrial park.
4. Minimize high noise levels, heavy traffic volumes, and other undesirable effects of heavy commercial and industrial developments.
5. Maximize the utilization of local manpower as job opportunities increase.
6. Preserve the existing downtown core and encourage the location of new commercial and retail activities in it.

EXISTING CONDITIONS

Human Resources

The human resources of Silverton are the skills, training, and education embodied by residents. There are three interrelated categories under which human resources can be addressed: labor force, demographic characteristics, and income level and distribution.

Labor Force and Demographic Characteristics

Silverton's labor force generally resembles that of Marion County and.the State of Oregon, although only 30% of Silverton's population (1,309 persons) was employed in 1970 in comparison with 42% of the county population. Of those employed, 38% were female, 62% male. A 1977 comparison of employment and unemployment rates of Silverton, the Salem Standard Metropolitan Statistical Area (Marion and Polk Counties), and the State is included in Table 13.

TABLE 13
COMPARISON OF EMPLOYMENT AND UNEMPLOYMENT RATES, 1977
September 1977

	Silverton	Salem SM[1]	State
Percent employed[2]	30.8%	38.0%	38.9%
Percent unemployed	5.7%	5.0%	6.0%

[1] Salem Standard Metropolitan Statistical Area includes Marion and Polk Counties.

[2] September 1977 covered employment (see definition in Table 19) as a percent of the total July 1977 population

Sources: Oregon State Department of Human Resources, Employment Division, and Center for Population Research, Portland State University.

This low participation rate is primarily a reflection of the demographic characteristics of the Silverton population. Silverton had nearly double the percent of persons over 65 found in the county and the state. A comparison of the percent distribution of population by age in 1970 is included in Table 14. It also reflects to some extent the under reporting of farm labor.

TABLE 14
PERCENT DISTRIBUTION OF POPULATION BY AGE, 1969

	Silverton		Marion County	State
	Percent	Number	Percent	Percent
Under 5	7.0%	303	7.8%	7.8%
5-14	18.2%	780	19.9%	19.5%
14-24	13.5%	581	17.1%	17.4%
25-44	19.1%	821	22.2%	23.0%
45-64	20.8%	897	20.6%	21.5%
65 and over	21.4%	919	12.4%	10.9%
		4,301		

Source: 1970 Census of Population, General Social and Economic Characteristics.

The distribution of the labor force by occupational group in 1970 is presented in Table 15. Silverton's occupational group profile differs from that of the county and the state chiefly with respect to the percent of service worker (nearly 19% of the labor force in Silverton while only 14% and 12% in the county and state, respectively). Farm laborers and health workers also comprise a higher percent of Silverton's labor force than that of the county and state, while the percent of sales and clerical workers is lower in Silverton than in the other two jurisdictions. The proximity of the state government and its associated institutions in Salem accounts for the concentration of service workers. Silverton's position as a "bedroom" community of Salem, where many of Silverton's residents work, may account to some extent for the lower level of clerical workers. Many Silverton residents rely on offices in Salem to meet their needs as is indicated in the employment profile (see Table 20).

The educational characteristics of the City's population are important indicators of skill levels and potential occupational distribution. This information with comparisons to county and state figures are presented in Table 16. The City's educational patterns are similar to both the county and the state with respect to the overall average of school years completed (12.17) and the percentages of adults having completed high school (33.1%). Silverton

has over 3% fewer high school graduates and over 6% more residents who have not entered high school than either the county or the state.

TABLE 15
PERCENT DISTRIBUTION OF LABOR FORCE[1] BY OCCUPATIONAL GROUP, 1968

Occupational Group	Silverton	Marion County	State
Professional, Technical & Kindred Workers	14.8%	15.9%	14.5%
Health Workers	4.4%	1.9%	1.6%
Teachers	5.5%	4.1%	3.6%
Manager & Administrators	9.5%	10.0%	9.7%
Sales Workers	5.5%	7.0%	7.5%
Clerical & Kindred Workers	12.4%	17.7%	16.6%
Craftsmen, Foremen & Kindred Workers	12.0%	12.3%	13.2%
Operatives, Except Transport	8.8%	8.0%	10.6%
Transportation Operatives	4.8%	4.0%	4.4%
Laborers, Except Farm	4.6%	4.4%	6.1%
Farmers & Farm Managers	1.4%	2.8%	2.0%
Farm Laborers & Foremen	4.1%	2.7%	2.0%
Service Workers	18.9%	13.8%	12.4%
Private Household Workers	3.1%	1.2%	1.1%

[1]Total employed, 16 years and over.

Source: 1970 Census and Population, General Social and Economic Characteristics

TABLE 16
EDUCATION LEVELS[1] IN PERCENT, 1970

School Year Completed	Silverton	Marion County	State
8 Years or Less	28.2%	22.5%	21.5%
High School			
1-3 Years	17.4%	16.4%	18.5%
4 Years	33.1%	35.3%	35.0%
1-3 Years College	12.6%	13.5%	13.3%
4 or More Years College	8.7%	12.3%	11.8%
Median School Years Completed			
For All Persons	12.1%	12.3%	12.3%

[1]Persons 25 years and older.

Source: 1970 Census of Population, General Social and Economic Characteristics

Income Levels and Distribution

Income and its distribution is used frequently as a measure of economic well being. In 1970 Silverton's per capita income was $2,353 which represents 83% of the county level and only 75% of the state level. The median family income in Silverton was $7,229, 20% less than the county average and 24% less than the state average. According to data provided by the State Housing Division, the 1978 median income for Silverton is $12,813. Table 17 summarizes the 1970 family income information and Table 18 describes the distribution of these income levels.

TABLE 17
FAMILY INCOME, 1969

	Silverton	Marion County	State
Median Income	$7,229	$9,014	$9,489
Per Capita Income	$2,353	$2,847	$3,136
% Below Poverty	16.2%	9.8%	8.6%

Source: 1970 Census of Population, General Social and Economic Characteristics

TABLE 18
PERCENT DISTRIBUTION OF HOUSEHOLDS BY INCOME LEVEL, 1969

	Silverton		Marion County	State
	Percent	Number	Percent	Percent
0- 3,999	27.5%	311	16.2%	14.2%
4,000- 7,999	27.4%	310	25.2%	24.2%
8,000-11,999	26.3%	297	28.8%	29.6%
12,000-24,999	18.4%	208	26.3%	28.3%
25,000 and over	.4%	5	2.9%	3.8%
		1,131		

Source: 1970 Census of Population, General Social and Economic Characteristics

Compared to the county and the state, Silverton has proportionately more low-income households and fewer high-income households. The magnitude of the difference is clarified by the percentage of families that was below the poverty level in 1970 within the three jurisdictions: 8.6% in the state, 9.8% in the county, and 16.2% in Silverton.

The high percentage of poor families correlates with the large number of 65 or over persons (who typically have lower incomes than the general population), the high concentration of low income occupations, and the large number of residents with fewer than 12 years of education.

Industrial Structure

In 1977 three major sectors of the economy accounted for nearly 80% of all of Silverton's employment. These were trade (23.9%), services (38.5%), and manufacturing (16.4%). Manufacturing employment, about a sixth of the total employment, is the least stable of the three and in many ways is beyond the influence of local policy.

Silverton's employment profile is included in Table 19. Provided are employment by industry and quarterly wages for the third quarter of 1977. The employment and wages have been segmented by industry based on the 1972

Standard Industrial Classification (SIC) System.

The data is recorded by place of work so that a person employed in Silverton who lives in another town would be included, but a person who lives in Silverton and works in another town would not be included. Data on commuting patterns of workers obtained from the community survey conducted in 1977 indicate that about 50% of the work force commutes out-of-town to work. The need for more precise commuting information is discussed in the Transportation element.

Table 20 compares Silverton's employment by industry in 1960 and 1969, Table 21 shows employment percentages by industry in 1977, and Table 22 provides comparisons of Silverton's 1977 employment in manufacturing and non-manufacturing sectors with surrounding areas. The high percentages of workers employed in trades and services is typical of "bedroom" communities in which many people commute out of town to a larger city to work.

Land

There are currently about 50 acres in commercial use within the Silverton urban growth boundary and an additional 23 acres zoned for commercial use. Most of the available land for new commercial development is located within the CBD.

Much of this anticipates the need for additional professional and commercial office space. The CBD is not expected to expand to the south because of the canyon wall of Silver Creek, nor to the east or the west because of small sized blocks, narrow streets and stable residential areas. If any expansion occurs at all it would be on the north boundary.

Approximately 24 acres are now used for industrial purposes in the Silverton area. The additional 91 acres zoned for industrial use are located within the urban growth boundary either in the industrial park area near Webb Lake or between the railroad tracks and the Silverton-Mt. Angel highway (#214) in the northern part of town.

There are numerous additional sites that are suitable for industrial and heavy commercial uses in the area just outside the city limits to the west along the railroad tracks. There are many existing uses of this nature in the area as well as the City shops. It is expected that some of these existing uses will be seeking land for expansion of their activities in the near future.

Community Economic Advantages

One of Silverton's primary economic advantages is its location. Convenient access to Salem, the coast, and the mountains makes Silverton an attractive area for population growth and economic development. New business can draw employees from Salem, and conversely, workers can live in Silverton and commute to jobs in Salem.

Silverton also has the advantage of available land for industrial development. Silverton's industrial park adds to the City's ability to attract new manufacturing enterprises by providing a centralized, industrially zoned area with the potential for city sewer and water services. The desirability of this site will be increased when improvements in the transportation system are completed. This is discussed in the Transportation element.

Silverton is located in the middle of some of the most productive agricultural land in the region. Agriculture will therefore continue to play an important role in Silverton's economy as part of the area's economic base.

TABLE 19
EMPLOYMENT BY INDUSTRY, 1977

	Third Quarter 1977 Employment by Month			Payroll for Third Quarter 1977
	July	August	September	
ALL INDUSTRIES	1,396	1,404	1,618	3,545,845
MANUFACTURING	246	257	266	743,604
Food and Kindred Products[1]				
Lumber and Wood Products				
Printing and Publishing				
Primary Metal Industries				
Fabricated Metal Products				
Machinery				
Electrical Equipment				
Transportation Equipment				
Miscellaneous Manufacturing				
NON-MANUFACTURING EMPLOYMENT	1,150	1,147	1,352	2,802,240
TRANSPORTATION, COMMUNICATION AND UTILITIES	122	112	122	501,642
Motor Freight				
Transportation Services				
Communication				
Electrical, Gas and Sanitary Services				
TRADE	375	387	386	897,296
Wholesale Durable	69	73	72	340,900
Building Material, Hardware, Garden Supply, Mobile Home Dealer	14	14	15	25,178
Food Stores	98	99	98	284,498
Auto Dealers and Gas Stations	34	35	33	61,028
Apparel and Furniture	15	14	11	20,300
Eating and Drinking	121	127	130	124,861
Miscellaneous Retail	24	25	27	40,530
FINANCE, INSURANCE AND REAL ESTATE	68	67	64	130,112
Banking				
Credit Agencies				
Insurance Agents, Brokers				
Real Estate				
SERVICES AND MISCELLANEOUS	417	406	623	847,405
Hotel and Personal	99	111	122	186,022
Health	207	209	209	357,242
Other[2] - Education, legal, social	111	86	292	304,141
GOVERNMENT	38	37	37	99,716
General Government				
CONSTRUCTION	130	138	120	326,069
AGRICULTURAL SERVICES	11	8	6	7,969

1 Food and Kindred Products experiences very high employment for 2 months during harvest season. This seasonal employment was not included in the totals

2 Employment in education is at a low point during July and August. The full employment figure is represented in the September figure.

Note: these figures include employment and payrolls covered by the State employment insurance laws and Federal employment compensation law. It excludes domestic workers, unpaid family workers, agricultural workers, and the self employed.

Source: Oregon State Department of Human Resources, Employment Division. Oregon Covered Employment and Payroll, 1977.

TABLE 20
PERCENT DISTRIBUTION OF EMPLOYMENT BY INDUSTRY, 1960 and 1969

	Number Employed[1]		Percent Employed	
Industry	1960	1969	1960	1969
Construction	78	78	8.6%	6.0%
Manufacturing	159	194	18.2%	14.8%
Durable Goods	(87)	(139)	(9.6)%	(10.6)%
Transportation, Communications, Utilities & Sanitary Services	68	53	7.5%	4.1%
Wholesale and Retail Trade	176	316	19.5%	24.0%
Finance, Insurance, Business and Repair Services	80	116	8.9%	8.9%
Professional and Related Services	230	323	25.0%	24.7%
Educational Services	-	(140)	-	(10.7)%
Public Administration	50	54	5.5%	4.1%
Other Industries (Agriculture, Forestry, Fisheries, and Mining)	63	175	7.0%	13.4%
TOTAL		1,309		100.0%

[1]Total employed, 16 years and over.

Sources: 1960 and 1970 Census of Population, General Social and Economic Characteristics

TABLE 21
EMPLOYMENT PERCENTAGE BY INDUSTRY, 1977

	Employment By Month 3rd Quarter 1977			3rd Quarter Payroll
	July	August	September	
All Industry	1396	1404	1618	3,545,845
Manufacturing	17.6%	18.3%	16.4%	21.0%
Non-manufacturing	82.4%	81.7%	83.6%	79.0%
Transportation	8.7%	8.0%	7.5%	14.1%
Trade	26.9%	27.6%	23.9%	25.3%
Finance, Insurance, Real Estate	4.9%	4.8%	4.0%	3.7%
Service and Misc.	29.9%	28.9%	38.5%[1]	23.9%
Government	2.7%	2.6%	2.3%	2.8%
Construction	9.3%	9.8%	7.4%	9.2%

[1]Education at full employment after summer layoff.

Source: Oregon State Department of Human Resources, Employment Division, Oregon Covered Employment and Payrolls 1977.

TABLE 22
PERCENTAGE OF MANUFACTURING AND NON-MANUFACTURING EMPLOYMENT FOR SELECTED AREAS

	Manufacturing	Non-manufacturing
Silverton	17.6%	82.4%
Salem SMSA[1]	16.9%	83.1%
Portland SMSA[2]	20.4%	79.6%
Eugene SMSA[3]	21.2%	78.8%
State of Oregon	22.0%	78.0%
Yamhill County	32.4%	67.6%
Linn County	38.3%	61.7%

[1]The Salem Standard Metropolitan Statistical Area includes Marion and Polk Counties.

[2]The Portland Standard Metropolitan Statistical Area includes Clackamas, Washington, Multnomah and Clark Counties.

[3]The Eugene Standard Metropolitan Statistical Area includes The Eugene Lane County.

Source: Oregon State Department of Human Resources, Employment Division, Oregon Covered Employment and Payrolls 1977.

Community Economic Disadvantages

Economic growth in Silverton is restricted to some extent by its sewer and water system capabilities. These limitations are discussed in depth in the Public Facilities element. The limited income growth potential of Silverton's senior citizens and the cost of services that need to be provided to the low income elderly represent an economic disadvantage to the community, especially in view of the proportionately large size of this age group.

A potential problem for Silverton is its limited economic base. Reliance on agriculture and food processing makes the City dependent on the weather, national agricultural product prices, and other uncontrollable variables. Furthermore, food processing is not a growth industry. Economic conditions appear to be reducing the amount of hand-harvested crop acreage in the Silverton area. The growing recreational vehicle and mobile home industry is not yet capable of supporting the economy if agricultural conditions were depressed for a lengthy period. It, too, is a highly variable industry and is vulnerable to recessions in the general economy and to gas shortages.

FINDINGS OF FACT

1. In 1970 about 30% of Silverton's population was part of the labor force, a considerably lower percent than in the county as a whole. This reflects the high percentage of senior citizens living in Silverton and the many farm workers who are not reported in employment statistics.

2. Silverton's labor force had an occupational group profile similar to the County and the State. About 19% were service workers, 15% were professional and technical workers, 12% clerical workers, and 12% craftsmen and foremen. The chief differences are that Silverton has a considerably higher percentage of service workers and farm workers than either the County or the State and a lower percentage of sales and clerical workers.

3. The average number of school years completed by Silverton's labor force in 1970 was 12.1. Silverton had a lower percentage of college graduates and a higher percentage of residents who had not had a high school education than either the County or the State.

4. The 1978 median income in Silverton was $12,813. In 1970 Silverton had proportionately more low income households and fewer high income households than either the County or the State. In 1970,16.2% of Silverton's families were below the poverty level, almost twice the state average.

5. Silverton's economy is typical of "bedroom" communities (smaller communities from which many residents commute to a nearby larger city to work) with a high percentage of local employment in the trade and service sectors. A 1977 survey indicated that about 50% of Silverton's work force commutes out of the City to work.

6. There is adequate land available for commercial and industrial growth. Land outside the city limits to the west along the railroad tracks is considered appropriate for future heavy commercial and industrial use as well as those lands already zoned for commercial and industrial use in the City.

7. Silverton's major economic advantages includes its proximity to Salem, available land for industrial development, and location near recreational facilities and in scenic surroundings. Economic disadvantages include limitations in sewer and water capabilities, limited income growth potential of senior citizens, cost of services that need to be provided to the low income elderly, and, to some extent, a limited economic base.

POLICIES

1. Provide land for light industrial development in an industrial park setting.

2. Enhance the desirability of the industrial park to potential users through improvements in vehicular and railroad access and provision of public services.

3. Pursue Federal grants to assist in the development of industrial park properties.

4. Explore various possibilities for utilizing second story space above retail shops in the downtown core.

5. Encourage the provision of off-street parking for downtown employees and reservation of street parking for consumers.

6. Explore the possibility for ensuring high quality development in the downtown area through a design review process.

IMPLEMENTATION

Policies on economic development will be implemented through zoning and improvements in public services (primarily transportation, sewer and water).

TRANSPORTATION ELEMENT

GOAL

Provide a safe, convenient, balanced, aesthetic and economical transportation system.

Objectives

1. Enhance the city's quality of life by providing adequate access to residences, employment, services, social and recreational opportunities.

2 Create an interconnected transportation system which supports both the existing and the planned land uses.

3. Create a safe transportation system.

4 Operate transportation facilities at a level of service that is cost-effective and appropriate for the area served.

5 Meet the access needs of land development while protecting public safety needs and transportation operations.

6 Provide a balanced transportation system that provides options for all transportation modes.

Transportation Element Update

In 1998, Silverton received a grant from the Transportation Growth Management program funded by the Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD) to update the City's Transportation System Plan (TSP). The City's existing TSP had been adopted in the early 1990's and contained the plans for existing and planned transportation systems. Subsequent to the adoption of the TSP several significant factors occurred which warranted a review of this plan. When the TSP was originally adopted the city was just beginning to come out of a prolonged recession which saw little development of any kind during the 1980's. By contrast the 1990's witnessed unprecedented building development in the community. Several large residential subdivisions were developed and a number of other properties were involved in some sort of development. The population of the Silverton increased from 5,635 during the 1990 census to 6,740 at the time the grant request was submitted. While this growth was within the projection forecast in the TSP it was felt that some of the assumptions of where this growth was occurring should be re-evaluated to determine if it

was still compatible with the planned transportation facilities. The combined effect of these new developments was anticipated to result in new users to the city's transportation systems. The Oregon Garden alone is projected to attract as many as 400,000 visitors annually. In consideration of that it was felt that the update of the TSP was imperative.

The first step in the update process was the selection of a consultant. Kittelson & Associates was selected based in part on their having written the existing TSP, having done other projects in the community and their involvement with putting together a traffic impact analysis for the Oregon Garden. Starting in the summer of 1998 and continuing into the summer of 1999 the consultant met numerous times with a TSP citizen advisory committee. In addition, there were several presentations before the Planning Commission, as well as joint work sessions before the City Council / Planning Commission. The TSP was adopted by the City Council in November, 2000.

Overview of the TSP

The transportation system plan consists of a roadway plan, transit plan, pedestrian facilities plan, bicycle facilities plan, access management plan, rail facilities plan, water facilities plan, pipeline facilities plan, and transportation demand management strategies. The roadway plan includes an updated road classification system that now distinguishes major from minor collectors, along with arterial and local streets. The TSP identifies and updates street cross section standards, including the introduction of added narrower street standards, which could be applied under certain conditions. The access management plan includes access spacing standards for arterial, collector, and local streets. The transit plan includes a proposal to expand both community and intercity bus service, and develop more park and ride facilities. The pedestrian facilities plan shows extending sidewalks on every arterial and collector street in the City, as well as certain off-street pathways. The bicycle system plan shows the development of bike lanes on all arterial and most collector as well as certain off-street bikeways.

Future Conditions

The future conditions section of the TSP provides a summary of the process used to develop a baseline traffic forecast for the year 2020 to be used in assessing transportation systems needs. The 2020 population projection is estimated by Marion County to be about 9,965 residents. The 20-year analysis of future conditions took into consideration this population projection, as well as several land use alternatives; a "no build" forecast; additional traffic resulting from the development of the Oregon Garden; as well as added through-traffic (traffic may be assumed to be traveling through Silverton to Salem or to the Silver Falls State Park) on Highways 213 and 214.

In contrast to the previous TSP which used a February day as the critical analysis period for the traffic modeling, this update used a July weekday p.m. peak hour to be more reflective of anticipated traffic volume conditions.

By the year 2020 daily traffic volumes are projected to increase substantially on several major streets in Silverton. Traffic volumes on Highway 214 are expected to range from 11,000 -

14,000 vehicles a day, while traffic on Highway 213 east of downtown, will have approximately 10,000 vehicles a day. Traffic volumes on C Street are calculated to range from 10,000 to 15,000 vehicles a day. Meanwhile traffic volumes on Cascade Highway, near the Oregon Garden, should be about 6,000 vehicles a day. The analysis of this research indicates that several intersections in the city will have critical traffic movements operating at a level of service "F" (the lowest ranking) during this time period. These include: C Street / First Street; C Street / McClaine Street; C Street / Water Street; Main Street / Water Street; and Water Street / Oak Street. Each of these intersections will require some form of traffic control and / or lane configuration modifications in order to achieve an acceptable level of service in the future.

Transportation System Alternatives

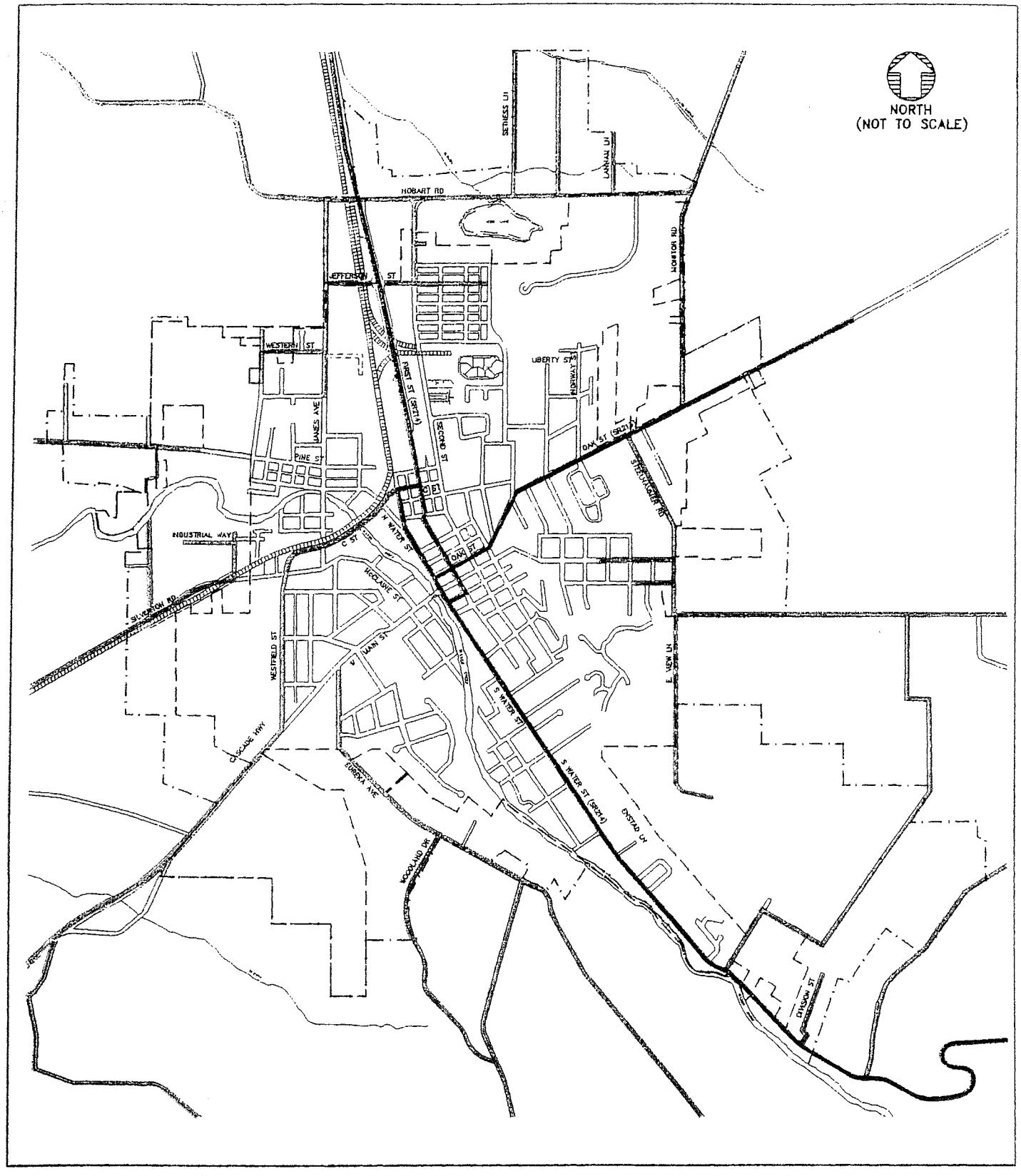
As part of the TSP process a number of alternatives for each of the major components of the TSP were considered. The roadway alternatives included downtown couplet reconfiguration; west side collector; north side collector; east side collector. Each of the alternatives was evaluated against the following criteria: the ability of the improvement to improve access and connectivity throughout the community; the capacity needs of the roadway system; construction costs; land use impacts; and environmental impacts. Pedestrian and bicycle alternatives included adding sidewalks to collectors and arterial streets where none currently exist; development of off-street pathways. Transit alternatives included a number of routing alternatives for the Silver Trolley as well as an intercity bus service alternative. As in any plan not all of the alternatives were included as final recommendations in the final system plan. The decision to drop certain alternatives also to into consideration its compatibility with the selected review criteria as well as with expressed community values.

Transportation System Plan

The system plan is the culmination of the traffic and population projections, combined with the various alternatives, in an effort to determine a preferred alternative. A critical component of the TSP is an updated roadway plan which identifies an appropriate functional classification of streets and associated design standards; a plan for widening and pavement rehabilitation of existing streets; and a plan for new street construction. The following is an overview of each section of the TSP to highlight both the existing conditions and the planned aspects of that component of the TSP.

Existing Roadway Conditions

Within a community there are a number of different types of streets. Each type is designed, or should be designed, to serve a particular type of transportation function. A roadway hierarchy system can be likened to a water course hierarchy, were small creeks feed into larger creeks, which in turn feed into rivers. In much the same way roads can be viewed as functioning. At the "headwaters" of the system are the local or residential streets. These are streets which are designed to provide primarily local access to properties which either are presently developed, or



LEGEND

- STATE ROADWAY
- COUNTY ROADWAY
- PRIVATE ROADWAY
- UGB
- CITY LIMITS

EXISTING ROADWAY JURISDICTION

CITY OF SILVERTON, OREGON TRANSPORTATION SYSTEM PLAN NOVEMBER 1999	FIGURE 1

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will eventually be developed. Local street are narrower streets with a curb to curb pavement which can vary inside the right of way. The purpose of this is to encourage both access and connectivity, while trying to control vehicle speeds. Local streets also tend to have low traffic volume counts. Higher up the functional hierarchy are collector roads. These are roads which are intended to carry greater traffic volume counts as they take traffic from local streets and move it to other local streets, but primarily towards arterial streets. Arterial streets are the major streets within a community. These are streets which carry the largest volume of traffic and includes traffic which may be staying within the community but also be designed with the needs of traffic which primarily intends to pass through a community. Because of the increased traffic load, and the likelihood that these types of streets will have a higher speed limit than local streets, they are designed to be a wider street inside a wider right of way.

The following streets are classified as:
Arterial streets:

C Street (between McClaine and First Streets)
First Street (between north UGB and Lewis Street)
Lewis Street (between Water and First Streets)
Main Street (between Water and First Streets)
Oak Street (between Water Street and the east UGB)
Silverton Road (between Westfield Street and west UGB)
Water Street (between C Street and south UGB)
Westfield Street (between Main and McClaine Streets)

Collector streets:

Eureka Avenue
Evans Valley Road
Hobart Road
Ike Mooney Road
James Street (between Hobart Road to Water Street)
Jefferson Street (between James Avenue to Second Street)
McClaine Street (West Main to C Street)
Monitor Road
Pine Street (James Avenue to City limits)
Second Street from Jefferson to C Street)
Steelhammer Road
Water Street (James Avenue to C Street
West Main Street (First Street to Westfield Street)

All other streets are classified as local or residential streets.

It is often assumed that all streets which are within the city limits are maintained by the City of Silverton. However, within the UGB, jurisdictions of roads fall into four categories (Figure 1), City, state, county, and private. Each of these jurisdictions is responsible for upkeep and

maintenance of that particular street, or segment of the street. That particular jurisdiction is also responsible for issuing access permits onto that street. With the exception of private roads each jurisdiction which has ownership for a street, or even a portion of a road, is responsible for the upkeep of that facility and the issuance of access permits. As a result of this multi-jurisdictional approach of the community's streets there can often be confusion over access standards, roadway standards required during construction projects, traffic enforcement issues also result from city police not having jurisdiction on county roads. In an effort to minimize any potential confusion there will be a greater coordination between the City, Marion County and the State for development projections along either state of county roads.

State highways:	Oak Street, South Water Street, North First Street, Front Street, and a portion of C Street, along with a portion of North Water Street.
County roads:	C Street (from McClaine Street to Front Street), Eureka Ave., Industrial Way, Evans Valley Road, Quarry Road, Cascade Highway, Westfield Street, Silverton Road, Western Street, Ike Mooney Road, Evans Valley Road, Steelhammer Road, Monitor Road, Monson Road, Folsom Road, Hobart Road, Jefferson Street; and parts of East Main St., Reserve Street, North Second Street, James Street, Grant Street, and Pine Street.
Private:	East View Lane, Division St., Woodland Drive, western end of Industrial Way, Latham Lane, Setness Lane, Stark street.

All other streets are within the City's jurisdiction.

The TSP includes detailed traffic counts for 24 intersections within the city. This information illustrates the level of service, average delay observed at each intersection, critical volume to capacity ratio, critical movement, as well as break down of movements for existing conditions. This information provides the basis for projections and to help determine which intersection may require additional improvements. The result of this data collection indicates that currently most of the intersections function at acceptable levels. The exception to this is the C and Water Street intersection, and the C and McClaine Street intersection which are both at level E or worse.

Roadway plan

Figures 2 and 3 shows the classification of both existing and planned streets. Of particular importance are several planned future collector roads. Several collector roads are determined to be needed to better move traffic, both through the city, as well as to efficiently move traffic within the city. The function of a collector road is to provide both direct access to local properties as well as move traffic from residential or local streets to arterial streets. The future collector roads will be designed to have a curb to curb pavement width of 36 feet, within a public right of way of 70 feet. Along the east side of the community a collector road is planned to eventually connect Oak Street with South Water Street. This future street is planned as intersecting Oak Street near the Monitor Road intersection and then paralleling Steelhammer

NORTH
(NOT TO SCALE)

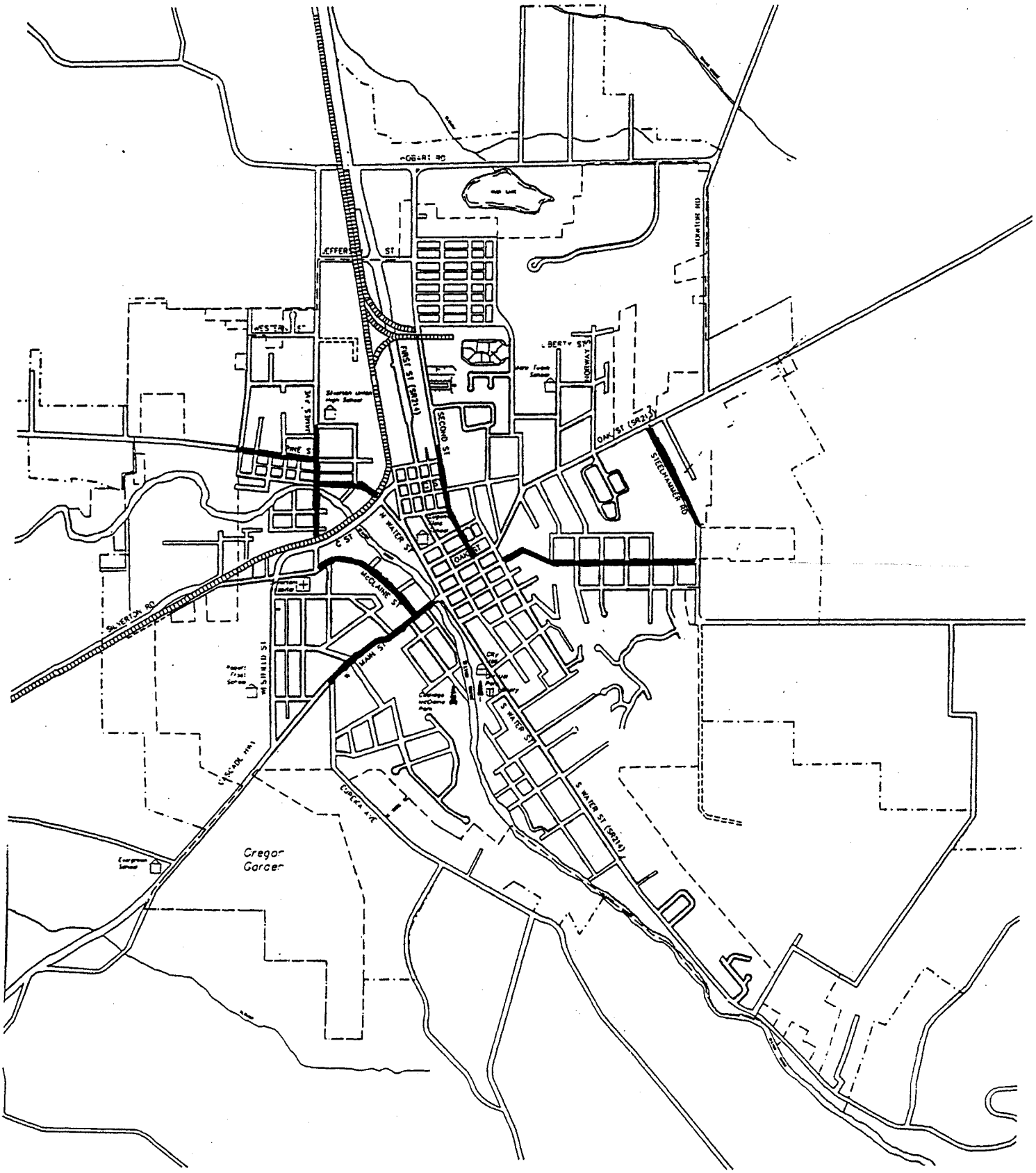
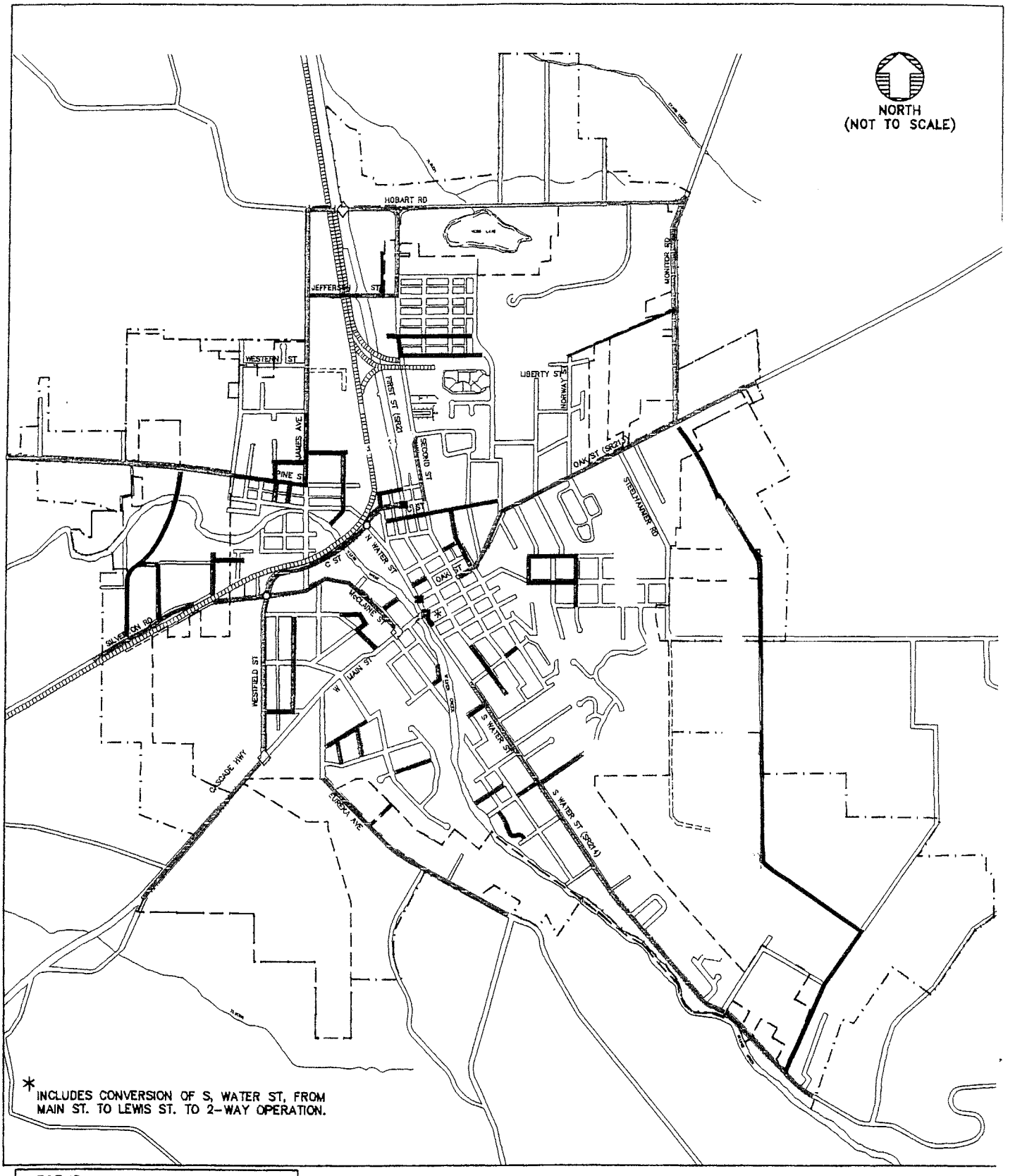


FIGURE 2

ESTABLISHED NEIGHBORHOOD COLLECTOR



ROADWAY IMPROVEMENT PLAN

CITY OF SILVERTON, OREGON
TRANSPORTATION SYSTEM PLAN
NOVEMBER 1999

FIGURE 3

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Road to intersect with Evans Valley Road in the 14400 to 14500 block of Evans Valley Road. The future road will then proceed south, through the large 100 acre property in the 4300 block of Evans Valley Road. The collector will continue along a section of Ike Mooney Road where it will connect to South Water Street as either a new road paralleling Division Street or the continued but improved use of Ike Mooney Road depending on traffic engineering studies. A segment of this road is planned to travel outside the City's UGB. Prior to the construction of this particular segment the location will need to be consistent with County and State land use regulations. In the west side of the community a future collector road is planned connecting Silverton Road to Pine Street. This future street will follow Monson Road to Silver Creek where it will need to cross the creek in area east of the Silverton Treatment Plant.

Neighborhood collector:

Streets which are identified on Figure 27 (page 87) of the Transportation System Plan are designated to be neighborhood collectors. The intent of this designation is to recognize that certain segments of these streets have predominant characteristics such as street trees, narrow streets, substandard rights-of-way and/or substandard home setbacks located in well established neighborhoods. If the street were automatically improved to full collector standard it would reduce its livability attributes. Because new wider urban collector street widths could destroy the appearance and character of the neighborhood, the City desires to specifically exempt a street or segment of a street which is designated as a neighborhood collector from future consideration for upgrades that would use the new urban collector standard. Figure 27 shows the Established Neighborhood Collector streets that have been determined to be exempt from the full urban collector standard.

Unlike new collectors it is difficult to come up with a specific standard of what the cross section of a neighborhood collector would look like since by definition it is intended to be designed on a case by case basis. The question of who should decide to what extent these streets be improved is a valid one. The most efficient way to determine what level of improvement is appropriate for a particular neighborhood collector is for the City Engineer to make design recommendations to the City Council, with the Council making the final determination.

Neighborhood collectors

East Main Street, from Steelhammer Road to Third Street
Steelhammer Road, from Oak Street to Crestview Drive
West Main Street, from Eureka Avenue to Silver Creek bridge
McClaine Street, from West Main Street to James Street
James Street, from Schaldor Street to railroad tracks
Pine Street, from James Street to Grant Street
North Water Street, from James Street to railroad tracks

The Plan lists a number of street intersections which will need improvement during the planning period. In the interim period traffic control personnel are being used to move traffic through key

intersection in an efficient cost-effective manner until these intersections can be improved. These include:

- C / First - add new signal
- C / McClaine / Westfield Street - add left turn lanes, new traffic signal
- C Street / N. Water Street - add turn lanes, new traffic signal
- First Street / Oak Street - new traffic signal
- Water Street / Main Street - add traffic signal, convert south approach to two-way
- N. Water Street / Oak Street - add traffic signal
- W. Main Street / McClaine Street - add left turn lane on McClaine Street

The TSP contains a projected list of streets which are planned to be re-paved, or in the case of gravel streets to be paved. This is part of the City's intent to upgrade substandard streets.

Existing Public parking

A downtown parking study was initiated in the summer of 1998 to address the issue of downtown parking for customers, residents, and employees. The study concluded that at the present time there is sufficient parking capacity to satisfy the current parking needs. At the time of the study there were approximately 1,100 private and public parking spaces available in the downtown core. It was estimated that these parking spaces were utilized approximately 40% during the weekday peak period, and about 25% during the Saturday peak period. However, the study did document that if some of the private lots which are currently used for public parking were to become unavailable for public parking then there would be a parking shortage within the downtown. Overall, parking demand was observed to rise sharply in the morning and level off from 10:00 a.m. to about 4:00 p.m., with a slight increase in parking demand mid-afternoon, and then settling back down to low parking demand levels after 4:00 p.m. Most motorists are parked for no more than one hour, however 6% of the vehicles were observed to park for more than 4 hours.

Public Parking Plan

The recommendation of the Downtown Parking Study include:

- Continue the use of parking meters, but consider increasing the levels of fines.
- Seek out shared use agreements with various churches and lodges in the downtown area.
- Discourage business employee parking in the City park parking lot on West Main Street.
- Eliminate the practice of allowing Eugene Field staff have unlimited free parking in metered parking spaces.
- Avoid parking policies that reserve a parking space for a single business.
- Purchase properties which can be used for public parking.
- Loading zones should have posted operational times to allow short-term parking.
- Expand the use of the Silver Trolley to provide shuttle service between the Oregon Garden and the commercial downtown core.
- Formulate a parking district for the downtown area.
- Develop uniform signage to direct drivers to public parking areas.

Existing Pedestrian and Bicycle Facility

Sidewalks are located on many of the downtown streets, although further from the city center, sidewalk linkages are missing. Sidewalks are being provided in all newer subdivisions but are often lacking within older, established residential neighborhoods. In some cases sidewalks are only provided on one side of the street and pedestrians are forced to cross the street in order to continue walking on the sidewalk along the same road. Bike facilities are essentially limited to the use of the existing street or sidewalk systems.

Pedestrian and bicycle plan

The TSP recognizes that sidewalks and bicycle lanes are important features of the City's transportation system (Figures 4 and 5). Sidewalks will be constructed on at least one side of all designated arterial and collector streets in the City during the 20-year planning period. The plan identifies a number of streets which do not have a complete sidewalk system. It is important to note that as new developments are constructed or as road improvements are made, existing sidewalks are connected to new sidewalks. Sidewalks will be included as part of any reconstruction of arterial and collector streets. Local streets without sidewalks should periodically be reviewed to determine a priority funding list for such improvements. This list of streets requiring sidewalk improvements includes:

- C Street between McClaine and Front Street
- Cascade Highway west of Westfield Street to provide a connection to the Oregon Garden
- Eureka Avenue
- Hobart Road
- Jefferson Street between N. Second Street and James Avenue
- James Street north of Florida Avenue
- Monitor Road
- N. Second Street north of Whittier Street
- Oak Street east of Norway Street
- Pine Street west of Grant Street
- South Water Street south of Peach Street
- Steelhammer Road
- East Main Street

In addition, several off-street pathways were identified as needing to be constructed during the planning period. These include:

- A new pathway along portions of a designated route connecting downtown Silverton with the Oregon Garden, via Coolidge Street, Keene Avenue, Eureka Avenue, and an existing easement into the Oregon Garden site.
- A new pathway on the east side of Silver Creek between Wesley and Cowing Streets, and along Cowing Street to South Water Street.
- A new pedestrian bridge over Silver Creek in the vicinity of Lewis Street, and another pedestrian bridge in the Cowing Street area.

Existing Rail Service

The Willamette Valley Railroad currently provides branch line rail service for the shipment of commodities between Salem, Stayton, and Woodburn, through Silverton. The line is classified as exempt to certain rail standards meaning it is limited to only carrying freight at speeds which do not exceed 10 miles per hour. Passenger rail service to Silverton residents is provided by AMTRAK in Salem or Portland.

There are six existing railroad/ highway grade crossings in Silverton:

- First Street south of Whittier Street
- Hobart Road west of Highway 214
- James Street north of C Street
- Jefferson Street west of Highway 214
- Silverton Road west of C Street
- Water Street north of C Street

Gates and flashing lights are provided at the grade crossings on First and Water Streets and Silverton Road, with no flashing lights at the other crossings.

Rail Facilities Plan

The TSP recognizes that the Willamette Valley Railroad provides an important transportation alternative to businesses within the community. The City should continue to support the operation of this rail line. At the present time the rail line is limited to carrying only freight. However, if passenger service could be provided then Silverton residents and businesses would gain from this transportation opportunity. With the development of the Oregon Garden it may be appropriate to consider a variety of economic tie-ins, one of which might be a tourist dinner train operating along the branch line. The City will encourage the development of passenger and tourist use of this train line. There are three rail/highway grade crossing in need of improvement in Silverton, associated with the Willamette Valley Railroad. These include:

- James Street - crossing gates and signals
- Jefferson Street - crossing gates and signals
- N. Water Street - possible crossing modifications associated with nearby C Street intersection improvements

Existing Transit Service

Silverton is unique among smaller sized cities in that transit service has been available in Silverton since July,1998. The Silver Trolley, a 14-passenger van, is owned by the City of Silverton and operated by the City of Silverton. The Silver Trolley runs a fixed route daily excluding weekends. It also provides intercity bus service connection to Wheels Community Transportation. In addition, the Silverton Hospital runs Senior Plus, a medical transportation program that has operated successfully for nine years. Seniors over 55 years of age and disabled citizens of any age can schedule demand-response rides for medically-related appointments Monday through Friday. Other transit operations are limited to the Silver Falls School District school buses, and the Silverton Taxi service.

Transit Facilities Plan

The Transit Facilities Plan of the TSP stresses the value of the community having and maintaining a local transit system. The City will continue to support the operation of the Silver Trolley as a means to provide transit service. In the future as transit service expands the City of Silverton / Silverton Hospital may choose to work closely with the Marion and Polk County Brokerage under the auspices of Chemeka Regional Transportation System.

The vision of the Silver Trolley is for ridership to grow at a steady rate and to be able to provide increased levels of service compatible with constraints of a community of Silverton's size. At the present there is only one 14 passenger van which is dependant upon volunteer drivers for providing the service. It is envisioned that as funding options become more secure, an additional vehicle will be purchased, and that paid drivers will be hired so that the organization becomes less dependant on the time constraints of volunteers.

Existing air, water, pipeline

Silverton does not have a publicly-owned airport. Regional and commercial air service for passengers and freight is provided at the Portland International Airport. The nearest public general aviation facility is at the Salem Regional Airport. There is a site in the northwest corner of the community which historically was used as both a public and private airport from the 1920's to the early 1980's. At the present time the property is outside the Silverton Urban Growth Boundary and under Marion County's jurisdiction for land use regulations. Marion County regulations do not allow a public airport within an Exclusive Farm Use zone, but could allow a private airstrip for personal use as a conditional use. The area is flat and contains an unimproved landing strip. Urban residences are located to the south, along with a new high school to the southeast. Agricultural uses are to the north and west.

Pipeline transportation in and through Silverton, is limited to transmission lines for electricity, cable television and telephone service, and pipeline transport of water, sanitary and storm sewer, and natural gas. Waterborne transportation is limited to recreational use of the Silverton Reservoir located to the south of the UGB. Due to the size of Silver Creek there are no significant recreational opportunities along this water feature.

Air, Water, and Pipeline Facilities Plan

Any use of the former airfield site at the northwest corner of the city for the purpose of either a private airstrip or public airport, will require review and approval of the applicable jurisdiction for zoning matters. Any potential flight patterns would need to be directed away from both the school and nearby residences consistent with federal and state regulations. It is unlikely that a public airport would be either owned or operated by the City, and so will likely need to be privately owned. As there are no navigable rivers or lakes within the Silverton UGB waterborne transportation is not an issue, or a need, now or in the future. All existing pipelines within and through Silverton should be maintained as per the plans of the respective utility companies. Any roadway improvements in the future that would impact a particular pipeline will need to properly

address any required localized relocation of such facility.

Access Management Strategies

The TSP contains access management strategies for Silverton Road and Highway 214. These two streets were selected for consideration of various access management strategies because each street has some amount of development, or redevelopment potential. The purpose of access management is to facilitate the flow of traffic and to improve the safety of a roadway corridor. Access management strategies are applied to major roadway facilities in order to provide for efficient function which that facility was intended to provide for travel through the highway corridor. Without access management, traffic conditions in a corridor may become congested due to queues forming across driveways, long delays in entering or exiting the route, and increased accident experience in the corridor.

Each street was broken down into smaller segments and existing conditions were mapped and discussion of specific access management strategies was presented. Typically access management strategies can include: traffic signal spacing; traffic signal operation; number of travel lanes; driveway spacing; driveway location in relation to driveways on the opposite side of the street or to public intersections; left-turn lanes; width of left-turn median; raised medians; and local street circulation systems.

Specific recommendations for Silverton Road include several potential measures: realignment of Railway Avenue to intersect across from Monson to eliminate the off-set street intersection. Develop an internal road system on the north side of Silverton Road extending from Rogers Lane to Fosholm Road. Construct a raised median in the center lane of Silverton Road to restrict local access and turns. Establish a uniform driveway spacing standard of 175 feet between driveways.

Specific recommendations for Highway 214 include several potential measures: Construct a raised median in the center lane to restrict local access and turns. Access to new developments should be either off Second Street, combining driveways to serve multiple developments, or through the use of frontage roads. The TSP also contains access spacing standards. These standards are to be included within the zone code as part of a new section which pertains to access issues.

Transportation financing plan

The TSP identifies approximately $24 million worth of transportation related projects that are to be funded over the 20 year planning period. Slightly more than a quarter of this amount ($6.3 million) is proposed to be associated with the reconstruction of arterials and collector roads. Most of these improvements are scheduled as long term projects. Another $6.4 million is projected to be spent on the construction of new collector roads. The remaining $12 million will be needed for projected intersection improvements, pavement overlays, pedestrian and bicycle facilities, and expanded bus service. Table 6 gives a detailed breakdown and description of the transportation improvement program.

Table 6
Recommended Transportation Improvement Program

Type of Transportation Improvement	Estimated Construction Cost (Existing $)	Timeframe of Improvement*
New Roadways		
East side Collector (Monitor Rd. Extension) (8,500')	$4,200,000	Long-term
West side Collector & Bridge (Pine St. to Silverton Road)(2400')	$1,680,000	Long-term
Subtotal	$5,880,000	
Roadway Reconstruction		
C Street (1,950') (First - Westfield)	$635,000	Mid-term
W.Main St. (Westfield to Petit Lane)	$1,880,000	Long-term
Eureka Ave. (5,200') (W.Main to Edison Rd)	$1,440,000	Long-term
McClaine Street, west of S. Creek Shopping Center (3,500')	$970,000	Mid-term
N. Second Street, R/R to City Limits (1,280')	$360,000	Short-term
S. Water Street (south of Jersey Street)(1,000')	$325,000	Long-term
Westfield Street (2,450') (McClaine to W Main) East Main Street Steelhammer Road	$880,000 $320,000 $320,000	Mid-term Short-term Short-term
Subtotal	$7,130,000	
Local Street Improvements		
Overlays of existing paved streets,(numerous locations)	$500,000	Short-term, Mid-term, Long-term
Pave selected gravel streets (5,100') Ames Street, north of Main Street B Street, west of Highway 214 Brooks Street, between Alder and Short Streets D Street between First and Second Elm Street N. Third Street, north of Oak Street Mead Street Ord Street Park Street Fosholm Street Johnson Street Lane Street east of N. Second Street Orchard Street Short Street	$2,270,000	Short-term, Mid-term, Long-term
Install traffic calming devices on selected local streets	$500,000	Short-term, Mid-term, Long-term
Subtotal	$3,270,000	
Intersection Improvements		
Cascade Hwy/Westfield Street (channelization)	$350,000	Short-term

Type of Transportation Improvement	Estimated Construction Cost (Existing $)	Timeframe of Improvement*
C Street/Water Street (Signal & Intersection Improvement) C Street/First Street (Signal)	$600,000 $150,000	Short-term Mid-term
C Street/McClaine Street (Signal or Roundabout)	$380,000	Short-term
Hobart Road/Highway 214 (Channelization)	$100,000	Mid-term
Main Street/Water Street (incl. converting S. Water St. to 2-Way between Lewis and Main)	$200,000	Mid-term
Main Street/McClaine Street (Channelization)	$150,000	Mid-term
Oak Street/First Street	$150,000	Mid-term
Subtotal	$2,080,000	
Pedestrian Facilities		
Pathway connecting downtown with Oregon Garden (via Coolidge Park Keene St)	$115,000	Mid-term
Pathway on east side of Silver Creek (Wesley to Cowing St.)	$70,000	Mid-term
New pedestrian bridges across Silver Creek (at Jersey St. and Cowing St.)	$170, 000	Mid-term
New sidewalks along arterial/collector streets where needed and street not identified for reconstruction	$500,000	Short-term, Mid-term, Long-term
Subtotal	$855,000	
Bicycle Facilities		
Bike path on west side of Silver Creek (within Coolidge Park to Cowing St)	$330,000	Long-term
Bike route signing on streets without bike lanes	$25,000	Short-term
Subtotal	$355,000	
Transit System Improvements		
Phase 1 Service Improvements (see Table 16)	$1,080,000	Short-term
Phase 2 Service Improvements (see Table 16)	$2,500,000	Long-term
100-space park-n-ride	$300,000	Long-term
Subtotal	$3,880,000	
TOTAL TRANSPORTATION IMPROVEMENTS	$22,595,000	

*Short-term=0-5 years, Mid-term=6-10 years, Long-term=11-20+ years

The following policies are intended to be used by the City to guide the development of the city's transportation system over the next 20 years and the development of land which linked to the city's transportation system. Some policies are geared to specific areas such as transit and will be used by the City when applying for various funding options. Other policies will offer guidance and direction to the city when reviewing various land use proposals such as subdivisions, zone and comprehensive plan changes, and other land use proposal which require compliance with various comp plan policies.

POLICIES

A. Coordination

1. The City of Silverton shall notify ODOT of all project proposals and development applications adjacent to state highways.

2. The City shall notify Marion County of all project proposals and development applications adjacent to county roads.

3. The City of Silverton shall notify ODOT, DLCD, and Marion County of proposed changes to the City's Transportation System Plan.

B. Access management

1. New development along arterial and collectors shall conform to the identified City of Silverton access spacing standards in the TSP, and other access management requirements identified in the Oregon Highway Plan and the Marion County Rural Transportation plan for roads under their jurisdiction. Access permits on state and county roadways shall be obtained from ODOT and Marion County Public Works, respectively.

2. Proposed new developments or redevelopment on arterial and collectors will include shared access with adjacent properties to the extent possible.

C. Protection of Transportation Facilities

1. Review of land use proposals and development applications shall include consideration of options to minimize impacts on transportation facilities.

2. All plan map amendments shall conform to the adopted TSP. Proposed amendments should not substantially impact the functional classification or operation of transportation facilities. To ensure proper review and mitigation, a traffic impact study may be required for proposals that may impact transportation facilities.

3. A list of transportation improvements that are allowed, conditionally allowed or permitted through other procedures will be included in the Zoning Ordinance amendments to better implement the TSP.

D. Street System

1. New street improvements shall be consistent with the general location, functional classification, and typical cross sections (street standards) as set forth in the TSP.

2. New developments shall provide for street connectivity.

3. New developments shall provide for necessary street improvements which shall be consistent with the street standards in the TSP and other City ordinances.

4. The City of Silverton shall encourage the use of traffic calming mechanisms as a means to reduce traffic speeds.

5. In recognition that the entry points into the community along North First Street, Silverton Road, Oak Street, Pine Street, and South Water Street, will be some of the most heavily traveled routes into the community by tourists, the City of Silverton will develop strategies for "gateway" improvements.

6. The City of Silverton shall continually work towards ensuring that all reasonable effort is made that the identified transportation improvement projects are completed during the identified planning period. The projects listed within the TSP shall conform to projects identified within the City's Capital Improvement Plan (CIP). The CIP shall be reviewed on a bi-annual basis.

7. Streets identified in the City's TSP as "future collector roads" or as new local streets, or local street extensions are determined to be necessary for the proper development of the City of Silverton's transportation system during the 20-year planning period.

8. The developer of property which has a future collector located on it shall be responsible for the construction of this street up to residential street standards. The City of Silverton shall participate in the construction of the roadway above residential street standards.

9. The City of Silverton shall encourage future residential streets and driveways to have direct access onto future collectors.

10. Any segment of a future collector that is located outside the UGB shall not provide access to lands outside of the city limits.

11. When a proposed development is determined by the City to adversely impact the function of either a street or an intersection then the developer shall be responsible for providing necessary improvements to mitigate this impact on the City's

transportation facility.

E. Public Transportation

1. The City of Silverton shall continue to support the Silver Trolley to provide transportation service for the transportation disadvantaged in Silverton. This will include both fixed route and para-transit service.

2. The City of Silverton should continue to support the efforts of the Special Transportation Advisory Committee or its successors in the implementation of the Regional Transportation Enhancement Plan.

3. In an effort to minimize parking space constraints and to encourage visitors to the Oregon Garden to visit the commercial core, the City of Silverton shall support efforts to expand the fixed-route bus service to serve the Oregon Garden and other City attractions.

4. The City of Silverton will support efforts to develop intercity bus and rail service between Silverton and other cities such as Salem and Woodburn.

5. In an effort to minimize vehicle miles traveled, the City will encourage demand management programs such as commuter park-and-ride lots and vanpools to reduce single-occupancy auto trips to and from Salem.

6. The City of Silverton shall continue to be active in working with appropriate jurisdictions towards the formation of a coordinated regional transit effort.

F. Pedestrian System

1. The City of Silverton shall continue to extend its sidewalk system along arterial and collector roads.

2. All new developments shall provide a sidewalk with curbs and gutters and storm drainage facility along the frontage of any arterial, collector, or residential street. Any requirement for off-site improvements shall be based on a rough proportionality of the impact of the new development.

3. The City of Silverton shall initiate strategies to fill in the gaps in the existing sidewalk system.

4. Residential streets shall be further assessed and prioritized with respect to sidewalk development.

5. New developments such as subdivisions, schools, etc. shall provide internal sidewalks an/or off-street pathways for connectivity to adjacent parcels which are

either undeveloped or planned to be developed.

G. Bicycle System

1. The City of Silverton shall develop a bike lane / route system along arterial and collector roads.

2. All new developments shall be required to provide new bike lanes along the frontage of any arterial or collector roads. Any requirements for off-site improvements shall be based on a rough proportionality of the impact of the new development.

3. Streets shall be further assessed and prioritized with respect to bike lane development.

4. Appropriate bicycle parking facilities shall be provided at all new commercial, industrial, institutional and multifamily developments of four or more units. Bicycle parking facilities shall be located on site within 50 feet of a primary entrance.

H. Railroad

1. The City of Silverton shall continue to support the operation of the Willamette Valley Railroad as a means to provide alternative freight transportation services to the community.

2. The City of Silverton shall explore efforts to encourage linkages of commuter and tourist passenger rail services between Silverton, Portland, Salem, and other cities.

3. Any future street crossing of the railroad tracks shall be consistent with ODOT and PUC requirements.

4. The City of Silverton shall explore efforts to encourage pedestrian facilities linked to passenger and commuter and tourist linkages of rail services between Silverton, Portland, Salem, and other cities.

I. Air, Pipeline, and Water

1. It is unlikely that a public airport would be either owned or operated by the City

2. As there are no navigable rivers or lakes within the Silverton UGB waterborne transportation is not an issue, or a need, now or in the future.

3. All existing pipelines within and through Silverton should be maintained as per

NORTH
(NOT TO SCALE)

HOBART RD
MONITOR RD
JEFFERSON ST
WESTERN ST
FIRST ST (SR214)
SECOND ST
LIBERTY ST
NORWAY
Mark Twain School
Silverton Union High School
JAMES AVE
PINE
C ST
OAK ST
OAK ST (SR213)
STEELHAMMER RD
N WATER ST
Abigail Frazier School
McCLAINE ST
Silverton Hospital
SILVERTON RD
WESTFIELD ST
Robert Frost School
W MAIN ST
City Hall
Old Mill Park
Library
Coolidge McClaine Park
S WATER ST
S WATER ST (SR214)
CASCADE HWY
EUREKA AVE
Oregon Garden
Evergreen School

LEGEND

- EXISTING SIDEWALK (ONE SIDE)
- EXISTING SIDEWALK (BOTH SIDES)
- COLLECTOR/ARTERIAL ADD SIDEWALKS (streets without existing sidewalks)
- OFF-STREET PATHWAY OPTION

PEDESTRIAN SYSTEM PLAN

CITY OF SILVERTON, OREGON
TRANSPORTATION SYSTEM PLAN
NOVEMBER 1999

FIGURE 28

2891\DWGS\FINAL699\2891F017.DWG

NORTH
(NOT TO SCALE)

HOBART RD
JEFFERSON ST
MONITOR RD
WESTERN ST
FIRST ST (SR214)
LIBERTY ST
NORWAY ST
Mark Twain School
Silverton Union High School
JAMES AVE
PINE ST
SECOND ST
OAK ST (SR213)
STEELHAMMER RD
N WATER ST
Eugene Field School
C ST
OAK ST
McCLAINE ST
Silverton Hospital
SILVERTON RD
WESTFIELD ST
Robert Frost School
W MAIN ST
Coolidge McClaine Park
City Hall
Dog Park
S WATER ST
CASCADE HWY
EUREKA AVE
S WATER ST (SR214)
Oregon Garden
Evergreen School

LEGEND

- Bike Route – Proposed Bike Lanes & Shoulder Bikeways (1993 Silverton Bicycle Plan)
- Bike Route – Proposed Shared Roadway) (1993 Silverton Bicycle Plan)
- Bike Route – (Proposed Off-Street) (1993 Silverton Bicycle Plan)
- Bike Route – (Potentia Added Bike Lanes on Collectors)

BICYCLE SYSTEM PLAN

CITY OF SILVERTON, OREGON TRANSPORTATION SYSTEM PLAN NOVEMBER 1999	FIGURE 5

ENERGY

GOAL

Conserve energy resources and encourage use of reusable energy resources.

OBJECTIVES

1. Encourage energy conservation through sound land use and transportation planning policies.

2. Encourage energy conservation through weatherization of new and existing residential and commercial structures.

EXISTING CONDITIONS

Overview

It is important to note at the outset that energy conservation itself is not the major aim of a total energy policy. Rather, conservation provides a means for achieving social goals such as the: 1) reduction of dollars wasted in producing energy whose value to consumers is less than the added production cost, 2) reduction in environmental damage caused by energy production and use, 3) preservation of depletable energy resources for future generations, 4) improving economic justice by avoidance of hardships to economically disadvantaged groups, 5) preservation of freedom of choice, and 6) reduction of vulnerability to the interruption of foreign sources of energy.

Many improvements in the efficiency of energy production or consumption are not necessarily socially desirable. For instance, while removal of automobile mufflers would improve the efficiency of energy use, it would also raise the noise produced by automobiles to an undesirable level. Therefore, where the use of energy yields benefits in excess of its cost to society (i.e., automobile mufflers) energy policies would generally tend to encourage it. Where the opposite is the case, conservation measures would be encouraged.

For the most part, energy policy in this larger context can only be effected on a national, regional or in some cases, a state level. Local jurisdictions can affect energy production and consumption practices only minimally. Of the courses open to cities such as Silverton, encouraging conservation in energy consumption seems to be the most effective means for achieving the broad social goals associated with energy policy and for implementing the state energy goal.

Historical Energy Uses

From 1962 to 1973 there were upward trends in energy consumption in the United States as a whole, in the Northwest and in Oregon. During this period the average annual rate of growth in total energy consumption was 5.5%[2]. In 1974, the economic recession and the oil embargo combined to reduce total consumption in Oregon by 4.7%. This decline continued through 1975.

[2]The Historical data on energy use presented in this element is taken from "Oregon's Energy Future", Second Annual Report, Oregon Department of Energy, January, 1978.

Residential

From 1962 through 1972, residential consumption rose steadily at an annual rate of 3.6%. During 1973 and 1974, usage declined 3.6% and 5.2% respectively. However, in 1975, residential consumption increased by 2%. This sector now accounts for approximately 20% of total state energy usage. Portland General Electric currently supplies approximately 24 million kilowatt hours for residential use in the Silverton area at a price of about 27 mils per kilowatt. Research done by the Department of Energy indicates that water heating alone accounts for 65% of the energy needed to operate the typical non-electrically heated home. Cooking, refrigeration and lighting follow in order of energy use comprising about 13%. Electricity and natural gas have largely replaced petroleum products in the provision of energy for residential use during the period from 1962-1975. Electricity now accounts for about half of residential energy consumption. Since Silverton's population is projected to grow significantly over the next two decades, additional amounts of energy will be needed in the residential sector.

Recent Conservation Legislation. During the past several years the State of Oregon has adopted legislation aimed at encouraging conservation of energy and use of alternative energy resources in the residential sector.

Conservation through weatherization of homes is the focus of state legislation. Measures enacted include the following:

1. In July 1974 a building code emphasizing thermal efficiency for all new residential construction was enacted. Homes built since July 1974 must meet required levels of insulation in the ceiling, floors and walls. A new code will go into effect sequentially in March 1978 and January 1979. Ceiling and floor insulation values will be increased and double glazed windows and vapor barriers will be required.

2. ORS 757.730 establishes programs for consumers to obtain a range of information and weatherization services directly from space heat energy suppliers. These services include home heat loss inspections, cost estimates of energy saving measures and information about low-interest loans. Lending institutions will provide 6-1/2% loans for people who take advantage of these programs.

3. For veterans, ORS 407.058 requires that in order to acquire a veteran's loan for a home built prior to July 1, 1974 (when state insulation standards went into effect for new home construction), the home must meet new "retrofit" weatherization standards set by the Department of Commerce. Eligible veterans may also finance weatherization home improvements through this measure.

4. Numerous Federal programs provide weatherization assistance to low-income and elderly persons. At the state level, ORS 310.681 appropriates $4 million to the Department of Revenue for home weatherization expenses for low-income and elderly residents. This is a reimbursement plan for the cost of weatherization materials and services up to $300 per household for those who qualify.

5. Oregon provides a tax credit of up to $125 for the cost of weatherization materials. ORS 316.088 allows a personal income tax credit for individual taxpayers to improve the energy efficiency of their principal residence or the principal residence of their renters, excluding mobile homes. Installation must meet applicable minimum standards of the Uniform Building Code.

Implementation of these weatherization programs has already begun. The Department of Energy has analyzed the expected impacts of these programs and estimates that on homes built before 1975, the annual yearly savings in energy used for space heating would be approximately 20% for single family homes and 23% for apartments. This estimate was based on the assumption that actions equivalent to insulating ceiling to R-19 and floors to R-9, wrapping three inches of extra insulation around water heaters located in unheated areas, and weatherstripping and caulking would be taken.

Recent Alternative Source Legislation. Because its major energy uses have relatively low-temperature heat requirements, the residential sector is particularly suitable for direct heat applications of alternative resources, such as solar and geothermal energy. Perhaps the greatest inhibiting factor in the use of alternative resources in this

sector is initial cost. The "first cost" for the installation of alternative systems, in both conversion of older homes and new construction, is still more than for a conventional electric or fossil fuel system.

To help overcome this cost barrier, two major bills were passed by the 1977 Oregon Legislature:

1. ORS 307.175 provides a tax credit to any Oregon homeowner who installs a certified solar, wind or geothermal energy device in their principal or secondary residence. Twenty-five percent of the investment cost, up to $1,000, may be claimed provided the alternative energy device will meet or exceed 10% of the total energy requirements of the home and has been certified by the Department of Energy.

2. ORS 407.048 applies to all veterans who install solar, wind or geothermal energy devices in their homes. A Department of Veterans's Affairs (DVA) loan of up to $3,000 may be obtained, provided the alternate energy device meets criteria established by the DVA.

The Department of Energy forecasts that by 1997, 1.3% of residential units will have solar space heating and 37% will have solar water heating. At this time there is one Silverton home that utilizes solar energy for water heating.

Commercial

The commercial sector accounts for about 10% of Oregon's total energy consumption. Usage patterns in this sector closely resemble those in the residential sector with most of the energy applied to space and water heating in stores, offices and public buildings. Nearly 14 million kilowatt hours of electricity are supplied to commercial accounts in Silverton at an average price of 23 mils per kilowatt hour. As the population of Silverton increases, commercial demand for energy will continue to rise. However, several important factors appear to be developing which will affect future use patterns.

First, the increasing cost of energy will tend to improve the efficiency of energy use in the commercial sector by eliminating energy waste through better insulation, better appliances and more efficient business practices. As a result, slower growth in commercial energy demand is expected.

Second, mandatory and voluntary energy conservation standards could also slow the growth in energy consumption in this sector. For example, ORS 456.747 mandates maximum lighting standards for all public buildings constructed on or after July 1, 1978. Voluntary lighting standards for all existing public buildings will also be established. In addition, voluntary energy conservation standards for existing public buildings will be developed in accordance with ORS 456.748.

Third, reliance of the commercial sector on unconventional energy sources which are either renewable or in much more abundant supply will tend to increase over time. Commercial buildings heated with solar energy already exist. Increasing prices of conventional energy sources, technical progress, incentives for solar and other unconventional energy installations, and increasing public recognition and acceptance of renewable energy sources mean that the long-term prospect for the utilization of alternate energy sources is favorable.

Industrial

In 1975 the industrial sector accounted for 28% of Oregon's total energy consumption. The shares of total industrial usage represented by petroleum and natural gas have fluctuated significantly since 1962, in part reflecting shifts in the relative prices of these fuels. In contrast, electricity's share of total usage has remained fairly constant. This is primarily because electricity is used mainly in situations where other fuels can not be readily substituted. In the future, the Department of Energy expects petroleum usage to increase as the industrial use of natural gas declines. In addition, there could be an expanded usage of other sources, especially coal. The rate at which other fuels are introduced will be largely affected by governmental incentives and disincentives for using certain fuels.

Cogeneration (production of electricity via additional steam from oil or gas burners as part of existing industrial

process) has received much publicity lately, but has not been widely utilized because the economics have not been favorable. This is especially true in Silverton and other Oregon cities where the electricity prices are low. The only likely application of cogeneration in Silverton would be in the food processing plant, where the large amount of steam used would justify cogeneration. The seasonality of the operation, however, renders the practice unattractive.

Transportation

The transportation sector is the largest use of energy in Oregon, accounting for 42% of the State's total energy consumption in 1975. Virtually all the consumption in this sector is in the form of liquid petroleum fuels and 87% of the energy used for transportation was gasoline and diesel fuels for highway travel. This amounted to 36% of the state's total energy consumption.

In the Economic and Transportation elements the potential for a car pooling and commuter bus program between Silverton and Salem was discussed. While it is difficult to predict the amount of energy that could be saved through the successful implementation of such a program there is no doubt that it would be significant. Some energy could also be saved through an improvement in vehicular movement patterns, particularly in the downtown area. "Stop and go" driving consumes more energy than smoother, non-stop driving.

Future Energy Sources

Over 38 million kilowatt hours are used annually within the City of Silverton at an average price of 26 mils per kilowatt hour. Table 25 provides a detailed breakdown of electric energy usage in Silverton from 1977 to 1978.

Electricity is now provided to Silverton by Portland General Electric. There is a future potential for local energy production through placement of a hydroelectric generator plant on Silver Creek. CH2M HILL engineers have made a rough estimate of the power potential and project costs for construction of such a facility.

The potential for generating power at Silverton Dam would vary considerably from season to season. There would be approximately 200 to 250 cubic feet of water per second (cfs) available about 80% of the time from November through May when normal water flows result in fairly large and continuous spillway discharges. The available flow would be dramatically reduced during the remainder of the year. Only 5 to 50 cfs would be available from June through October, with an average of about 10 cfs. During this period the reservoir could be drawn down below the spillway crest and the only releases made would be those required for city use and possibly for fishlife. The overall energy production of the plant would average about six million kilowatt hours per year.

TABLE 25
ELECTRICITY USAGE, AUGUST 1977-JULY 1978
City of Silverton

Type of Use	Number of Accounts	Kilowatt Hours (kWh)	Dollars Charged
Residential	1,893	23,893,225	640,626
General Commercial	295	13,739,282	317,988
Residential Outside Lighting	7	6,216	480
Commercial Outside Lighting	21	66,120	3,401
Public Outside Lighting (city street lights, schools)	5	410,578	20,846
Summer Lawn Irrigation	2	616	36
Total	2,223	38,116,037	983,377
Average cost per kilowatt hour -		25.7 mils	
Average kWh per household -		12,622/27 mils per kWh	
Average kWh per Business -		46,574/23 mils per kWh	

Source: Portland General Electric, (Silverton Office) Area Revenue Report, July 1978

The estimated construction cost of the facility is about 1.5 million dollars. Energy costs based on the relationship of annual project costs (construction loan amortization, maintenance costs, operating costs, insurance, supplies, and administration) to total kilowatt hours of energy produced are estimated at 34 mils per kilowatt hour.

Although this rate per kilowatt hour is higher than the current electricity costs in Silverton, it is interesting to view it in relation to other cities around the country. In January, 1978, the cost of electricity in mils per kilowatt hour in other cities was:

Seattle	11.4
Silverton	25.7
Portland	27.2
Denver	34.4
Baltimore	40.0
Washington, D.C.	49.2
Newark	63.0
New York City	94.9

The cost for local energy generation may seem more favorable as the cost of energy increases and Federal programs encourage the development of such facilities.

FINDINGS OF FACT

1. In Oregon, the residential sector accounts for about 20% of the total energy used, the commercial sector about 10%, the industrial sector about 28%, and the transportation sector about 42%.

2. In residential use, water heating represents 65% of the energy demand of the typical non-electrical home. Cooking, refrigeration and lighting fall in order of energy use, comprising an additional 13%. Electricity now accounts for about half of residential energy consumption of Oregon.

3. The State of Oregon has adopted energy legislation aimed at the residential sector. It focuses on conservation through weatherization and encourages the use of alternative energy sources through various incentives.

4. Energy saving in the commercial sector is expected to occur as the increasing cost of energy encourages more efficiency of use, as mandatory and voluntary standards for energy use are set, and as reliance of the commercial users on renewable or more available energy sources increases over time.

5. Cogeneration, or the production of electricity via additional steam from oil and gas burners, does not seem to be viable for any of the existing industries in Silverton.

6. There is a potential for significant energy savings in the implementation of commuter bus and car pooling program between Silverton and Salem.

7. A hydroelectric generating plant in Silver Creek would produce about six million kilowatt hours (kWh) of electricity per year at a cost of about 34 mils per kWh. PGE currently supplies the City of Silverton with over 38 million kWh of electricity per year at an average of 26 mils per kWh.

ALTERNATIVES

Three Approaches

There are three basic approaches that can be applied individually or in combination to increase the conservation of energy and the use of renewable energy resources. These are public information programs, incentive programs and enforcement programs[3].

Public Information Programs

Policies of providing information to energy consumers fall into two categories: 1) educating or informing individuals about available opportunities, and 2) persuading individuals to change their behavior.

Although the American value system strongly endorses volunteerism as ethically desirable, reliance on voluntary energy conservation promoted by persuasive appeals is not likely to produce sustained energy savings. These appeals are heard primarily by those who are already in agreement and ignored by those who are opposed or indifferent. A wealth of behavioral research indicates that conduct which involves personal sacrifices is not long maintained in the absence of offsetting rewards. Thus while appeals for voluntary energy conservation are an effective means of reducing energy demand during short-run emergencies including energy shortages, these appeals are not likely to effectively reduce demands in the long run.

Public information programs to provide consumers with reliable and convincing information concerning conservation practices (that are in their own best interest to adopt) are much more likely to produce sustained energy savings than are appeals to volunteerism. One way to inform and educate consumers in energy conservation measures is to initiate a program similar to the county agent system of the U.S. Department of Agriculture. This service would provide unbiased council on energy related matters to residential consumers and businesses The State of Washington has already embarked on such a program with funding from the U.S. Department of Energy. This concept could easily be adapted to meet the needs of a local city government. While

[3]The positive and negative aspects of these alternatives and their energy saving impacts were analyzed in depth in "Energy Futures Northwest", the final report of the Northwest Energy Policy Project published in May 1978. Much of the text in this section was drawn from the discussion on pages 73-94 of this report. More information on the report would be available from the Pacific Northwest Regional Commission, 700 East Evergreen Boulevard, Vancouver, Washington 98661.

not always too successful in achieving energy savings, such information and education programs have many desirable attributes with few undesirable side effects. Recent legislation has mandated that investor owned utilities provide the consumer with information on energy conservation and weatherization. This program may be adequate to meet Silverton's needs.

Incentive Programs

Another category of energy conservation policies includes providing monetary and other rewards in the form of tax credits, low-interest loans, subsidies and excise taxes to adopters (and penalties to non-adopters) of various energy conservation measures. Although it is in the economic interest of consumers and businesses to adopt most of the measures without any incentives because they will save more money in lower fuel bills than it will cost them to implement conservation measures; the incentives are designed to add yet more enthusiasm for adoption. In cases where payback periods are very short, additional incentives are not likely to be effective except in the case of providing low-interest loans to individuals who have no access to investment funds (low-income individuals with limited borrowing capacity). In other cases where rewards make conservation either easier or more convenient, or shorten payback periods, incentive policies can be quite effective.

For the most part, such monetary incentives are ones that the City of Silverton would not be in a position to offer. Many monetary incentives have already been made available through state and Federal legislation. The City's role would more appropriately fall into the category of educating Silverton residents about their availability and assisting persons in taking advantage of them. This can perhaps be done in conjunction with enforcement of the building code and specialty codes.

Enforcement Programs

Mandatory regulations could be imposed by a local government to require energy conservation. The estimated savings are significant; however, for the most part these mandatory actions would interfere with existing market forces and reduce individual freedom of choice. While some of these regulations (such as building code revisions) could be enforced by minimal additional policing effort, others (such as requiring recycling of paper, glass, aluminum, and ferrous metals) might be very difficult or costly to enforce.

Potential Conservation Measures Appropriate for Silverton

Residential Sector

The largest short-run payoffs and therefore, the most attractive measures for energy conservation in the residential sector are those relative to weatherization of existing homes.. More detailed information on reducing heat loss in residences is presented in Tables 25 and 26.

In new residential construction, energy could be conserved by : 1) using higher levels of ceiling, wall and floor insulation and installing double-glazed windows and vapor barriers; 2) siting homes to take advantage of natural sunlight; 3) landscaping yards to reduce the energy needed for heating and cooling; 4) clustering housing to make use of common wall construction, reduce travel distances and reduce street construction and maintenance costs; and 5) increasing use of solar space and water heating systems.

Commercial

Measures aimed at reducing energy consumption in Silverton's commercial sector would include: 1) reducing ventilation and lighting levels in commercial buildings; 2) moderating thermostat settings; 3) adding wall and roof insulation and double pane windows to existing buildings; and 4) using heat conserving features in new commercial construction (more insulation, fewer windows, efficient ventilation and lighting systems, etc).

TABLE 26
REDUCING HEAT LOSS IN RESIDENCES[1]

Conservation Measures	Heat Savings (BTU/Year/Home) Electric Heat	Heat Savings (BTU/Year/Home) Oil or Gas Heat	Cost
Ceiling insulation	57	95	$ 240
Ceiling plus wall insulation	87	145	588
Ceiling, wall and floor insulation	95	159	948
Complete insulation plus storm windows	104	175	1,298
Complete insulation plus storm windows and storm doors	106	179	1,508

[1]Based on a typical 1200 square foot home located west of the Cascades. Savings are in terms of purchased Btu and are therefore higher for oil and gas heated homes, assuming those furnaces are 60% efficient.

Source: "Energy Futures Northwest", Northwest Energy Policy Project Final Report, May 1978, P. 81.

TABLE 27
COST OF SAVING ELECTRICITY BY WEATHERIZING ELECTRICALLY HEATED NORTHWEST HOMES

Conservation Measures for Homes West of Cascades	Useful Life (Years)	Cost of Saving 1,000 kilowatt-hours of Electricity (1975 Dollars)
Ceiling insulation		
R-0 to R-19	20	1.68
R-11 to R-19	20	13.60
Add Wall insulation		
R-0 to R-13	20	4.68
Add storm windows	20	14.93
Add weatherstripping and caulking	5	16.21
Add floor insulation		
R-0 to R-11	20	16.70
R-0 to R-19	20	17.18
Add storm doors	10	50.72

*Assuming a 10% interest rate.

NOTE: The Oregon State Building and Specialty Code requires R-30 insulation for ceilings, R-11 insulation for walls, and R-19 insulation for floors in new construction.

Source: "Energy Futures Northwest", Northwest Energy Policy Project Final Report, May 1978, p. 80.

Transportation

The primary means for conserving energy in Silverton's transportation sector would be through a reduction in the number and length of automobile trips This could be accomplished by: 1) implementing a car pool or commuter bus program as the need is shown; 2) providing bike and pedestrian paths between residential and employment centers as funds become available; and 3) encouraging development of mixed-use high density residential/commercial areas.

Public Services

Although the City of Silverton could reduce the energy cost of future public services by adopting a general policy against providing sewer and water services where sewer or water must be pumped, other land use requirements may mandate the pumping of these necessary public services. In gathering data for development of its urban growth boundary, the City mapped all of the areas in which the pumping of sewage or water would be required. In establishing the location of the boundary, consideration was given to pumping requirements of those areas outside the city limits. Several of these areas remain inside the boundary because they were already committed to urban use. The City recognizes that pumping to these areas may be required.

POLICIES

1. The City will increase the energy efficiency of city operations where possible, and encourage organization of car pools and commuter bus programs.

2. The City will encourage the use of solar heating systems, landscaping and common wall construction as a means to reduce energy needs for heating and cooling in new construction.

3. The City will continue to require new construction to meet new State standards for weatherization and energy conservation.

4. "Strip" commercial and residential "sprawl" will be discouraged to reduce the number and length of automobile trips. "Mixed use" areas that combine residential uses with neighborhood commercial activities will be encouraged as an alternate.

5. As need is shown and as funds become available the City will encourage establishment of a bike and pedestrian path system that connects residential areas with employment centers.

IMPLEMENTATION

Many of the energy policies will be implemented through revisions in the zoning, subdivision and PUD ordinances. Height, bulk, and setback requirements will be revised to allow buildings to be sited so that they might take advantage of solar energy as well as natural vegetation for screening. The Uniform Building and Specialty Codes will be adhered to in order to meet new State weatherization standards.

PUBLIC FACILITIES AND SERVICES

GOAL

Provide orderly and efficient public facilities and services to adequately meet the needs of Silverton residents.

OBJECTIVES

1. Ensure the safety of Silverton citizens through adequate Police and fire Protection.
2. Protect the general health of local residents by providing adequate storm sewerage, sanitary sewerage collection, and treatment, solid waste disposal, and water treatment and distribution.
3. Provide an adequate amount of parkland for local use and provide a variety of recreation facilities to meet the needs of all age groups.
4. Provide sufficient land for school facilities.
5. Maintain and improve public facilities and city-owned facilities.

EXISTING CONDITIONS

Figure 8, prepared in 1979, shows the location of Silverton's public facilities and several semipublic facilities. The only change in location since then was the move of the Fire District in 1985. Formerly in the City Hall, a new fire station is located on First Street (OR-214) one block north of D Street.

City Administrative and Service Center

The City Hall is located in a cluster of public buildings on South Water Street along Silver Creek. The City Police Station is next to City Hall and the City Library is next to the Police Station.

The present City Hall was built in 1924. It is in need of major repair or replacement.

The City Police Department is housed in a remodeled flour mill office. It is in need of major repair or replacement. Jail facilities are provided in Salem by Marion County. The Marion County Sheriff's Department has a sub-station on Front Street in Silverton to provide service to the unincorporated areas around Silverton, Mt. Angel, and Scotts Mills.

The Silverton Country Museum south of the Library, and the Silverton Armory, located across from the museum, complete the cluster of public buildings on South Water Street.

Library

The City Library building includes approximately 4,000 square feet. The collection contains about 34,000 volumes.

Fire and Emergency Medical Services

The Silverton Fire District provides fire and emergency medical services to the City of Silverton and the surrounding area. The fire department includes ten full-time staff (including the chief and 60 volunteers. Some 19 department members are also emergency medical technicians (EMTs). The headquarters station is at 806 N. First street. Other fire stations are at 80 McClaine Street, 13404 Riches Road,S.E., and 16436 N. Abiqua Road, N.E. The Public Safety Dispatch Center and 911 answering point is in the Police Department at 400 S. Water Street.

Hospital Facilities

Hospital facilities are provided to the area by the 38-bed Silverton Hospital at Phelps and Welch Streets. The hospital is operated by a non-profit corporation.

School Facilities

Silverton has four schools within the city limits. School District 4C includes grades K through 8 in three schools and Silverton Union High School District 7J includes grades 9 through 12. District 7J receives students from District 4C and eight other elementary districts. District 4C extends beyond the city limits and UGB and even includes an enclave hear Silver Falls State Park.

The oldest school in the system is Eugene Field School, which was built in 1930. The school site offers little room for expansion and play space is minimal. The City of Silverton and School District 4C funded a feasibility study for reuse of the Eugene Field School that was completed in October 1985 by Richard Leonard, Architecture & Planning and Tucson Myers & Associates. The study found that it would be possible to reuse the school building as a community center, although senior housing does not appear to be a viable option. Due to financial constraints no decision has yet been made to replace Eugene Field School. Any relocation to a new elementary school (or perhaps two smaller schools) and reuse of the old building will be heavily dependent on the availability of funding for both projects.

The capacity of the Eugene Field School is approximately 420. The present enrollment is 482 in grades K through 3. The capacity of Robert Frost School is approximately 450, and the present enrollment is 413 in grades 3 through 6. The capacity of Mark Twain School (grades 7 and 8) is approximately 400, while the present enrollment is 229. The capacity of the high school (grades 9 through 12) is about 1,100, and the present enrollment is 732.

It is expected, if current trends continue, that during the next 20 years a new elementary school will have to be constructed in Silverton. School District 4C owns a 10-acre site in the Steelhammer Road area for the purpose of locating a new school at the Steelhammer site. However, additional facility requirements could also be met on other land already owned by the school district. Use of school property for additional school buildings in this way would eliminate some recreational resources now provided at these school sites. This factor was taken into account in the projection of future park and recreation needs.

School Recreation Facilities

Several park and recreation facilities are owned and operated by the schools. About 2 acres of playground space is available north of the Eugene Field School. The fenced, cleared area is used for organized games, softball diamonds, and soccer fields. Approximately 8 aces of the Mark Twain school site is devoted to playfield use that includes a baseball and softball diamond, a blacktopped play area, and a grass track. An additional 5 acres is available as a community park with open space for passive and semiactive recreation.

The Robert Frost School site includes about 8 acres of playfield with a covered play area. Over 25 acres is available as a community park resource that includes a nature trail, an arboretum, and a 20-station physical fitness course. Twenty-one acres at the high school are developed as play fields. There are facilities for football (with

stadium seating), track and field, baseball, softball, and tennis.

Parks and Recreation Facilities

Residents of Silverton have a variety of parks and recreation facilities available. Silver Falls State Park, located about 10 miles south of Silverton, is an important recreational resource for Silverton as well as a feature that attracts many people from outside the immediate area. There are also a number of city parks and school facilities within the city as listed in Table 28 and discussed below.

TABLE 28
SILVERTON PARKS

Facility Type		Acres
Playgrounds		
Coolidge-McClaine Park		.3
Lincoln Street		.1
Eugene Field School		2.0
Robert Frost School		2.0
Mark Twain School		1.0
	Subtotal	4.7
Playfields		
Robert Frost School		6.0
Mark Twain School		7.0
High School		21.0
	Subtotal	34.0
Community Parks		
Coolidge-McClaine Park		8.3
Olde Mill Park		7.5
Mark Twain School		5.0
Robert Frost School		25.0
	Subtotal	45.8
TOTAL PARK ACRES		84.5

Sources: City of Silverton and School Districts 4C and 7J, 1978 and 1985

Within Silverton a total of 38.7 acres is available for playground and playfield use and 45.8 acres for community park use between the city and school district facilities listed in Table 28. In addition, St. Paul's Catholic Church permits use of its 4-acre field for Little League baseball.

City Parks

The City owns three parks, Coolidge-McClaine Park and Olde Mill Park are both located south of the central business district on Silver Creek. A small "mini" park is on Lincoln Street.

Coolidge-McClaine Park includes 8.6 acres on the west bank of Silver Creek. This wooded park serves mostly for passive recreation. Within the park there is also a small children's play area of 0.3 acres that contains swings, a slide, a merry-go-round and spring-mounted animal rides. The rest of the park is provided with picnic tables, cooking facilities with hot and cold water, rest room facilities, a drinking fountain, a wading pool, swings, a large climb-and-slide toy, and horseshoe pits, There are street lamps located in the park area to improve safety.

Olde Mill City Park is located next to other city-owned property containing the Silverton Country Museum, City Hall, Library, Police Station and city parking lots. The park area covers approximately 7.5 acres and includes the City's swimming pool. A foot bridge over Silver Creek connects the Olde Mill Park with Coolidge-McClaine Park. Bikeways and pedestrian walkways have been provided in both parks.

Additional parks are expected to be developed on city-owned land along the southeast city limits, on the creek at Peach Street, and adjacent to the waste water treatment plant. Parkland to serve the Steelhammer area will have to be acquired during the planning period. Land for specific active recreation facilities (ball fields, tracks, and so on) is included in the acres projected for school use, although such facilities would also be available for use by the entire community.

Solid Waste Disposal

In recent years the solid waste from the City of Silverton has been disposed of at the Woodburn sanitary landfill. That is about to change with the 1986 completion of the garbage-burning plant at Brooks. The garbage burner and the remaining landfills in the area are under the jurisdiction of Marion County. The city franchises solid waste disposal in the city limits to United Disposal Services. Curb-side recycling began in Silverton before July 1, 1986.

DETAILED PUBLIC FACILITIES INVENTORY

The City of Silverton's Public Facility Inventory was compiled in May 1985 by K & D Engineering, Inc. The Public Facility Inventory is both a reference document for the city and a support document for the Comprehensive Plan. The inventory contains tables of information including capacity and condition on four major municipal utilities; sanitary sewer system, water system, street system, and storm drains. A set of maps is part of the inventory.

The City of Silverton's needs for major new public facilities are listed in Table 29, Recommend Public Facility Improvements, which is at the end of this section. Table 29 is keyed to Figure 10, Public Facility Planning Areas. Both the table and map show the areas that will need to be served within the Silverton UGB when projected growth occurs.

Sanitary Sewer System

Treatment Facilities

At the time of acknowledgement, the City of Silverton's sewage treatment system was performing marginally and nearing the end of its design life.

The City of Silverton's waste water treatment plant was upgraded in 1984. The facility now has a design population of 10,000. The major biological facilities were added to improve overall treatment. The plant uses the trickling filter solids contact process to treat municipal waste water. The average dry weather plant flow is 1 million gallons per day. The peak hydraulic capacity is 4-1/2 million gallons per day.

The new waste water treatment plant is performing well and meeting the effluent criteria for discharge to Silver Creek. The Silverton plant is permitted to discharge effluent that does not exceed a biological oxygen demand of 10/10 nor a suspended solid level of 10/10 during the summer months. The minimum stream flow on Silver Creek was set at 23 cubic feet per second (cfs) in the summer. This flow will protect water quality by dispersing the maximum summer effluent flow of 2.3 cfs from the Silverton sewage treatment plant.

Silverton Sewer Collection System

The sanitary sewer collection system has five lift stations for areas not serviceable by gravity flow. Four were constructed in 1983 as part of the U.S. EPA funded waste water treatment and collection system improvements. The fifth lift station had larger pumps installed in 1983 for greater capacity. Capacities of the lift stations should generally be adequate through the current 20-year planning period. Additional data on each of the lift stations is available in the waste water collection system operations and maintenance manual. The lift stations and the characteristics of the areas they serve that could affect future capacity are discussed below.

The Silver Street lift station serves the Silver Street and Alder Street residential area. The station discharges into the 12-inch sewer line along Alder Street just before an 8-inch siphon crossing of Silver Creek. The lift station operates well within design capacity. It is not likely to require a capacity increase during the 20-year planning period due to its restricted service area.

The Grant Street lift station is located between Florida Drive and Western Avenue. The current service area is Florida Drive west of Montevista, and Montevista Street to Grant Street north of Florida Drive. The lift station discharges into a gravity line on Grant Street one block north of the lift station. The Grant Street Lift Station may be able to serve a small area of undeveloped land in addition to its existing service area. Capacity is considered adequate throughout the 20-year planning period.

The lift station located at the northwest corner of the James Street and Florida Drive intersection serves a small residential area along Florida Drive west of Montevista Street. Some development east of James Street may be connected to this lift station. The capacity should be adequate throughout the 20-year planning period.

The West Main lift station is located on West Main Street, approximately 150 feet west of McClaine Street. It serves most of west Silverton south of "C" Street and west of Silver Creek. The lift station discharges directly to the Water Street trunk line at Main Street. The west Silverton area has a high rate of infiltration and inflow, and efforts to reduce the infiltration and inflow may be necessary as the area develops. Otherwise, the lift station is adequate for the planning period.

The lift station at Second and Jefferson Streets serves the residential neighborhoods from North Second to Mill Street north of Whittier. The station discharges directly to the 15-inch trunk line on Second Street. Additional area will be served by the Second and Jefferson lift station as development occurs during the planning period. As in west Silverton, some infiltration and inflow reduction work may be needed in order to maintain adequate capacity to handle waste water flows.

Water System

At the time of acknowledgement several areas in Silverton were experiencing problems due to deficiencies in the water system. The water treatment plant was upgraded in 1983, the city's main supply line was replaced, and a 2 million gallon reservoir was constructed.

Sources of Water

The domestic water supply for Silverton is from Abiqua Creek and Silver Creek. The City of Silverton has water rights for up to 10 cubic feet per second (cfs) or 6.46 million gallons per day (mgd) of water from Abiqua Creek. The City of Silverton also has water rights to use 5 cfs from Silver Creek and storage rights for 1,300 acre-feet on Silver Creek. Actual use averages between 1.2 and 1.5 cfs from Abiqua Creek during most of the year. The

maximum summer use from Abiqua Creek has been about 3 cfs. Silver Creek is used as a backup to the Abiqua Creek supply, and to date the maximum summer use from Silver Creek has been 0.8 cfs. The city's water rights should be more than adequate for the 20-year planning period, although there is a need to upgrade the Abiqua supply line with a larger pipe.

Water Treatment Facility

The city's water treatment facility is located on east hill at the corner of East Main and Ames Streets. The facility consists of two rapid sand filtration plants. The original plant was built in 1958 and an expansion was completed in 1983. With the latest expansion, a total plant capacity of 5.5 million gallons per day is available. This should be an adequate supply for the 20 year planning period. This assumes that no large users of industrial water supplies will locate in Silverton, and that current water treatment standards remain in force.

Water Storage System

The City of Silverton currently has three water storage reservoirs with a capacity of 3.25 million gallons. Two of the storage reservoirs (1.25 million gallons capacity) are at the water treatment A high-level storage reservoir with 2.0 million gallons capacity is located southeast of Silverton at an elevation of approximately 590 feet.

Additional storage capacity of up to 3.5 million gallons will be required based on the projected population of 9,900 by the year 2005. This future requirement can be met with a new 1.5 million gallon reservoir in the next 5 to 10 years and another 2.0 million-gallon reservoir in 10 to 20 years. Possible locations are at the water treatment plant and in west Silverton. A major user of water for consumptive purposes or a use with needs for high fire flows could require greater storage.

Water Service Levels and Distribution System

Silverton currently distributes water to three pressure zones. Most of the town, including the downtown and the northwest and north areas, are in the low level service area from elevations of approximately 200 to 315 feet. The mid-level service area at 315 to 430 feet is between Reserve Street and Steelhammer Road on the east and the Eureka, Keene, Ross and Weiby neighborhoods in west Silverton. There are only a few services on the high level system from 430 to 530 feet.

Storm Drain System

Preliminary work for a storm drain master plan was begun in July, 1983. The work was continued as part of the Public Facility Inventory in 1985. Future storm drain line sizes and locations were evaluated for the drainage basins shown in Figure 9, Storm Sewer Drainage Basins. The map shows the areas that do not drain directly to Silver Creek, the main drainage through the city, and corresponds to a large-scale (1" = 300') map kept at Silverton City Hall. A 1"=600' scale map of potential future storm drains is included in the Public Facilities Inventory.

The City of Silverton's storm drainage basin planning is based upon the rational method as described in the Oregon State Highway Hydraulics Manual. The City of Silverton intends the storm drain planning map to serve as a general guide. The individual projects should be designed to adequately drain a 5-year flood event (this is the flood that has one chance in twenty of occurring in any given year). The projects listed in Table 29 assume that no detention basins are used, and the large projects listed are those with 24" pipe or larger.

Street System

The street system in the City of Silverton was evaluated in the Public Facility Inventory. The inventory contains information on all Silverton streets by functional classification (arterial, collector, central business district, or local), type of surfacing material (asphaltic concrete, Portland cement concrete, penetration macadam, oilmat, or unimproved), condition from poor to excellent, width of pavement, adjacent activity, sight distance, grade and traffic conditions.

Other information on streets is contained in the Transportation element, on the Federal Aid Urban (FAU) map for the City of Silverton, and in recent reports on the FAU streets in Silverton. The street projects listed in Table 29 are those significant projects on arterial and collectors that are anticipated to be needed during the 20 year planning period. Most of these projects are part of the FAU system although some are in city or county as well as state jurisdiction. The priority "A" projects or those needed in the next 5 years include projects that the City of Silverton has proposed for the State Highway Division's next 6 year Highway Improvement Program. Local streets, which the City would rely upon developers to build, are not included in the projects listed in Table 29.

Bridges

There are three public highway bridges and four private bridges in Silverton. The Main Street and James Avenue bridges are city-owned. The "C" Street bridge, built in 1960, is under Marion County jurisdiction. A pedestrian bridge connecting Olde Mill Park with Coolidge-McClaine Park, was replaced in 1979. All of the bridges cross Silver Creek.

The Main Street bridge is a concrete structure. The 36 foot width carries three traffic lanes and there are also 5 foot sidewalks on either side. The Main Street bridge was constructed in 1974. It had a rating of 84.2 when inspected on September 27, 1984.

The James Avenue bridge is a steel structure that carries two lanes of traffic. The bridge was constructed in 1929 and renovated in 1949. The bridge currently has a sufficiency rating of 69.4, and an estimated remaining life of 30 years according to the Silverton Public Facility Inventory.

The Silverton Public Facility Inventory states: "Silverton's existing highway bridges appear sufficient to carry anticipated traffic through the 20 year planning period considered for this report. It is not likely that new bridge construction will be required unless significant development on the west bank of Silver Creek takes place south of McClaine and Coolidge Park. This area is currently served by a few private bridges which are not likely to be suitable for public ownership."

Future Service Areas

The map in Figure 10 shows areas within the city and urban growth boundary that will need to have public facilities and services extended or upgraded as growth occurs. These areas are generally without significant public facilities now, and the extension of services will need to be coordinated as development proposals are evaluated in order to provide adequate levels of urban services. The type of anticipated development is briefly described for each area to provide a better understanding of the needs and priorities for the projects listed in Table 29.

West Silverton

This area (service area 7 in Figure 10 and Table 29) is located south of Silver Creek and west of Main Street. There has been landowner interest in the formation of a very large Local Improvement District (LID). The LID would provide the means to develop or redevelop the area for a combination of industrial, commercial, residential, and public uses. The estimated costs to serve this area are higher than other areas of similar size in the UGB

because of the more intensive uses and greater public facility needs (such as larger lines for fire flows) for this area.

Northwest Silverton

This area includes service areas 6 and 10. It is located north of Silver Creek and west of the railroad tracks, and is designated primarily for residential use.

North Silverton

This area (service area 2,8, and 10) is mostly vacant land on the north side of the UGB. Service area 2 is the Countryside Mobile Home Park approved in 1985. Service area 8 is entirely within the current city limits. Much of area 12 has been designated for industrial use. The need for arterial and collector streets and water and sewer line extensions will need to be coordinated as land parcels are divided and developed.

East Silverton

This area includes service areas 1, 3, and 11. Area 1, the Steelhammer area has been in need of sewer service for several years, and this project is first on the city's priority list. The City in 1985 submitted an application for the fourth time (after coming close three times) to the Oregon Intergovernmental Relations Division for a grant from the Community Development Block Grant program. The completion of this project would eliminate the last area without sewers in the city with health hazard conditions due to failing septic systems. The Ames Street area (#3) is also designated and ready to construct when funding is available. Area 11 would be developed later, also as a residential area.

Southeast Silverton

This area located south of Evans Valley Road includes service areas 13 and 14. It would primarily be a low density residential area. Most of service area 14 is designated as an "urban reserve", meaning that it has a low priority for getting urban facilities and services.

South Silverton

This area is located west of Silver Creek and south of West Main Street, and includes service areas 4, 5 and 9. Areas 4 and 5 are mostly built up and the rest of this sector would see more residential development. Areas 4 and 5 are in need of major line replacement projects.

Possible Funding Sources

There are a variety of possible funding sources for public facilities in the City of Silverton. Among the alternative financing methods to pay for public facilities are system development charges, construction of streets and other improvements by developers, ad valorem taxes on real property, local improvement districts, utility fees, grants, or loans from the state or federal governments, the city share of state taxes on alcohol, tobacco, and motor fuel, and bonding. The availability and appropriateness of each of these funding sources varies or each type of public facility.

The city operates water and sanitary sewer utilities. Utility fees are the city's main source of revenue to maintain and improve the water supply and sanitary sewer systems. Utility fees and property taxes are the revenue sources available to retire the city's bonded indebtedness and Farmer's Home Administration Loan for the sewer and water systems. The City has found itself having to apply for grants to fund sewer line extensions due to the difficulties of funding these actions through the property tax or use charges. The City of Silverton does not have either a street utility nor a storm drainage utility.

The sources of financing for street construction and maintenance in the City are limited. The City relies upon

developers to construct new roads in subdivisions. Local improvement districts (LID's) can also be used for street projects. The City uses its share of fuel tax revenues for street maintenance, and has relied to a large extent on Marion County and the State Highway Division for assistance with construction and maintenance of major streets. The City has participated in the Federal Aid Urban program since 1979.

Recommended Public Facility Improvements

Table 29 lists recommended public facility improvements for sanitary sewers, water supply, storm drainage, and street projects. The projects listed are the significant projects needed to serve the area within the Silverton Urban Growth Boundary. The service areas listed for sewer, water, and storm drain projects are those shown on Figure 10. The street projects are listed by street segment.

The projects listed in Table 29 are assigned a priority which corresponds to when the project would be needed if projected growth is realized. Priority A means the short term or the first five years of the planning period. Priorities B, C, and D are for each succeeding 5-year period. The projects listed are subject to change as various development proposals and construction projects occur, and at future plan updates.

The cost estimates in Table 29 are based upon recent City of Silverton experience with similar projects. Cost allocation of utility lines was calculated based on the 1"=300' public facility plan maps prepared by Kraus and Dalke Consulting Engineers through a Comprehensive Plan Public Facility Development Grant from DLCD. The significant projects listed include: minimum water line sizes of 6 inches, minimum sanitary sewer line sizes of 8 inches, minimum storm drainage line sizes of 24 inches, and arterial or collector streets. For each area the total project length and subsequent cost was calculated. No individual building lines or minor system lines were added. The lines calculated are those necessary to make water or sewer service available to structures that could be sited throughout the service area. Individual line improvements not within the priority areas are generally replacement projects within city limits. The total line replacement cost is shown to arrive at total system improvement costs.

Summary

The City of Silverton has made substantial progress in planning for and providing public facilities. The upgrading of the water treatment plant in 1983 and of the sewage treatment plant in 1984 have eliminated a major constraint to the community's ability to attract industry and serve future growth. Sewers were built in several health hazard areas in recent years and the City is pursuing means to serve the last such area. Despite limited funding, the City continues to explore means to improve the street system, install storm sewers, and investigate options to improve other public facilities.

TABLE 29
SILVERTON RECOMMENDED PUBLIC FACILITY IMPROVEMENTS[1], 1986
A. Sanitary Sewer Projects

	Service Area Project[2]	Proposed Priority[3]	Estimated Cost[4]
1.	Steel hammer & Wall	A	$149,000
2.	Countryside M.H.P.	A	$49,000
3.	Ames Area	B	$141,000
4.	Coolidge Street	B	$22,000
5.	Jerome & West Bank	C	$101,000
6.	Pine Street	C	$98,000
7.	West Silverton	B	$383,000
8.	N. First & Jefferson	B	$32,000
9.	Eureka Area	C	$43,000
10.	Western-James Area	C	$126,000
11.	East Silverton	C	$254,000
12.	North Silverton	D	$302,000
13.	E.View Lane/Rock St. Area	D	$85,000
14.	S.E. Silverton	D	$161,000
		Subtotal	$1,946,000
	Summary of Individual Projects		$208,000
	TOTAL ESTIMATED COSTS (Sewer Lines)		$2,154,000

[1]Does not include maintenance or small individual projects.

[2]These areas correspond to those shown on Figure 10.

[3]Priority A means first 5 years (short term); Priority B means next 5 years; Priority C means the third 5 years; and Priority D is the fourth 5-year period in the 20-year planning period. Priorities are subject to change based on future plan updates, available funding, and specific development proposals. As per OAR 660-11.025 sub 3, the priorities listed herein are not a land use decision and appeals to LUBA based upon priority listings are prohibited.

[4]Estimated construction cost (rounded to nearest $1,000) as of January 1986 based on recent City of Silverton experience with similar projects.

Source: City of Silverton, January 1986.

TABLE 29
SILVERTON RECOMMENDED PUBLIC FACILITY IMPROVEMENT[1], 1986
B. Water System Projects

	Service Area/Project[2]	Proposed Priority[3]	Estimated Cost[4]
1.	Steelhammer & Wall	A	$14,000
2.	Countryside M.H.P.	A	$62,000
3.	Ames Area	B	$11,000
4.	Coolidge Street	B	$22,000
5.	Jerome & West Bank	B	$20,000
6.	Pine Street	C	$84,000
7.	West Silverton	B	$249,000
8.	N. First & Jefferson	B	$31,000
9.	Eureka Area	C	$162,000
10.	Western-James Area	C	$105,000
11.	East Silverton	C	$237,000
12.	North Silverton	D	$348,000
13.	E.View Lane/Rock St. Area	D	Area served by existing water main
14.	S.E. Silverton	D	$210,000
		Subtotal	$1,555,000
	1.5 Million Gallon Storage Reservoir		260,000
	2.0 Million Gallon Storage Reservoir		350,000
	Individual Line Replacement Projects		977,000
	TOTAL ESTIMATED COSTS (Water System)		$ 3,142,000

[1]Does not include maintenance or small individual projects.

[2]These areas correspond to those shown on Figure 10.

[3]Priority A means first 5 years (short term); Priority B means next 5 years; Priority C means the third 5 years; and Priority D is the fourth 5-year period in the 20-year planning period. Priorities are subject to change based on future plan updates, available funding, and specific development proposals. As per OAR 660-11.025 sub 3, the priorities listed herein are not a land use decision and appeals to LUBA based upon priority listings are prohibited.

[4]Estimated construction cost (rounded to nearest $1,000) as of January 1986 based on recent City of Silverton experience with similar projects.

Source: City of Silverton, January 1986.

TABLE 29
SILVERTON RECOMMENDED PUBLIC FACILITY IMPROVEMENTS[1], 1986
C. Storm Sewer Projects

	Service Area/Project[2]	Proposed Priority[3]	Estimated Cost[4]
1.	Steelhammer & Wall	B	$91,000
2.	Countryside M.H.P.	A	Served by facilities in adjacent area
3.	Ames Area	B	Served by facilities in adjacent area
4.	Coolidge Street	B	$34,000
5.	Jerome & West Bank	B	$10,000
6.	Pine Street	C	$64,000
7.	West Silverton	B	$416,000
8.	N. First & Jefferson	B	$18,000
9.	Eureka Area	C	$130,000
10.	Western-James Area	C	$75,000
13.	East Silverton	C	$373,000
12.	North Silverton	D	$235,000
13.	E.View Lane/Rock St. Area	D	$10,000
14.	S.E. Silverton	D	$317,000
		Subtotal	$1,773,000
	Summary of Individual Projects		$701,000
	TOTAL ESTIMATED COSTS (Storm Sewers)		$2,474,000

[1]Does not include maintenance or small individual projects.

[2]These areas correspond to those shown on Figure 10.

[3]Priority A means first 5 years (short term); Priority B means next 5 years; Priority C means the third 5 years; and Priority D is the fourth 5-year period in the 20-year planning period. Priorities are subject to change based on future plan updates, available funding, and specific development proposals. As per OAR 660-11.025 sub 3, the priorities listed herein are not a land use decision and appeals to LUBA based upon priority listings are prohibited.

[4]Estimated construction cost (rounded to nearest $1,000) as of January 1986 based on recent City of Silverton experience with similar projects.

Source: City of Silverton, January 1986.

TABLE 29
SILVERTON RECOMMENDED PUBLIC FACILITY IMPROVEMENTS[1], 1986
D. Street Projects

	Project Location[2]	Proposed Priority[3]	Estimated Cost[4]
1.	Intersection of C and Front Street	A	$250,000
2.	Widen and Realign OR-213; Church St. to UGB	A	$390,000
3.	N.Second Street from B Street to Oak Street	A	$151,000
4.	West Main Street from Eureka to Westfield	A	$191,000
5.	East Main Street from Third Street to Rock Street	B	$96,000
6.	James Street from Florida to Water Street	B	$156,000
7.	Steelhammer and Evans Valley from Oak to UGB	B	$380,000
8.	Hobart from Monitor Rd. to Hwy 214	B	$582,000
9.	N. Second Street from Whittier to B Street	B	$344,000
10.	Eureka Ave. from Main Street to the City Limits	B	$195,000
11.	N. Water from James Street to C Street	B	$124,000
12.	East Main Street from Rock Street to Steelhammer	C	$180,000
13.	Ike Mooney Rd. from S. Water Street to UGB	C	$347,000
14.	Jefferson Street from James to Mill Street	C	$280,000
15.	McClaine Street from W. Main to Trix Street	C	138,000
16.	Pine Street from Grant to Airport Road	C	$410,000
17.	N.Second Street from Hobart Rd. to Whittier	C	$300,000
18.	James Street from Jefferson to Florida Drive	D	$370,000
19.	James Street from N. Water Street to C Street	D	$106,000
20.	Mill Street from Oak Street to Lincoln Street	D	$515,000
21.	West Main Street from McClaine to Eureka Ave.	D	$220,000
22.	N. Water Street from C Street to E. Main Street	D	$330,000
23.	McClaine Street from C Street to Trix Street	D	$192,000
	TOTAL ESTIMATED COSTS (Streets)		$6,397,000

[1]Does not include maintenance or small individual projects.

[2]These areas correspond to those shown on Figure 10.

[3]Priority A means first 5 years (short term); Priority B means next 5 years; Priority C means the third 5 years; and Priority D is the fourth 5-year period in the 20-year planning period. Priorities are subject to change based on future plan updates, available funding, and specific development proposals. As per OAR 660-11.025 sub 3, the priorities listed herein are not a land use decision and appeals to LUBA based upon priority listings are prohibited.

[4]Estimated construction cost (rounded to nearest $1,000) as of January 1986 based on recent City of Silverton experience with similar projects.

Source: City of Silverton, January 1986.

TABLE 29
SILVERTON RECOMMENDED PUBLIC FACILITY IMPROVEMENTS[1], 1986
Summary

	Projects	Estimated Cost[4]
A.	Sanitary Sewer Projects	$2,154,000
B.	Water System Projects	$3,142,000
C.	Storm Sewer Projects	$2,474,000
D.	Street Projects	$6,397,000
	OVERALL TOTAL (Sewer, Water, Storm Sewers, Streets)	$14,167,000

[1]Does not include maintenance or small individual projects.

[4]Estimated construction cost (rounded to nearest $1,000) as of January 1986 based on recent City of Silverton experience with similar projects.

Source: City of Silverton, January 1986.

FINDINGS OF FACT

1. The present City Hall structure was built in 1924 and is in need of major repair or replacement.

2. The Police Department, housed in a remodelled flour mill and the City Library are located adjacent to the City Hall. The Police building is in need of major repair or replacement.

3. The Silverton Fire District provides fire suppression and emergency medical services to the City of Silverton and the surrounding area.

4. The Silverton Hospital is operated by a non-profit corporation.

5. The Silverton school districts have sufficient land to meet future needs for new classrooms over the next 20 years. However, development of some school district owned land may require development of parkland to replace the parks adjacent to schools.

6. The City of Silverton and School District 4C have cooperated in studying alternatives for the reuse of the Eugene Field Elementary school.

7. Parks and recreation facilities within Silverton include a total of 38.7 acres for playground and playfield use and 45.8 acres for community park use.

8. Solid waste disposal is done by a city franchiser and coordinated with Marion County and the Department of Environmental Quality.

9. The City of Silverton Public Facility Inventory compiled in 1985 contains detailed information on the sanitary sewer system, water supply system, storm drainage, and the street system.

10. The sanitary sewer system now operates well within the requirements of its discharge permit, and the treatment plant has adequate capacity for the planning period.

11. The City of Silverton has water rights more than adequate to accommodate the anticipated growth of the next 20 years. Additional water storage will be needed to accommodate anticipated growth.

12. Storm sewer drainage basins have been established in the Public facilities Inventory as a general guide to locating new and replacement storm drains.

13. Street construction and maintenance responsibility is shared between the City of Silverton, Marion County, and the State Highway Division. Silverton is in the Federal Aid Urban system.

14. Bridges in Silverton appear to be adequate for the planning Period.

15. Preliminary engineering for future service areas in the Silverton Urban Growth Boundary has established the estimated cost of providing the significant public facilities needed to support urban growth.

16. Possible funding sources for public facilities in Silverton include: system development charges, provision by developers, property taxes, utility fees, grants, loans, revenue sharing from alcohol, fuel, and tobacco taxes, and bonding.

17. Each of the implementation items discussed in the 1979 Silverton Comprehensive plan were completed within the past 5 years.

POLICIES

1. The City will investigate the repair or replacement of City Hall as well as the replacement or enlargement of the Police department.

2. The City of Silverton shall be the provider of these urban services within the Silverton Urban Growth Boundary: 1) general administrative services; 2) sanitary sewer system; 3) municipal water supply; and 4) storm drainage.

3. The City of Silverton shall provide police services in cooperation with the Marion County Sheriff and the Oregon State Police.

4. The Silverton Fire District shall be the provider of fire service within the City of Silverton and the Silverton urban growth area.

5. The City of Silverton shall continue to provide parks and recreation facilities in cooperation with school districts 4C and 7J. The City shall consider the needs of the handicapped and those of limited mobility in its design of public facilities, especially those for recreation.

6. The City of Silverton shall coordinate with School District 4C on the options for providing new elementary school classrooms, and on the need to replace the Eugene Field School.

7. The Street System (including bridges) shall be provided jointly by the City of Silverton, Marion County, and the Oregon State Highway Division as determined by those parts of the street system where each entity has maintenance responsibility. Local streets may also be provided by private entities.

8. The City of Silverton shall coordinate with Marion County and the Department of Environmental Quality on solid waste management issues.

9. The City of Silverton shall maintain and expand the sanitary sewer collection and treatment system with the assistance of the Department of Environmental Quality.

10. The City of Silverton shall maintain and improve the municipal water system through the addition of needed storage and distribution facilities.

11. Storm drains shall be coordinated with the location of streets and water and sewer lines.

12. It shall be the responsibility of subdivider's to provide new local streets.

13. The City of Silverton shall consider a Capital Improvement Program in order to improve the implementation of the Comprehensive Plan.

IMPLEMENTATION

Ongoing Actions

1. The City of Silverton shall coordinate with state and federal agencies to help obtain funding to provide significant public facilities.

2. The Planning Commission and City Council evaluate the adequacy of public facilities in the review of land use actions.

3. City staff cooperate with other units of local government (fire district, school districts, Marion County, Mid-Willamette Valley COG) in order to maintain and improve the public facilities available in Silverton.

Future Actions

4. The City of Silverton shall consider the provision of public facilities and services when other elements of the Comprehensive Plan and implementing ordinances are reviewed and updated in the future.

5. The City of Silverton shall review and update the Public Facilities element at least as often as every periodic review, and every 3 years if possible.

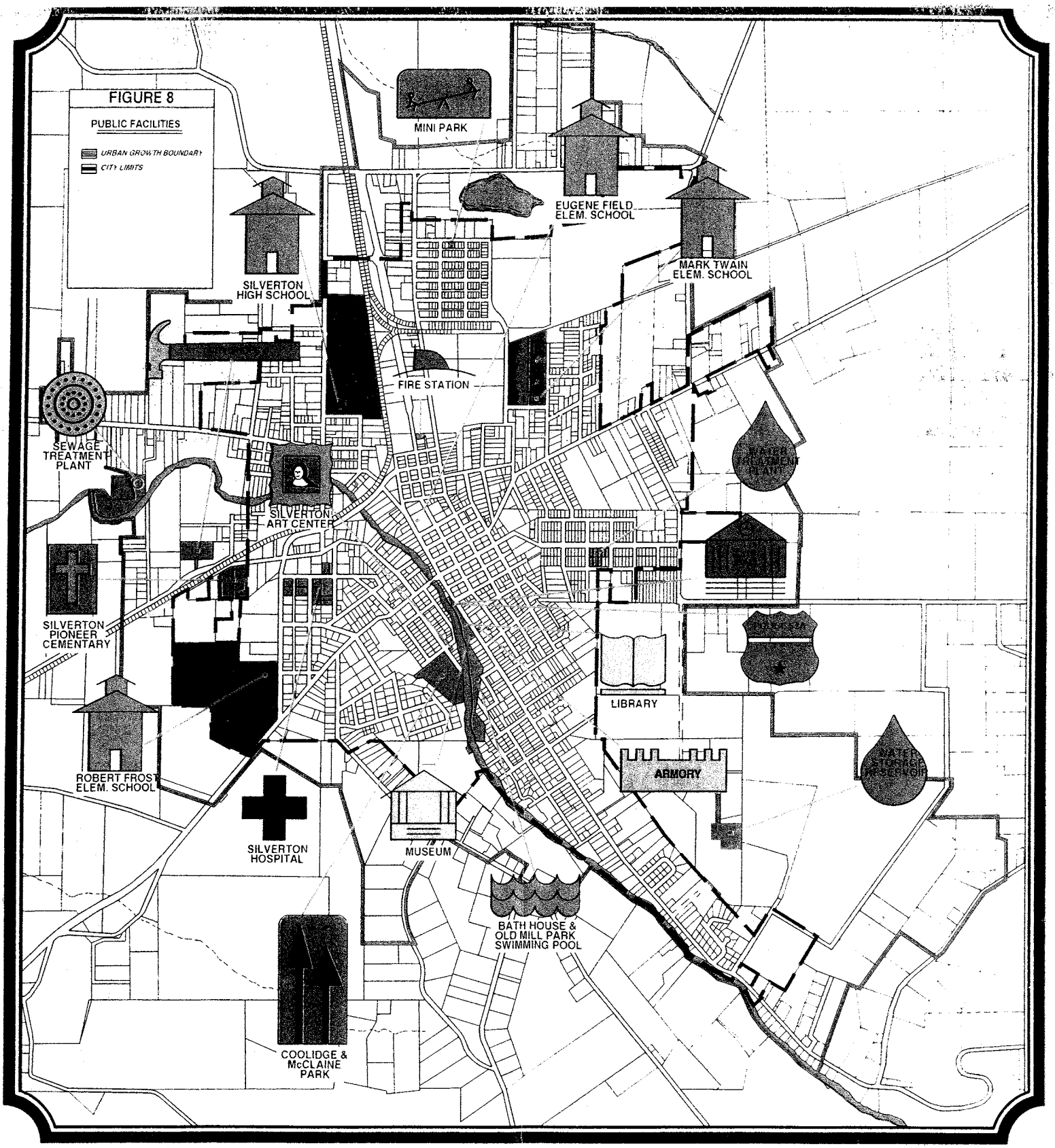


FIGURE 8
PUBLIC FACILITIES
URBAN GROWTH BOUNDARY
CITY LIMITS
MINI PARK
EUGENE FIELD ELEM. SCHOOL
MARK TWAIN ELEM. SCHOOL
SILVERTON HIGH SCHOOL
FIRE STATION
SEWAGE TREATMENT PLANT
SILVERTON ART CENTER
SILVERTON PIONEER CEMENTARY
LIBRARY
ARMORY
ROBERT FROST ELEM. SCHOOL
SILVERTON HOSPITAL
MUSEUM
BATH HOUSE & OLD MILL PARK SWIMMING POOL
COOLIDGE & McCLAINE PARK

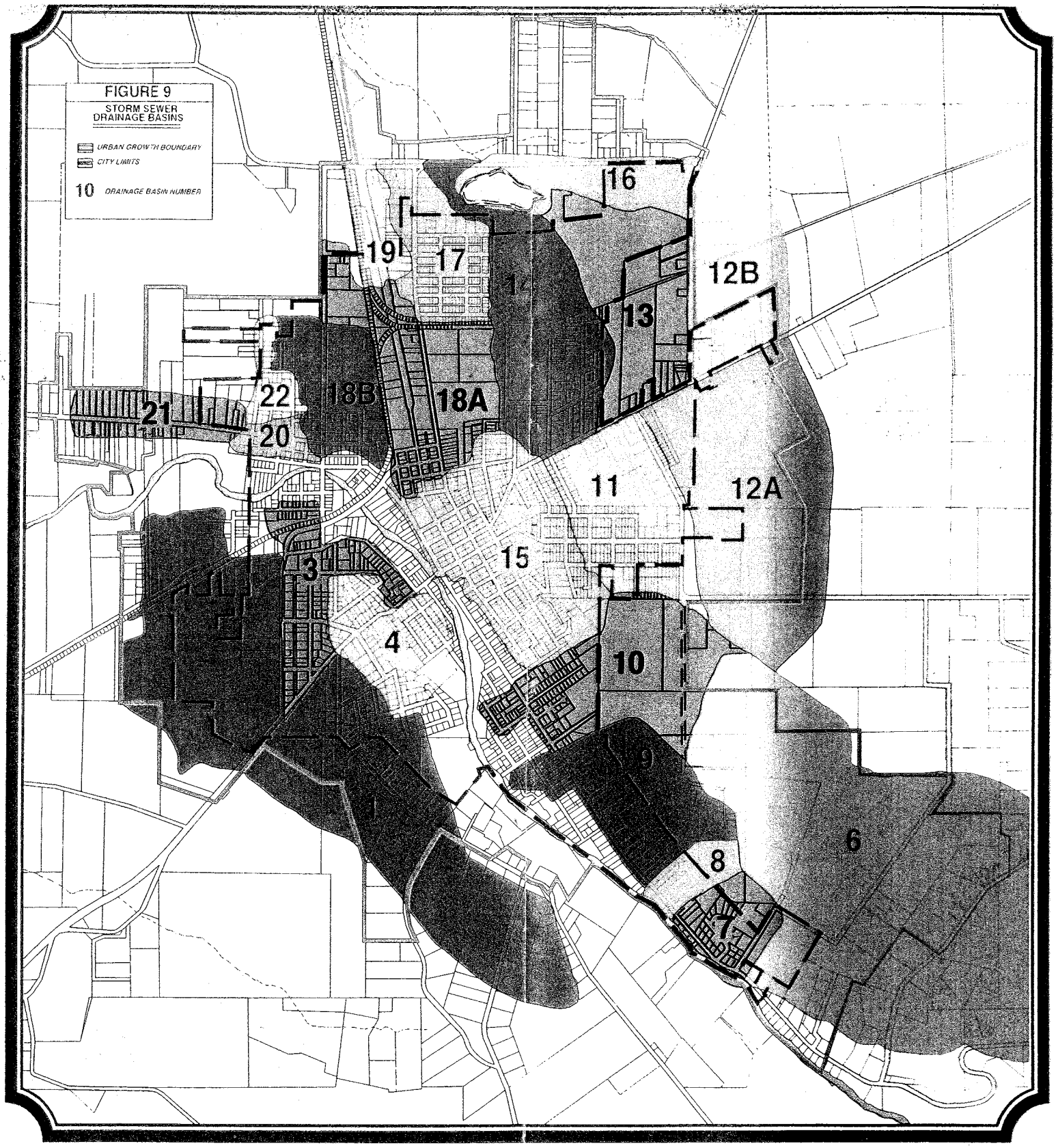


FIGURE 9
STORM SEWER
DRAINAGE BASINS
URBAN GROWTH BOUNDARY
CITY LIMITS
10 DRAINAGE BASIN NUMBER
16
19
17
14
12B
13
22
18B
18A
21
20
11
12A
15
3
4
10
9
6
8
7

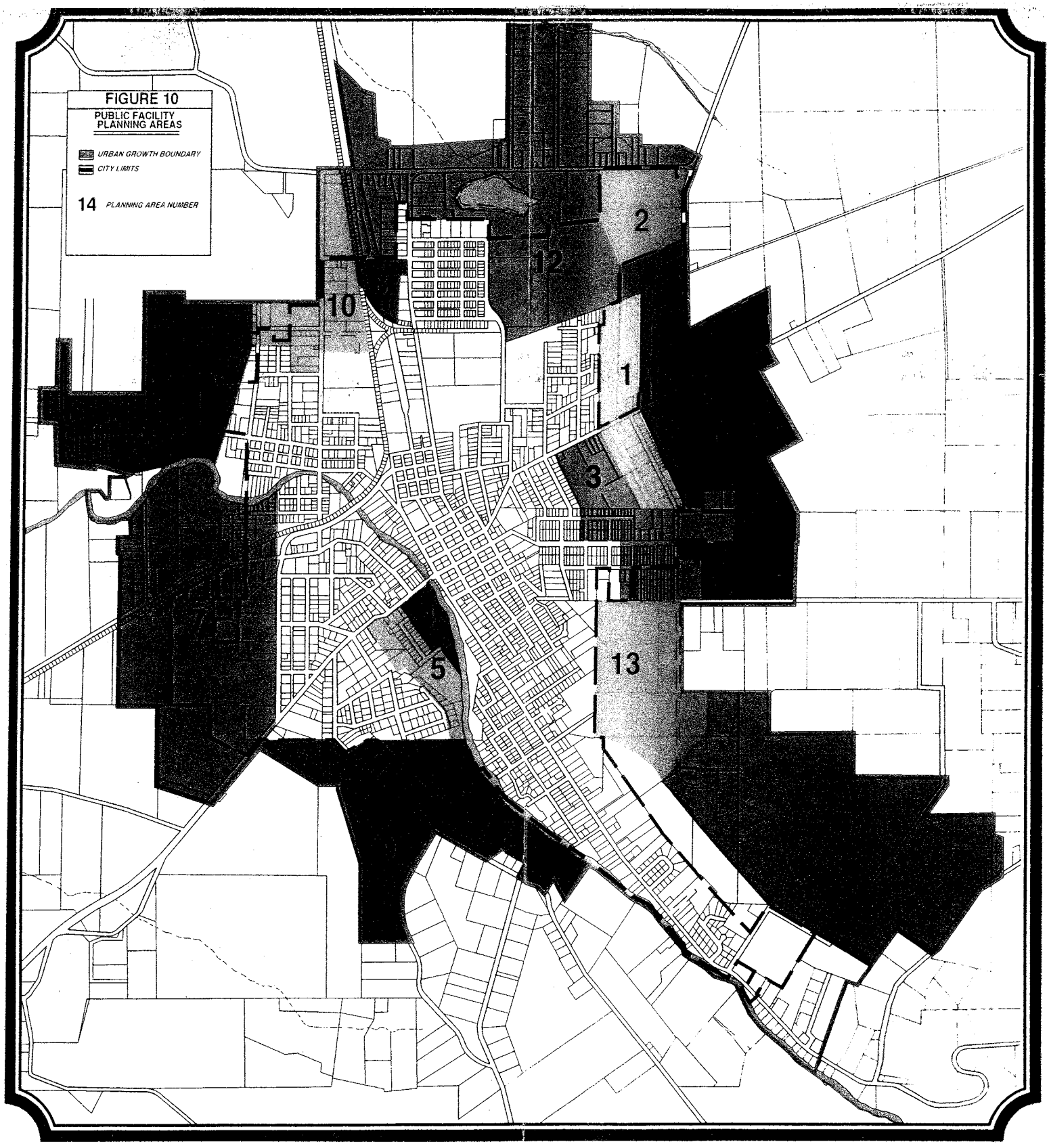


FIGURE 10
PUBLIC FACILITY PLANNING AREAS
URBAN GROWTH BOUNDARY
CITY LIMITS
14 PLANNING AREA NUMBER
2
12
10
1
3
13
5

CITIZEN INVOLVEMENT

GOAL

Insure that the citizens of Silverton and those residents in the planning area have an opportunity to be involved with all phases of the planning process.

OBJECTIVES:

1. Foster understanding of and support for local planning efforts.
2. Increase community awareness of government problems, activities and plans.
3. Identify community goals, needs and concerns which serve as the basis for the Comprehensive Plan.
4. Provide factual information unavailable to staff and the Citizen Involvement Committee and reflect local attitudes.
5. Identify community priorities for needed capital improvement programs.
6. Work toward implementation of specific decisions.

RESPONSIBILITIES OF CITIZEN INVOLVEMENT PROGRAM PARTICIPANTS

City Council

The City Council adopts the Comprehensive Plan, through public hearings and public input received through the Citizen Involvement Program. The Comprehensive Plan is a set of legislative policies for the City and is used as a guide to city actions, budget, laws and so on. The City Council, as the legislative policy-making body has the authority and responsibility for setting city policy. The City Council will:

1. Initiate the planning program;
2. Require adherence to Citizen Involvement Program;
3. Consider public input;
4. Hold public hearings;
5. Adopt the Comprehensive Plan; and
6. Assure the necessary means and funds to implement the Citizen Involvement Program and Comprehensive Plan.

Planning Commission

The Planning Commission advises the Council on land use related matters. The Commission directs and coordinates formation of the Comprehensive Plan. The Planning Commission will :

1. Direct the development of plan and policy recommendations;

2. Assure general public input on formulation of alternatives prior to the proposal of policies and recommendations;

3. Hold public meetings and hearings;

4. Analyze citizen and staff input from a city-wide point of view and recommend the proposed plan to the City Council for adoption;

5. Recommend ordinances and other implementation measures to carry out Comprehensive Plan policies and recommendations;

6. Prepare or have prepared information to facilitate citizen understanding of the Plan and the basis for it;

7. Review and recommend revisions and amendment to the Comprehensive Plan;

8. Provide the point of contact for Federal, state, regional and county agencies; and

9. Serve on a continuing basis as the Citizen Involvement Committee.

Committee For Citizen Involvement (Planning Commission)

The CCI (Planning Commission) will:

1. Recommend a program which provides opportunities for citizens to be involved in all phases of comprehensive land use planning;

2. Publicize the Citizen Involvement Program;

3. Assist in implementation and evaluation of Citizen Involvement Program. An annual evaluation will include:

    a. Public notice that the CCI will meet to evaluate the Citizen Involvement Program and ask for citizen comments on the program.

    b. Review and evaluate all letters received from citizens during the previous period that indicate dissatisfaction or satisfaction with the City's planning method and Citizen Involvement Program.

    c. Review the Citizen Involvement Program to be sure that all procedures outlined therein were followed during the review period.

    d. Institute new procedures if there are indications of weakness in the Citizen Involvement Program.

    e. Send a written report to the City Council indicating findings.

4. Assure that the public receives notices and planning information in a systematic manner - to inform the public about proposed Comprehensive Plan revisions or simply to inform the public of what is occurring in the revision or evaluation process.

CITIZEN INVOLVEMENT PROGRAM ACTIVITIES

Citizens have been encouraged via newspaper articles, public notices, personal letters, telephone calls and community bulletin boards to participate in each phase of the planning process.

Organization Phase

The first phase of the Citizen Involvement Program began in August of 1976, with the City Council selecting the City Planning Commission as the Committee for Citizen Involvement. The CCI sent a request to sixty social, fraternal, non-profit and governmental organizations within the planning area requesting that members of these groups assist in the update of the City of Silverton's Comprehensive Plan. These organizations provided a nucleus of thirty individuals who indicated interest in serving on the Citizen Involvement Committee, with many expressing interest in specific areas of the plan revision.

After obtaining state planning grant funds and retaining a planning consultant, the Planning Commission, acting as the CCI, announced a meeting for October of 1977 to begin discussion of the Comprehensive Plan revision. The Committee advertised this meeting in the local newspaper and then sent special notices to those thirty individuals who had responded to the original request for planning assistance.

Twenty-seven individuals participated in this first planning meeting. They assisted by indicating their order of preferences for those planning topics that were of interest to them. These individuals also indicated what they felt were the greatest problems or needs in the City and then ranked several issues in order of importance to them as compared with the general public. These individuals also assisted in preparation of an expanded citizen questionnaire for city and Urban Growth Boundary distribution.

The Citizen Involvement Committee then developed an extensive planning questionnaire in conjunction with the City's planning consultant. The planning questionnaire was sent to approximately 1,000 individuals living both within the City and the proposed urban growth area. There were 250 surveys returned of which 212 were from city residents and 38 were from non-city residents. Respondents to the planning questionnaire were also asked to indicate their area of interest and to state whether they wished to serve on the Citizen Involvement Committee. Twenty-three individuals stated interest in various portions of the Comprehensive Plan update and indicated they would serve on the Citizen Involvement Committee.

Names, addresses and phone numbers of those who had responded to the various requests were then given to the Citizen Involvement Coordinator (a local resident) who undertook the task of informing these individuals of the committee meetings and soliciting their assistance and attendance at these committee meetings.

The Citizen Involvement Committee announced each of its CIP meetings via public billboards, the Silverton-Appeal Tribune, and at public meetings held by the Planning Commission and City Council. Periodic Council newsletters have also urged public participation.

Citizen Involvement in Urban Growth Boundary Development

The Planning Commission acting as the CCI held a series of five public hearings to discuss the proposed Urban Growth Boundary for the City of Silverton. Each public hearing was well publicized in the Silverton Appeal-Tribune. Each publication was accompanied by a map of the quadrant to be discussed at the hearing. Citizens were requested to provide input. Letters and petitions from 171 persons were received. Each letter or petition was acknowledged by the city staff and this information was then transferred to the Citizen Involvement Committee and the Silverton City Council. Landowner preference information (whether they wanted their properties to be included or excluded from the Urban Growth Boundary) was mapped to aid the Planning Commission in its work.

Following adoption of the City's Urban Growth Boundary by the Citizen Involvement Committee, it was presented to the Silverton City Council for its recommendation. The City Council held four additional public hearings on the

proposed Urban Growth Boundary. Hearing notices and quadrant maps were published prior to each meeting. Each meeting was also publicized in the Silverton Appeal-Tribune as well as in Planning Commission and Silverton City Council meetings and on the City Hall bulletin board. Each Urban Growth Boundary public hearing was attended by 35 or more individuals and one public hearing was attended by 135 people.

The final public hearing held by the Marion County Commissioners to consider the Urban Growth Boundary was attended by approximately 100 persons.

Citizen Involvement in Plan Development

The process used for involving citizens in the plan development phase involved four specific steps. Each meeting was publicized in the Silverton Appeal-Tribune, and a short explanation of what was to be discussed was generally included.

Mailing lists compiled in the organization phase of the Citizen Involvement Program and lists of individuals compiled during study of the Urban Growth Boundary, as well as lists of people who had offered assistance were called by volunteers when their areas of interest were to be discussed. Meeting dates were also announced via the City Hall bulletin board and at regular and special Planning and Council meetings. In addition, the City Staff hand-delivered many draft elements of the Plan document to businesses plus the Chamber of Commerce to invite their comments and participation in the review process.

Citizen Involvement Committee meetings were held in the evenings from 7:30 till 10:00 p.m. at the Silverton City Hall, and all citizens present at the meetings were invited to participate in an informal discussion of the element draft under discussion that particular evening.

The Chairman of the Committee discussed the goals and objectives of the draft under consideration, went over the existing conditions and invited citizen comments during the discussion.

On occasion, individuals with technical knowledge such as the City Engineer, Community Development Specialist, State Economist and State Transportation Planning Coordinator, were invited to participate in the meetings to answer technical questions. The City Engineer was available at meetings to discuss natural hazards, public facilities, transportation and other areas where his expertise was needed. The Community Development Specialist was used extensively during the discussion of the Housing element draft and an Economist from the State Employment Division participated in the discussion of the Economy element draft.

To obtain additional input concerning the Economy element draft, a seminar was held. Staff members of the State Industrial Development Department and the Employment Division were invited to discuss the advantages and disadvantages of encouraging economic development and what assistance is available to the community. Also discussed at length was the City's economic profile. Bankers, environmentalists, business people and anyone known to have a special interest in the Economy element draft were specifically invited to the seminar. Thirty-five persons attended.

In addition, several public meetings were held to discuss sections of the plan relative to public facilities. The City's engineering consultants participated in several discussions before the City Council, local clubs and at a forum discussion to explain the rehabilitation needs of the City's sewer and sewage plant facilities.

To date, approximately 150 to 200 persons have participated in the plan development phase.

Citizen Involvement in Plan Adoption

Following development of the Plan, citizens will be invited once again to become involved in its actual adoption. The City's planning consultants will develop a tabloid summary of the draft Plan and mail copies to each individual who indicated an interest on the City's mailing list.

In addition, more brief summary of the draft Plan will be made a part of a special "Council Review" and sent to each resident of the City as well as residents within the planning area. The "Council Review" is a tool of the City Council to inform its residents of happenings, policies or special events that have occurred or will occur in the City.

Once the tabloid summaries and the Council Review have been distributed and all comments have been received, the City Council and Citizen Involvement Committee will meet as necessary to review the draft Plan and consider additional citizen input. These public meetings will be announced through the local press, Council Review and community bulletin boards.

After this series of meetings, the Citizen Involvement Committee and City Council will hold a joint public hearing. Notification of the hearing will be provided in the same manner as it was for other public hearings. This public hearing on the draft Plan will resemble a town meeting and individual residents will be asked to provide either written or oral comments.

It is anticipated that between 50 and 75 residents will offer either written or oral comments once the Plan draft has been completed. Following receipt of these comments and the public hearing, the Citizen Involvement Committee and City Council will consider any additional revisions to the Plan prior to its adoption (by ordinance) by the City Council.

Citizen Involvement in Ordinance Revision

Citizens who have previously expressed an interest in implementing the Comprehensive Plan will be called and sent letters requesting their assistance in the ordinance revision. Newspaper and Council Review articles will also give the times and places for these ordinance review sessions.

Continued Citizen Involvement in Planning Efforts

The Comprehensive Plan calls for a formal review of the Comprehensive Plan at five-year increments. Special attention is to be given to monitoring population growth, future land needs and the housing mix ratio on an ongoing basis.

FINDINGS OF FACT

1. The City of Silverton has an adopted Citizen Involvement Program and has fixed responsibilities for the Planning Commission, Citizen Involvement Committee and City Council.

2. The Citizen Involvement Committee has conducted an extensive Citizen Involvement Program during the Plan development stage and additional citizen involvement is planned during the Plan adoption and implementation phases.

3. Citizen involvement was particularly intense during development of the Urban Growth Boundary.

4. The City has an approved Urban Growth Boundary and Policy Agreement with Marion County which outlines procedures to be followed by both the City and Marion County for changing the Urban Growth Boundary and revising the Plan.

5. Responsibility to review the Citizen Involvement Program is delegated to the Planning Commission acting as the Citizen Involvement Committee. The Citizen Involvement Committee is charged with the responsibility of monitoring the Citizen Involvement Program to insure that the objectives and goals of the program are being met.

POLICIES

1. The Planning Commission will continue to act as the Committee for Citizen Involvement, and will coordinate the review and evaluation of the Comprehensive Plan and Citizen Involvement Program.

2. The City of Silverton's Comprehensive Plan will be amended only by ordinance of the City Council. Recommendations for Plan amendments will be heard by the City Planning Commission with proposed changes presented to the City Council in resolution form.

3. Recommendations for changes in the Urban Growth Boundary will be made by resolution from the Planning Commission to the City Council. Changes in the Urban Growth Boundary can be accomplished only by an amending ordinance from the Silverton City Council.

4. Procedures contained in the Urban Growth Policy and Boundary Agreement between the City of Silverton and Marion County will be followed.

5. Silverton residents and property owners within the planning area affected by Plan amendments and Urban Growth Boundary changes will be given an opportunity to review and comment on any such changes.

6. Public hearings on Plan and Urban Growth Boundary changes will be held and adequate notice will be given in accordance with these procedures:

   a. A public hearing on the proposed change will be held and at least 30 days notice of a hearing will be given to all property owners within 250 feet from the boundary of the property where the changes are proposed.

   b. Major revisions (land use changes that have widespread and significant impact beyond the immediate area, such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a special change that affects large areas of many different ownerships) will require re-thinking of the public need expressed in the plan.

   c. Minor revisions (those having little significance beyond the immediate area of the change) will be based on special studies or other information which justifies the public need for the change.

   d. The following criteria will be used in addition to those criteria found in the policy section of the Urbanization element to establish whether a proposed plan amendment or zone change is justified:

      - The change is in conformance with the goals and policies of the Comprehensive Plan.
      - There is a public need for the change and that public need is served by changing the classification of the property under consideration.
      - A public need will be met by a Plan or zone change which is not already met by other available property in the area.
      - The potential impact upon the area resulting from the change has been considered.

   e. If the request for a Plan change affecting the area within the UGB originates from an individual, he or she will bear the burden of proof. The request will be heard first by the Planning Commission which will make a recommendation to the City Council. The City Council and Marion County must both approve the change before it can go into effect.

7. In an attempt to increase the quality and quantity of citizen involvement when considering Boundary, Plan

and zone changes, the Planning Commission will:

a. Publish newspaper notices in a legible format, preferably in the same location, that include clarifying language, if needed, along with the legal description, and also provide a name that interested persons can contact if more information is wanted.

b. Provide opportunities for citizen participation in all meetings.

c. Respond to citizens requesting justification for decisions made.

d. Encourage formation of neighborhood groups as a vehicle for additional citizen involvement in policies or actions that affect the neighborhood.

8. The City will make available technical assistance and funds to assist the Citizen Involvement Committee in the implementation of its program.

9. Other governmental agencies shall be involved in the planning process.

10. The Comprehensive Plan shall be reviewed by the Planning Commission every five years.

APPENDIX A

AGRICULTURAL CAPABILITY CLASSES

Class I - Soils in Class I have few limitations that restrict their use.

Soils in this class are suited to a wide range of plants and may be used safely for cultivated crops, pasture, range, woodland, and wildlife. The soils are nearly level and erosion hazard (wind or water) is low. They are deep, generally well drained, and easily worked. They hold water well and are either fairly well supplied with plant nutrients or highly responsive to inputs of fertilizer.

The soils in Class I are not subject to damaging overflow. They are productive and suited to intensive cropping. The local climate must be favorable for growing many of the common field crops.

Class II - Soils in Class II have some limitations that reduce the choice of plants or require moderate conservation practices.

Soils in Class II require careful soil management, including conservation practices, to prevent deterioration or to improve air and water relations when the soils are cultivated. The limitations are few and the practices are easy to apply. The soils may be used for cultivated crops, pasture, range, woodland, or wildlife food and cover.

Limitations of soils in Class II may include singly or in combination the effects of (1) gentle slopes, (2) moderate susceptibility to wind or water erosion or moderate adverse effects of past erosion, (3) less than ideal soil depth, (4) somewhat unfavorable soil structure and workability, (5) slight to moderate salinity or sodium easily corrected but likely to recur, (6) occasional damaging overflow, (7) wetness correctable by drainage but existing permanently as a moderate limitation, and (8) slight climatic limitations on soil use and management.

The soils in this class provide the farm operator less latitude in the choice of either crops or management practices than soils in Class I. They may also require special soil-conserving cropping systems, soil conservation practices, water-control devices, or tillage methods when used for cultivated crops.

Class III - Soils in Class III have severe limitations that reduce the choice of plants or require special conservation practices, or both.

Soils in Class III have more restrictions than those in Class II and when used for cultivated crops the conservation practices are usually more difficult to apply and to maintain. They may be used for cultivated crops, pasture, woodland, range, or wildlife food and cover.

Limitations of soils in Class III restrict the amount of clean cultivation; timing of planting, tillage, and harvesting, choice of crops; or some combination of these limitations. The limitations may result from the effects of one or more of the following: (1) Moderately steep slopes; (2) high susceptibility to water or wind erosion or severe adverse effects of past erosion; (3) frequent overflow accompanied by some crop damage; (4) very slow permeability of the subsoil; (5) wetness or some continuing waterlogging after drainage; (6) shallow depths to bedrock hardpan, fragipan, or claypan that limit the rooting zone and the water storage; (7) low moisture-holding capacity; (8) low fertility not easily corrected; (9) moderate salinity or sodium; or (10) moderate climatic limitations.

Class IV - Soils in Class IV have very severe limitations that restrict the choice of plants, require very careful management, or both.

The restrictions in use for soils in Class IV are greater than those in Class III and the choice of plants is more limited. When these soils are cultivated, more careful management is required and conservation practices are

more difficult to apply and maintain. Soils in Class IV may be used for crops, pasture, woodland, range, or wildlife food and cover.

Soils in Class IV may be well suited to only two or three of the common crops or the harvest produced may be low in relation to inputs over a long period of time. Use for cultivated crops is limited as a result of the effects of one or more permanent features such as (1) steep slopes, (2) severe susceptibility to water or wind erosion, (3) severe effects of past erosion, (4) shallow soils, (5) low moisture holding capacity, (6) frequent overflows accompanied by severe crop damage, (7) excessive wetness with continuing hazard of waterlogging after drainage, (8) severe salinity of sodium, or (9) moderately adverse climate.

Class V - Soils in Class V have little or no erosion hazard but have other limitations impractical to remove that limit their use largely to pasture, range, woodland, or wildlife food and cover.

Soils in Class V have limitations that restrict the kind of plants that can be grown and that prevent normal tillage of cultivated crops. They are nearly level but some are wet, are frequently overflowed by streams, are stony, have climatic limitations, or have some combination of these limitations. Examples of Class V are (1) soils of the bottom lands subject to frequent overflow that prevents the normal production of cultivated crops, (2) nearly level soils with a growing season that prevents the normal production of cultivated crops, (3) level or nearly level stony or rocky soils, and (4) ponded areas where drainage for cultivated crops is not feasible but where soils are suitable for grasses or trees. Because of these limitations cultivation of the common crops is not feasible but pastures can be improved and benefits from proper management can be expected.

Class VI - Soils in Class VI have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife food and cover.

Physical conditions of soils placed in Class VI are such that it is practical to apply range or pasture improvements, if needed, such as seeding, liming, fertilizing, and water control with contour furrows, drainage ditches, diversions, or water spreaders. Soils in Class VI have continuing limitations that cannot be corrected, such as (1) steep slope, (2) severe erosion hazard, (3) effects of pas erosion, (4) stoniness, (5) shallow rooting zone, (6) excessive wetness or overflow, (7) low moisture capacity, (8) salinity or sodium or (9) severe climate. Because of one or more of these limitations these soils are not generally suited to cultivated crops. But they may be used for pasture, range, woodland, or wildlife cover or for some combination of these.

Some soils in Class VI can be safely used for the common crops provided unusually intensive management is used.

Class VII - Soils in Class VII have very severe limitations that make them unsuited to cultivation and that restrict their use largely to grazing, woodland, or wildlife.

Physical conditions of soils in Class VII are such that it is impractical to apply such pasture or range improvements as seeding, liming, fertilizing, and water control with contour furrows, ditches, diversions, or water spreaders. Soil restrictions are more severe than those in Class VI because of one or more continuing limitations that cannot be corrected, such as (1) very steep slopes, (2) erosion, (3) shallow soil, (4) stones, (5) wet soil, (6) salts or sodium, (7) unfavorable climate, or (8) other limitations that make them unsuited to common cultivated crops. They can be used safely for grazing or woodland or wildlife food and cover or for some combination of these under proper management.

Class VIII - Soils and landforms in Class VIII have limitations that preclude their use for commercial plant production and restrict their use to recreation, wildlife, or water supply or to aesthetic purposes.

Soils and landforms in Class VIII cannot be expected to return significant on-site benefits from management for crops, grasses, or tees, although benefits from wildlife use, watershed protection, or recreation may be possible.

Limitations that cannot be corrected may result from the effects of one or more of the following: (1) erosion or

erosion hazard, (2) severe climate, (3) wet soil, (4) stones, (5) low moisture capacity, and (6) salinity or sodium.

Badlands, rock outcrop, sandy beaches, river wash, mine tailings, and other nearly barren lands are included in Class VIII. It may be necessary to give protection and management for plant growth to soils and landforms in Class VIII in order to protect other more valuable soils, to control water, or for wildlife or aesthetic reasons.

CAPABILITY SUBCLASSES

Subclasses are groups of capability units within classes that have the same kinds of dominant limitations for agricultural use as a result of soil and climate. Some soils are subject to erosion if they are not protected, while others are naturally wet and must be drained if crops are to be grown. Some soils are shallow or draughty or have other soil deficiencies. Still other soils occur in areas where climate limits their use. The four kinds of limitations recognized at the subclass level are: risks of erosion, designated by the symbol (e); wetness, drainage, or overflow (w); rooting-zone limitations (s); and climatic limitations (c). The subclass provides information about both the degree and kind of limitation. Capability Class I has no subclasses.

Subclass (e) erosion is made up of soils where the susceptibility to erosion is the dominant problem or hazard in their use. Erosion susceptibility and past erosion damage are the major soil factors for placing soils in this subclass.

Subclass (w) excess water is made up of soils where excess water is the dominant hazard or limitation in their use. Poor soil drainage, wetness, high water table, and overflow are the criteria for determining which soils belong in this subclass.

Subclass (s) soil limitations within the rooting zone includes, as the name implies, soils that have such limitations as shallowness of rooting zones, stones, low moisture holding capacity, low fertility difficult to correct, and salinity or sodium.

Subclass (c) climatic limitation is made up of soils where the climate (temperature or lack of moisture) is the only major hazard or limitation in their use.

APPENDIX B

PROPERTIES OF GEOLOGIC UNITS

Marine Sedimentary

Marine sedimentary or marine rocks are found along the southeast portion of the UGB. The most common rock types in this unit are shale, tuffaceous sandstone and sandstone. Shale beds are sometimes subject to mechanical failures evidenced by slumping and sliding, depending on the amount of clay minerals present in the soil.

Marine rocks yield small to moderate quantities of water to wells and are an important source of stock and domestic supply over a large area of the foothills of the Cascade Range. A few will have yields as high as 100 gpm but most yield only a few gallons per minute. In marine rocks beneath the valley plain, salt may have become entrapped and some wells will yield salt water. However, most of the water is of good quality for domestic and stock uses.

Columbia River Group

The Columbia River Group covers a large area in the southwestern and southeastern portions of Silverton. Basalt flows and infrequent sedimentary interbeds compose the Columbia River Group in the area.

Water from this group is usually adequate for stock and domestic uses. Quantities adequate for irrigation and municipal supplies have been obtained from a few places. These basalt aquifers may not have great water storage capabilities, as indicated by some wells, and can easily be overdeveloped, resulting in a year-to-year decline of water levels in wells that tap the aquifer.

With rare exceptions, the water from the basalt flows of the Columbia River Group is of good chemical quality and suitable for most domestic, irrigation and industrial uses.

Terrace Alluvium

Terrace alluvium is located along the northeast portion of Silverton and consists of clay, silt, sand and gravel. Between Butte and Silver Creeks, the thickest remnants of the alluvial fan range from 60 to 100 feet. These alluvial fan remnants between the creeks would probably yield moderate quantities of water to wells.

Willamette Silt

The Willamette Silt is composed of sand, silt and some clay. It is found in the northwest section of Silverton. The Willamette Silt has a lower permeability in comparison to the better sorted alluvial units, but is important to the ground water resources because of its capacity to transmit rainfall to the underlying aquifers. Many of the earliest wells dug in the valley plain area were completed in the Willamette Silt and provided quantities of water adequate for stock and domestic uses. Most modern wells are completed in the underlying Troutdale Formation, which produces higher yields necessary to meet today's water demands. The Willamette Silt wells listed in Table 4 indicate a range of relatively high yields of water.

Valley Alluvium

Alluvial materials that underlie flood plains of the streams compose the valley alluvium. The valley alluvium is found between the Willamette Silt and Columbia River Group units. Particles in the alluvial deposits along Silver, Abiqua and Butte Creeks commonly range from sand to clay in size. Where the coarser materials that compose the valley alluvium are saturated, they yield moderate quantities of water to wells. The wells listed in Table 4 illustrate the good quantities yielded by the valley alluvium.

APPENDIX C

AGENCIES AND ORGANIZATIONS CONTACTED OR CONSULTED

United States Department of Agriculture, Farmers Home Administration, Salem, Oregon.

Oregon State Department of Transportation, Highway and Mass Transit Divisions, Salem and St. Paul, Oregon (including Parks and Recreation and Historic Preservation)

Oregon State Department of Commerce, Housing and Real Estate Divisions, Salem, Oregon.

Oregon State Department of Environmental Quality, Portland, Oregon.

Oregon State Department of Economic Development, Portland, Oregon.

Oregon State Department of Land Conservation and Development, Salem, Oregon.

Oregon State Department of Human Resources, Employment Division, Salem, Oregon.

Oregon State Department of Forestry, Lyons, Oregon.

Oregon State Department of Water Resources, Salem, Oregon.

Oregon State Department of Fish and Wildlife, Salem, Oregon.

Oregon State Department of Energy, Salem, Oregon.

Oregon State Department of Public Utilities, Salem, Oregon.

Portland State University, Center for Population Research and Census, Portland, Oregon.

University of Oregon, Bureau of Governmental Research, Eugene, Oregon.

Portland General Electric, Area Development and Research Department and Silverton Office, Portland, Oregon, and Salem, Oregon.

Association of Oregon Counties, Salem, Oregon.

League of Oregon Cities, Salem, Oregon.

Mid-Willamette Valley Council of Governments, Salem, Oregon.

Regional Park and Recreation Agency, Salem, Oregon.

Marion County Department of Community Development, Planning and Building Divisions, Salem, Oregon.

Marion County Housing Authority, Salem, Oregon.

Salem Department of Community Development, Planning Division.

Silverton Industrial Development Corporation, Silverton, Oregon.

Silverton Chamber of Commerce, Silverton, Oregon.

Silverton Police Department, Silverton, Oregon.

Silverton Public Works Department, Silverton, Oregon.

Silverton Fire Department, Silverton, Oregon.

Silverton Library, Silverton, Oregon. Silverton Hospital, Silverton, Oregon.

School Districts 4C and 7J, Silverton, Oregon.

Kraus and Dalke Consulting Engineers, Albany, Oregon.

APPENDIX D

COMPREHENSIVE PLAN REVISION DATES

Below is a compilation of dates the Comprehensive Plan elements and appendices were completed or last updated.

Introduction	January 10. 1989
Urbanization	August, 2002
Agricultural Lands	July 1980
Open Space, Natural and Cultural Resources	November 22, 1986
Air, Water and Land Resources Quality	July 1980
Natural Hazards	July 1980
Housing	August 2002
Economy	July 1980
Transportation	November 2000
Energy	July 1980
Public Facilities and Services	September 2 1986
Citizen Involvement	July 1980
Appendix A - Agricultural Capability Class	July 1980
Appendix B - Geologic Units	July 1980
Appendix C - Agencies and Organizations	December 1990
Appendix D - Comprehensive Plan Revision Dates	December 1990
Appendix E - Establishment of the Urban Growth Boundary	July 1980
Appendix F - Urban Growth Boundary and Policy Agreement	November 12, 1986
Appendix G - Documents of Plan Approval	July 1989
Appendix H - Statewide Planning Goals	January 25, 1990
Appendix I - Historic District Inventory	August 15, 1986
Appendix J - 1980 Census Information	August 1983

APPENDIX E

ESTABLISHMENT OF THE URBAN GROWTH BOUNDARY

This appendix details the methodology used in developing Silverton's urban growth boundary during preparation of the 1979 Comprehensive Plan. It presents the assessment of future land needs, the factors considered in locating the boundary, the areas of special concern, and the findings of fact developed to support the proposed boundary.

ESTIMATION OF FUTURE LAND NEEDS

Methodology

In order to establish Silverton's urban growth boundary, a methodology similar to the one recommended in University of Oregon's Urban Growth Handbook was developed. It involved the following six steps:

1. Project population for the year 2000.

2. Set a preliminary urban growth boundary for use as a study area.

3. Determine the acreage and location of lands unsuitable for urban use and lands already occupied within the study area. Subtract acreages of these lands from that of the total study area to determine the amount of land available for future use (net buildable land).

4. Project future needs for residential, commercial, industrial, and public land. Define agricultural areas that should be retained in their current uses and earmark acreages for use in future roads and railroads.

5. Estimate the overall acreage of vacant buildable land that is unusable for development and combine it with the projection of future needs to determine the total land needed to accommodate anticipated growth.

6. Compare this amount of total land needed to the size of the preliminary urban growth boundary. Remap the boundary to reflect information developed through this study proceeds. Table E-4 represents a summary of acreage data developed on future land uses.

Population Projection

Although it is almost impossible to accurately forecast population in the year 2000, it was necessary to estimate Silverton's population for planning purposes. Existing projections from a variety of sources, including the Bonneville Power Administration (BPA), and the Center for Population Research and Census (CPRC) at Portland State University were reviewed and evaluated. These projections were developed for Marion County as a whole and included forecasts for 5-year intervals from 1970-2000.

The only projections available for the City of Silverton were those developed for the 208 Water Quality Planning Program (208 Plan) COG in conjunction with CPRC. These population figures were based on the CPRC mid-range Marion County projection. A proportionate share of this population was allocated to the various cities in the county by a "ratio" approach (a percent share of the county population). In the allocation process, the expected ratio for Silverton was adjusted upward from 2.8%.to 3.5% of the total county population. This was due to anticipated rapid population growth resulting from future economic activities in the Salem area and accelerated residential development when expanded sewage treatment capability is provided in Silverton. The 208 Plan

figures project an average annual population growth between 1970 and 1980 of 4.4% and then indicate a leveling-off near 2% per year between 1980 and 2000. This is due to an expected decline in birth rate and gradual change in living patterns.

Since the 208 Plan projections for Marion County were comparable with those of other county projections reviewed and, since Silverton's relative share of the county population had been calculated on the basis of what was viewed as a realistic growth potential, it was decided to use the projections as a starting point.

A detailed review of the 208 Plan figures, however, indicated that the projected growth rate was not adequate to account for the actual growth that had begun to occur between 1975 and 1977, and was expected to continue as additional public sewer and water facilities became available in the early 1980's. The 208 Plan projected an average annual growth rate between 1975 and 1980 of 4.4% while the actual growth between 1975 and 1977 was 5%. In addition, the 208 Plan projection indicated that Silverton's rapid growth would end in 1980, and that growth would slow between 1980 and 2000. This assumption was not consistent with the timing of the planned expansion of public sewer and water facilities.

As a result of this analysis, several alternative population projections were made. A summary of population trends and forecasts is presented in Table E-1 and E-2. The low projection represents the 208 Plan figures. The medium-low projection represents a continued 4% average annual growth rate through 1985 and then a leveling-off at 2%. The medium-high projection represents the Silverton share (3.5%) of COG's Medium county projections, and the high projection represents a continued 4% average annual growth rate through 1990 and then a leveling-off at 2% to 2000.

It was decided to use the medium-low range projection of 9,916 people in the year 2000 for planning purposes. Since the original CH2M HILL population projections were made the Mid-Willamette Valley Council of Governments has revised the 208 Plan population figures for Silverton. In September 1978, the COG Board approved a population projection of 9,900 for the year 2000. The 1978 Sanitary Sewerage Facilities Planning Report for Silverton also utilizes this figure.

Preliminary Urban Growth Boundary

The preliminary urban growth boundary (UGB) was delineated by the City of Silverton in 1976 as a study area. Its size and location was based on the following assumptions:

1. A projected population for the year 2000 of 8,400.

2. The present city density would remain approximately the same (3-4 persons per gross acre).

3. All properties presently served by city services would be included.

4. All areas included could be economically served by water and sewer.

5. All properties partially within the city limits would be entirely included.

Although many adjustments were made in the preliminary boundary as a result of citizen preference, the version utilized for the plan analysis contained approximately 2,850 acres. The adopted boundary included only 2,498 acres, a size that more closely reflected the amount of land needed to supply future land use requirements. It is shown on Figure 1.

Lands Unsuitable for Urban Use

Not all of the land within the UGB is suitable for development. Unsuitable lands were identified and subtracted from the acreage available within the UGB. Lands considered unsuitable for urban use include natural hazard areas (floodway, steep slopes, landslide areas, areas with various soil and rock limitations) and wildlife habitats.

It was anticipated that Class I-IV soils, to be maintained in agricultural use in accordance with state-wide planning Goal 3, would be considered unsuitable for urban use. However, since the vast majority of land surrounding Silverton is comprised of Class I-IV soils, this perspective was modified. One hundred twenty-seven acres of primarily Class II and III soils have been identified as an Agricultural/Urban Reserve that is to be protected from encroachment by urban uses for as long a period as possible. This is discussed in the Agricultural Lands element.

Although the geology of Silverton is discussed at length in the Natural Hazards element, it is necessary to consider particular aspects of the area's hazards briefly here in terms of their limitations to urban use.

The 100-year flood plain is the area inundated by floods with an average occurrence of once every 100 years. It is composed of the "floodway" and the "floodway fringe." The floodway is the area in which location of structures would restrict the flow of floodwater and cause significantly greater flood depths upstream. For this reason, the 44 acres of Silver Creek floodway (including the actual water surface) was considered unsuitable for urban use. The 9 acre surface of Webb Lake was also subtracted from lands suitable for urban use.

The 117 vacant hillside acres with slopes of 15% and above . were also considered hazardous for urban development. While development on steep slopes is often possible if adequate precaution is taken to ensure slope stability (approximately 27 acres with slopes of 15% or greater are currently developed), costs of developing steep land is usually high. There is no history of landslide hazard in the Silverton hills, so no areas have been designated as unsuitable for urban use on that basis.

TABLE E-1
POPULATION TRENDS
City of Silverton

Year	Population	Average Annual Increase	
1940	2925		
1950	3146		0.8%
1960	3051	(decrease)	-0.2%
1970	4301		3.4%
1975	4880		2.6%
1977	5381		5.0%

TABLE E-2
POPULATION FORECAST
City of Silverton

	1975	1977	1980	1985	1990	1995	2000
Low Projection	4880	--	6052	6650	7067	7701	8400
Average Annual Increase			4.4	1.9	1.2	1.7	1.8
Medium Low Projection		5381	--	7363	8135	8982	9916
Average Annual Increase				4.0	2.0	2.0	2.0
Medium-High Projection	5901	--	6621	7434	8361	--	10461
Average Annual Increase			2.3	2.3	2.4		2.3
High Projection		5381	--	7363	8958	9890	10919
Average Annual Increase				4.0	4.0	2.0	2.0

The Soil Conservation Service (SCS) classifies many of the soil series in the Silverton area as severely limited for building purposes. These ratings are, for the most part, very conservative and do not take into account special design features, on-site inspections or historic land use in the area. On the basis of conversations with several SCS soil scientists, it was decided not to classify any areas within the preliminary urban growth boundary as unsuitable for urban use because of soil limitations.

The ability of the soil to absorb effluent was considered in the actual location of the final UGB, but was not considered as a criteria for eliminating particular areas from urban use. Those areas within the boundary deemed unsuitable for septic tank drain fields because of soil limitations were identified as areas that should have priority for receiving public sewerage and water services.

Ground water quality and the water-bearing and water-yielding properties of aquifers in the area appear sufficient to support urban densities. Consequently, a need for public water service could not be used as a criterion for including any specific areas in the UGB.

The Oregon State Department of Fish and Wildlife has identified many open spaces, trees and a riparian zone along Silver Creek as areas of wildlife habitat. These are discussed in the Open Space, Natural and Cultural Resources elements. Since these areas were already included in the acreage allotted to the floodway, no additional acres have been considered unsuitable for urban use in order to preserve wildlife habitats.

Developed Land

Occupied lands, totalling 1,087 acres, were calculated on the basis of actual land in use (April 1978) for different activities. These existing land uses are detailed in Table E-3. The 193 residential uses on lots larger than an acre were enumerated as one acre each and were included in the 570-acre residential total. When determining land occupied for residential use on Table E-4, however, it was assumed that by the year 2000 many of these larger land holdings would be broken down into smaller lots for urban residential use. Therefore, an average of 3/5 acre was assigned to each of these 193 large-lot residential uses rather than a full acre. Agriculture uses were derived from a composite aerial photo of the Silverton area. Although identified as separate uses, agricultural lands were grouped with vacant land in a combined category of "available land" indicating that they were considered generally available for conversion to urban uses when needed.

TABLE E-3
EXISTING LAND USE

	Inside City Limits		Between City Limits and UGB		UGB Total	
	Acres	%	Acres	%	Acres	%
Residential						
SF	370.5	30.3%	156.1	12.3%	526.6	21.1%
MF	26.8	2.2%	0.1	0.0%	26.9	1.1%
Mobile	7.6	0.6%	8.4	0.6%	16.0	0.6%
SUBTOTAL	404.9	33.1%	164.6	12.9%	569.5	22.8%
Available						
Agric.	91.3	7.5%	155.1	12.2%	246.4	9.9%
Timber	12.1	1.0%	90.3	7.1%	102.4	4.1%
Vacant	270.3	22.1%	661.4	51.9%	931.7	37.3%
SUBTOTAL	373.7	30.6%	906.8	71.2%	1280.5	51.3%
Commercial	45.5	3.7%	5.6	0.4%	51.1	2.0%
Industrial	19.0	1.5%	4.5	0.4%	23.5	0.9%
Public	121.4	9.9%	17.5	1.4%	139.0	5.6%
Right-of-Way	238.6	19.5%	141.6	11.1%	380.2	15.2%
Water	20.4	1.7%	33.3	2.6%	53.7	2.2%
TOTAL	1,224	100%	1,274	100%	2,498	100%

Note: Figures do not total exactly, due to rounding.

Sources: City of Silverton and CH2M HILL surveys, April 1978

This planned conversion of agricultural lands within the urban growth boundary to urban uses is discussed in the chapter on Agricultural Lands.

Land already occupied (1,087 acres) combined with land unsuitable for urban use (170 acres) equals a total of 1,241 acres unavailable for building. When subtracted from the total acres in the UGB (2,498 acres), this yields 1,257 acres of net buildable land.

Future Land Use Projection

Residential Land

The projection of residential land needs for the year 2000 was based on the following assumptions:

1. Mix of dwelling types:

Single family	70%
Multiple family	20%
Mobile homes	10%

Although the existing mix of dwelling types in the City of Silverton is 81.3% single family, 16.1% multiple

family, and 2.6% mobile homes, this was considered an unrealistic mix to project for the year 2000. Silverton is already experiencing a greater demand for multiple family and mobile home sites and expects this trend to increase as costs of single family developments continue to rise and eliminate many buyers from the single family home market. This is discussed at greater length in the Housing element.

2. Density: Single family - 5 units per net acre
(an average of 8,000 sq. ft. lots)
Multiple family - 12 units per net acre
Mobile homes - 9 units per net acre

3. Household Size:

Single family	2.4
Multiple family	1.7
Mobile homes	1.7

Household size in Silverton is currently 2.9 persons per single family unit, and 2.0 persons per multiple family unit and mobile home. According to CPRC at Portland State University, household size is expected to drop during the next 20 years. The estimates of household size used in this projection were based on work done at CPRC during a current study.

4. Vacancy Rates:

Single family	2.75% vacant
Multiple family	7.0% vacant
Mobile homes	7.0% vacant

These vacancy rates are suggested as "normal" for supporting adequate housing market activity by the Economic Development and Research Branch of Portland General Electric. PGE reports current Silverton vacancy rates (March 1978) at 1.79% vacancy for single family units and 2.96% vacancy for multiple family units. These are quite low and, if used for projection purposes, would contribute to an undersupply of needed land.

Based on these assumptions, it was calculated that for the estimated 4,535-person increase in population by the year 2000, 272 additional residential acres would be needed for single family homes (1,359 units), 48 for multiple family homes (572 units), and 32 for mobile homes (286 units). Based on these projections, the density in the year 2000 would be 11.6 persons per acre in residential use. The existing residential density in the City of Silverton is 10.6 persons per acre in residential use.

Commercial Land

Future commercial needs were projected by an "acreage per person" method; the total number of acres of existing commercial use was divided into the existing population to yield the number of commercial acres per person. This acre per person figure was then divided into 4,535, the estimated population growth between 1977 and the year 2000, to determine the number of commercial acres required to support the larger population. The result was 43 acres needed for future commercial use.

This method assumes, of course, that the existing acreage in commercial use is adequate to serve the existing population. This assumption is justified based on information provided in "Land Use in 33 Oregon Cities," a 1961 study compiled by the University of Oregon's Bureau of Governmental Research. According to this study, the average commercial land per 100 persons is .57 acres. Silverton's current ratio is .95 acres of commercial land per 100 persons reflecting the increase in off-street parking in commercial areas since the study was completed.

Industrial Land

When compared with other Oregon cities, Silverton's existing amount of industrial land is low both in terms of its percent of the total city acreage and industrial acres per person.

According to the University of Oregon study, industrial use accounted for 11.4% of the developed land in the 33 Oregon cities investigated and there were an average of 1.6 industrial acres for every 100 persons. Only 2.3% of the City of Silverton's developed acres are currently used for industrial purposes and there are only .4 industrial acres per 100 persons.

The same University of Oregon report stated that the majority of cities studied had between .5 acres and 3 acres of industrial land per 100 persons. With these parameters as guidelines, a need was projected for approximately 75 acres for future industrial use, at a rate of 2.5 acres for each additional 100 persons. This 75-acre figure was also reasonable as a number of acres to set aside in one or two large parcels to provide a development site suitable for attracting desirable new industry. Seventy-five acres provides an adequate amount of space for a wide range of industrial uses, from a food processing operation to a small light manufacturing plant.

There are currently 115 acres zoned for industrial use in Silverton, 95.5 acres in the large industrial park site and the remainder in smaller sites along the Silverton-Mt. Angel highway (#214) and the railroad tracks. When reviewing the actual land use potential of these smaller parcels it was difficult to project a use other than industrial or heavy commercial. In addition, there are numerous sites outside the city limits to the west along the railroad tracks that are suitable for heavy commercial or industrial uses. Therefore 125 acres were included in the projected industrial need for the year 2000, although as much as 50 acres of this could easily be converted to commercial use if appropriate businesses were interested in the specific sites.

Public Land

The projection of future public land needs was separated into three separate facets - school needs, park needs, and other public and semipublic needs.

The school districts 4C and 7J currently own about 88 acres of land. There is currently an excess capacity over-enrollment situation in each of the four schools. Even if this excess capacity were utilized before the year 2000 and additional school space were needed, it is not likely that additional land would be acquired. Any new structures would probably be constructed on lands already owned by the school districts. Use of school property for additional school buildings in this way would eliminate some recreation resources now provided at these school sites. This factor is taken into account in the projection of future park and recreation needs.

Standards for park and recreation facilities in Marion County were included as part of the 1975 Regional Park and Recreation Facilities Plan. Local community parks that provide for the general public needs (playground, open play area, picnic tables, paths, benches, etc.) of smaller communities within the county were recommended at 2.5 acres per 1000 population, after a minimum of 5 acres of park land were provided in the community. Since the first 5 acres of general park land have been provided in Silverton, application of this standard would result in the need for an additional 12 acres of park land by the year 2000 to accommodate an increase of 4,535 in population. In order to ensure that ample land is available to replace recreation resources that may be displaced by new school construction, another 5 acres was added to the 12 acres of parkland needed by the year 2000, for a total of 17.

Acreage for specific active recreation facility needs (ballfields, tracks, etc.) were included in the acres projected for school use, although such facilities would be available for the entire community. School and park facilities are discussed in greater detail in the Public Facilities and Services element.

Other public and semipublic land uses include government buildings and facilities, hospitals, churches, and other non-profit institutional activities. Currently, there are approximately 55 acres of such uses. It is estimated that an additional 46 acres will be needed to accommodate these uses by the year 2000. This projection was made by

the "acreage-per-person" method discussed before in relation to future commercial land needs.

The projected total of 202 acres (63 additional acres) for public and semipublic use in the year 2000 represents 7.5% of the urban growth area, which is slightly lower than the existing percent of public lands within the Silverton city limits (9.9%), and much less than the 20% figure considered average for Oregon cities (Urban Growth Boundary Handbook).

Roads and Railroads

Rights-of-way for roads and railroads are usually estimated as 25% of the net buildable land in an area (Urban Growth Boundary Handbook). Twenty-five percent of the 1,257 net buildable acres in the Silverton study area is 314 acres. These were set aside for this purpose.

This calculation completed the projection of lands for particular future urban uses and resulted in a total of 897 acres needed.

Unusable Vacant Land

Although it was determined that 897 acres were needed to meet future land use demands, all vacant buildable land is not actually usable for development. Problems of access, odd configuration, location of existing structures and ownership patterns remove a certain proportion of land from the overall supply. In the Silverton area, with its special features (Silver Creek and hillside terrain), these factors take on added significance. While community policies can help to promote the development of these difficult to use parcels, it is estimated that approximately 20% of existing vacant land within the city will not be able to be developed (74 acres). Outside the city limits, where there is an increased opportunity to maximize land utilization through various development policies as new development occurs, only about 10% of existing available land will be unusable (90 acres).

In projecting future residential land needs, a density of five units per net acre for single-family development was used. This density reflects future development activity involving the subdivision of vacant land. This subdivision will be relatively easy to accomplish in areas where the existing parcels are 5 acres or larger and there is little existing development, but much more difficult where the parcel sizes are smaller than 5 acres in more developed residential areas. There are eight areas outside the Silverton city limits but within the urban growth boundary where the parcels range in size from 1 to 5 acres and the residential use is extensive, which are identified specifically below:

Location	Acres
North of Hobart Road, NE of Webb Lake	71.2
South of Hobart Road, between Second Street and Railroad	25.0
Between Grant & James Streets, North of City limits	16.4
West Pine Street	55.0
West of Monson Road, between Creek & Railroad	7.8
NE of Eureka Avenue	36.2
South Water Street, between Ike Mooney Road & Division Street	26.3
Oak Street, East of Monitor Road	7.8
Total	245.7

These areas total less than a fifth of the land between the Silverton city limits and the urban growth boundary.

In the calculations used to determine the land already occupied for residential use in Table E-4, each of the residences in the eight areas just mentioned was enumerated as 3/5 of an acre, based on the assumption that the lots on which these homes were located would be redeveloped for higher density urban residential use. The remainder of each parcel was considered vacant and available for use during the planning period.

In establishing the overall amount of available land for future development, it is desirable to take into account the possibility for redevelopment rather than to exaggerate the amount of land already occupied. In the case of these eight particular areas, however, it is unlikely that redevelopment will occur as readily as in the other areas between the city limits and the urban growth boundary, where the parcels are larger and existing residential uses are more scattered. Larger parcels and fewer existing uses facilitate land acquisition, design of access and circulation patterns in the new development, and more efficient use of the available acreage. This, in turn, tends to reduce development costs and encourage development.

Since the parcelization and land use pattern in these particular 246 acres discourages redevelopment, it is reasonable to assume that only half of this land will actually be redeveloped to urban density by the year 2000. To take this into account, 123 acres (half of the acreage in these eight tracts) is considered unusable.

The total of vacant unusable land, then, is 287 acres. Combined with the 897 acres needed for future urban uses, this equals the total land needed within the UGB to accommodate anticipated growth; 1,184 acres of the 1,257 net buildable acres available are accounted for, leaving a balance of 73 acres.

LOCATION OF THE URBAN GROWTH BOUNDARY

Methodology

The final alterations in the preliminary UGB study area were made primarily on the basis of physical and natural features of the area. A series of map overlays were prepared that indicated the location of soils suitable for agriculture (Class I-IV soils), soils suitable for septic tank drain fields, steep slopes, flood plain, existing land uses, existing sewer and water lines and areas in which pumping would be required for future sewer and water services.

By reviewing the overlays in various combinations, it was possible to compare specific areas for their desirability for urbanization. In attempting to reduce the size of the preliminary urban growth boundary to more accurately reflect projected need, factors relating to public service costs and existing land use patterns took on added significance. Citizen involvement also played an important role in identifying possible areas for inclusion or deletion from the boundary. This procedure is detailed in the Citizen Involvement element.

TABLE E-4
FUTURE LAND USE

		Acres
Urban Growth Area		2498
Land Unsuitable for Urban Use		170
Floodway and Creek Surface	44	
Webb Lake Surface	9	
Over 15% Slope[1]	117	
Land Already Occupied		1087
Residential	493	
Commercial	51	
Industrial	24	
Public	139	
Right-of-Way	380	
Total Land Unavailable for Building		1241
Net Buildable Land		1257
Land Needed for Future Use		897
Residential	352	
Commercial	43	
Industrial	125	
Public	63	
Right-of-Way (25% Net Buildable Land)	314	
Available Land Unusable for Development		287
20% of Available Land Within City Limits	74	
10% of Available Land Outside City Limits	90	
Land Outside City Limits Where Redevelopment is Unlikely	123	
Total Land Needed Remaining Land Within Urban Growth Boundary		1184
Remaining Land within Urban Growth Boundary		73

[1]Some or all of this land may eventually be developed.

Locational Factors

The decision-making process through which the boundary was actually located involved consideration of many factors. The process was complicated, in that one factor often negated or conflicted with another. In order to explain the final location of the boundary, the following discussion reviews the major reasons for including or excluding particular properties or areas (see Figure 2).

Beginning at the northern extremity of the UGB, the Hobart Road area was retained in the boundary because it is served by City water and committed to urban residential use. Moving to the southeast, the boundary follows the city limits and then runs south along Monitor Road until it connects again with the Silverton city limits. This "pocket" of land currently outside the city limits is included in the boundary because portions fronting along Oak Street and Monitor Road are committed to urban residential use. The interior section of this area is made up of larger vacant parcels of land currently in agricultural use. These might have been excluded from the boundary had they not been isolated within another land use category.

South of Oak Street, the boundary follows property lines along an area of large tracts used primarily for agriculture and scattered residences. These tracts were included in the boundary because they provide a logical area of urban expansion. Unlike other undeveloped areas in the vicinity, these tracts constitute a drainage area that can be efficiently and economically provided with sewer and water services. This determination was based upon sewer and water studies recently completed as part of the design for various facility and system improvements. These improvements will be constructed in the near future and are designed to meet the City's needs until the year 2000. Properties in this general area were excluded in cases where owners so preferred.

The boundary follows front and rear property lines westward along Quall Road, reflecting property owner preference and residential land use patterns in that vicinity. This section represents the southeastern edge of the area that can be served economically with sewer and water. The boundary then intersects Silver Creek and extends to the north along the creek until it connects with the city limits at Ike Mooney Road. This area along the creek and South Water Street is included in the boundary because it is committed to urban residential use. Inclusion of this land also necessitates the inclusion of interior tracts fronting on the south side of Ike Mooney Road that would have otherwise formed an island of land outside the UGB. Land on the other side of the creek in this area has a steep slope that renders it generally unsuitable for urbanization.

The boundary extends to the southwest along a property line and then follows the slope line and several rear property lines near Victor Point Road. This portion of the boundary includes a large undeveloped parcel and a residential parcel (with one home) that have access from Victor Point Road. These two parcels can be served economically with sewer and water and are relatively flat, although they are at a somewhat higher elevation than the surrounding land. The lots that are excluded from the boundary in this immediate vicinity cannot be served economically with sewer and water.

The boundary then follows Eureka Avenue and Woodland Drive, then twists northward along rear property lines to encompass an area that can be served economically with sewer and water. This portion of the boundary includes an area committed to urban residential use as well as several new subdivisions south of Eureka Avenue not indicated on the base map. In order to incorporate the parts of this area that are committed to urban residential use without creating an island, it is also necessary to incorporate several interior sections of steeply sloped land or large land tracts that could otherwise have been excluded. The portion of the South Woodland Drive area that is excluded from the boundary cannot be served economically with sewer and water. That land is hilly, heavily wooded, and suitable for rural residential use.

As the boundary extends to the north, it skirts the city limits and includes several tracts bordering the Robert Frost School site. To the north of the railroad tracks, the boundary incorporates an area of single-family residences committed to urban residential use. East of Monson Road and south of Silver Creek are several large vacant parcels that could have been excluded from the boundary if they had not formed an island.

The western extremity of the boundary includes an area of extensive residential development along Pine Street. This area is already served by city water and is committed to urban residential use. The area directly to the east that is encompassed by the boundary is also committed to urban residential use. Residences are located on each of the parcels along Pine and Grant Streets and Western Avenue. The remainder of the boundary follows rear property lines along James Avenue and Hobart Road and includes existing residential land uses.

Although some acreage not needed for projected future growth remained inside the UGB after these determinations were made, no additional areas were appropriate for deletion. Each of the other boundary edges was systematically disqualified from deletion or major alteration by using the following guidelines: 1) following the natural contours of the land; 2) providing for energy-efficient public facilities and services; 3) promoting efficient use of the land; 4) creating no islands of land outside the boundary; and 5) following property lines rather than dividing existing parcels.

The inclusion of the "extra" acres in the UGB will assist in controlling the price of land, provide more choice in location of various land uses, serve as an additional open space resource, and, if the population projection proves to be too low, supply needed space for residential and commercial land uses generated by the increased

population growth.

AREAS OF SPECIAL CONCERN

Although the urban growth boundary includes all of the land needed for urbanization during the planning period, both the City and the County agree that land use actions in particular areas outside the urban growth boundary may have a significant impact on Silverton's plans for future growth. These areas are designated as "areas of special mutual concern" and are identified in Figure 1. Future land use in these areas will be coordinated between the City and the County in order to protect the land's potential for future urbanization.

FINDINGS OF FACT

1. The plan was based on a projection of 9,916 people within the Silverton urban growth area by the year 2000.

2. The UGB size was based on an estimate of land needed to accommodate the future growth. Approximately 897 acres will be needed by the year 2000 for future residential, commercial, industrial and public use.

3. The UGB location was based on an analysis of natural and physical features of the area, data pertaining to the costs of providing and maintaining public services to various locations, and citizen/landowner preferences.

4. Of the 2,498 acres inside the UGB, 1,087 are already occupied and 170 are unsuitable for urban use because of natural hazards, or because it is being established as an Agricultural/Urban Reserve; 1,257 are available and suitable for building.

5. Only 1,184 of the 1,257 net buildable acres are needed, leaving a remainder of 73 acres. This "extra" land will help to control land costs, provide more choice for location of various land uses, serve as an open space resource and supply space for additional residential and commercial development if it should be needed.

APPENDIX F

URBAN GROWTH BOUNDARY AND POLICY AGREEMENT

URBAN GROWTH BOUNDARY AND POLICY AGREEMENT

This Agreement made and entered into this 26TH day of January, 1988, by and between the City of Silverton, a municipal corporation, hereinafter called the "City", and Marion County, a political subdivision of the State of Oregon, hereinafter called "County".

WITNESSETH;

WHEREAS, IT APPEARING to the City and County that ORS Chapter 197 and the Land Conservation and Development Commission (LCDC) Goal 14 on Urbanization required that an urban growth boundary be established around each incorporated city in the State of Oregon, and that the "establishment and change of the boundary shall be a cooperative process between a City and the County or counties that surround it"; and

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

WHEREAS, the intent of the urban growth program for the City is as follows:

1. Promote the orderly and efficient conversion of land from Rural/Resource uses to urban uses within the urban growth boundary.
2. Reduce potential conflicts with resource lands.
3. Promote the retention of lands in resource production in the urban growth boundary until provided with urban services and developed.

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

I. URBANIZATION POLICIES

1. The County shall retain responsibility for regulating land use on lands within the urban growth area until such lands are annexed by the City. The urban growth area has been identified by the City as urbanizable and is considered to be available, over time, for urban development.

2. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the urban growth area and other land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations. The City shall respond within twenty (20) days, unless the City requests and the County grants an extension.

3. Upon receipt of an annexation request or the initiation of annexation proceedings by the City, the City shall forward information regarding the request (including any proposed zone change) to the County for comments and recommendations. The County shall have twenty days to respond unless they request and the City allows additional time to submit comments before the City makes a decision on the annexation proposal.

4. All land use actions within the urban growth area and outside the City limits shall be consistant with the City's Comprehensive Plan and the County's land use regulations.

5. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the City's Comprehensive Plan which apply to the portion of the urban growth area outside the City limits. Such changes shall be considered first by the City and referred to the County prior to final adoption. If the County approves a proposed amendment to the City's Plan, the change shall be adopted by ordinance, and made a part of the County's Plan.

6. Except as provided in 7 below, the area outside the urban growth boundary shall be maintained in rural and resource uses consistent with Statewide Land Use Planning Goals.

7. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The County shall not allow urban density uses within the urban growth boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the city limits, except as may be agreed to in writing by the City and County.

8. Conversion of land within the boundary to urban uses shall be based on a consideration of:
   A. Orderly, economic provision for public facilities and services;
   B. Availability of sufficient land for the various uses to insure choices in the market place;
   C. LCDC Goals;

D. Encouragement of in-filling development within developed areas before conversion of urbanizable areas:

E. Applicable provisions of the Marion County and City of Silverton Comprehensive Plans.

II. PERIODIC REVIEW OF, AND AMENDMENTS TO THE URBAN GROWTH BOUNDARY AND LAND USE PLAN.

The urban growth boundary and the land use plan for the urban growth area shall be reviewed by the City and County in accordance with the review schedule established in the mutually adopted City Comprehensive Plan, or as required by the Land Conservation and Development Commission under their periodic review rules. These, and any other amendments to the Plan, urban growth boundary or zoning in the urban growth area shall be reviewed and approved in the manner provided below.

1. Updating of the City Comprehensive Plan.

A. The City shall review the Plan to determine if it needs updating. The City will develop proposed amendments and forward them together with all exhibits, findings of fact, and conclusions of law regarding the amendment to the County. The County shall be allowed at least 20 days to review and submit comments prior to any City public hearing. The City shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD). After holding a public hearing the City shall forward the proposed amendment to the County for hearing. If comments from DLCD or other interested parties are received by the City the City shall provide these comments to the County as soon as possible before the County public hearing. The City may also propose amendments at times other than specified in the Plan or by LCDC.

B. Thereafter, County shall hold a hearing and render a decision. If the County decides to reject the proposal or wishes to propose modifications, either party may request a joint meeting to resolve differences.

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

2. Other Legislative or Quasi-Judicial Amendments to the Plan, or Urban Growth Boundary.

A. The City shall initiate and forward any proposed boundary amendment to the County along with all exhibits and findings and a written request for County to consider the boundary changes and adopt it. The City shall be responsible for providing notice of amendments to the Department of Land Conservation and Development (DLCD). The County shall be allowed at least 20 days to review and submit comments prior to any City public hearing. After holding a public hearing the City shall forward the proposed plan or boundary change to the County for a hearing. If comments from DLCD or other interested parties are received by the City the City shall provide these comments to the County as soon as possible before the County public hearing.

B. When mutual agreement is reached as to the proposed amendment, City and County shall formally amend their respective Comprehensive Plans, by ordinance, to reflect the agreed upon change.

3. Amendments to Comprehensive Plan or Zoning Within Urban Growth Area, or Amendments to the Urban Growth Boundary initiated with, or by, the County.

   A. County shall forward proposed amendment and all exhibits and findings to City along with a written request for City to consider the amendment and offer comments thereon. The City shall have at least 20 days to review and comment unless the City requests and the County agrees to an extension.

   B. After each jurisdiction has held a hearing and upon concurrence by the City, both City and County shall formally amend their respective Comprehensive Plans to reflect the agreed upon change. Amendments to the County Zoning Ordinance are not adopted by the City but City concurrence is required.

4. In amending the urban growth boundary, the city limits or their respective land use plans, the City and County shall follow all procedures as required by Oregon State Law. In the case of a change in a boundary, the governing body proposing such change in the boundary, separating urbanizable land from rural land, shall base the revision on consideration of the 7 factors in LCDC's Urbanization Goal and shall support the proposal with findings to take an exception to either the Agricultural Lands or Forest Lands Goal is necessary.

III. ADMINISTRATION OF ZONING AND SUBDIVISION REGULATIONS

In taking Land Use Action outside the City limits and inside the Urban Growth Boundary the City and County agree to the following:

1. Applications for conditional uses, variances, adjustment, partitionings, lot line adjustments and subdivision, shall be

referred to the City for review and comment. The City shall have at least 20 days to review and comment. The deadline for comments shall be clearly identified in the written request for comments. If comments are submitted after the deadline they will not be considered unless the City requests in writing during the appeal period, reconsideration, or a hearing. The City will be provided notice of decisions for all such applications in the urban growth boundary. The procedure for reconsideration or hearing shall be as provided in the Marion County Zoning Ordinance and the City shall be provided notice.

2. Applications for uses permitted outright in the applicable county zone including permitted uses requiring administrative review, are administrative actions and the City is not entitled to notice of the decision or opportunity to comment.

3. For development approved under (1) and (2), the County will apply adopted development standards including dedication of additional right-of-way or application of special street setbacks. The County will require compliance with City development standards, in lieu of County standards if the development is other than a single family dwelling and the County has adopted the City standards. In such cases the County may waive the City standards, only if waived by the City in writing.

4. For development approved under (1), or (2), if public sewer and water services or City limits are located within 300 feet of the subject property the County will require that the development connect to the services unless use of wells and septic systems or other means are allowed in writing by the City. The City of Silverton will require any property connecting to City utilities to be annexed. The City shall

provide notice of areas where public sewer and water services are located outside the city limits. Development of permitted uses on properties more than 300 feet from the city limits, or from an identified public sewer or water system, will be allowed using wells and DEQ approved waste water disposal systems.

5. If a proposed use is not specifically identified in the zoning ordinance and the County is proposing an interpretation classifying the use as permitted in the applicable zone, the City shall be given an opportunity to comment prior to the County finalizing the interpretation.

IV. AREA OF SPECIAL MUTUAL CONCERN

The area of land identified in Exhibit A, attached to this agreement, is not within the urban growth boundary to which the City and County have mutually agreed. However, land use actions within this area may have a significant impact on future growth and plans of the City of Silverton. The interest of the City in the future of this area is recognized by the County. Coordination is sought between the County and the City concerning future land use actions in the area.

With regard to land use actions on lands located within this area, the County of Marion and the City of Silverton agrees as follows:

1. The County shall retain responsibility for land use decisions and actions concerning and affecting lands within the area of special mutual concern.

2. Notice of pending land use actions on lands located within the area of special mutual concern shall be sent by the County to the City. The City shall be allowed at

least 20 days in which to review and submit comments on the proposal. Where the first scheduled action on a proposal is a public hearing, and the City responds in writing within 10 days requesting additional time in which to review the proposal, the City's time for submitting comments shall be extended until the next regularly scheduled hearing before that body. If no additional hearing is involved the City shall be allowed an additional 20 days to submit comments.

3. Development will be discouraged that would preclude the eventual redevelopment and urbanization of the area. Applicants for partitionings shall be encouraged to submit plans for the efficient redivision of the land at a later date.

4. Notice of decisions on land use actions on lands within the area of mutual concern shall be sent by the County to the City when issued. Applicable appeal periods set by County ordinance or State statute shall apply to such decisions.

5. Notice of Public Hearings shall also be sent by the County to the City within the times prescribed by County ordinance or State law prior to hearings on appeals of such decisions.

6. The City of Silverton may at its discretion develop studies as to the suitability, , feasibility, and effectiveness of extending urban facilities such as water and sewer service into the area of special mutual concern. Such studies shall not be construed by Marion County or others as being a violation of the City's or County's Comprehensive Plans. The City will not,

however, extend such facilities into this area without first obtaining appropriate amendments to the City and County's Comprehensive Plans. This provision is intended to recognize that certain facility planning requires consideration of timetables which extend beyond the 20 year planning period recognized in the City of Silverton Plan and it is therefore appropriate for specialized facility planning to be undertaken for the area.

V. APPEALS

In the event that no mutual agreement can be achieved in the course of reviewing amendments or land use applications as noted in Section II, III, and IV, each party retains its right to appeal as provided in State Law.

IT IS HEREBY UNDERSTOOD AND AGREED that this agreement shall remain in effect unless terminated by one of the parties by giving the other party a thirty (30) day termination notice, in writing. It is further understood that this agreement may be reviewed by the City and County every year.

The City shall pass a resolution authorizing the Mayor and City Recorder to enter into this agreement on behalf of the City. The resolution shall be made a part of this agreement and attached hereto;

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

MARION COUNTY BOARD OF COMMISSIONERS

Chairman

Commissioner

Commissioner

APPROVED AS TO FORM:

Marion County Legal Counsel

CITY OF SILVERTON

Mayor

Recorder

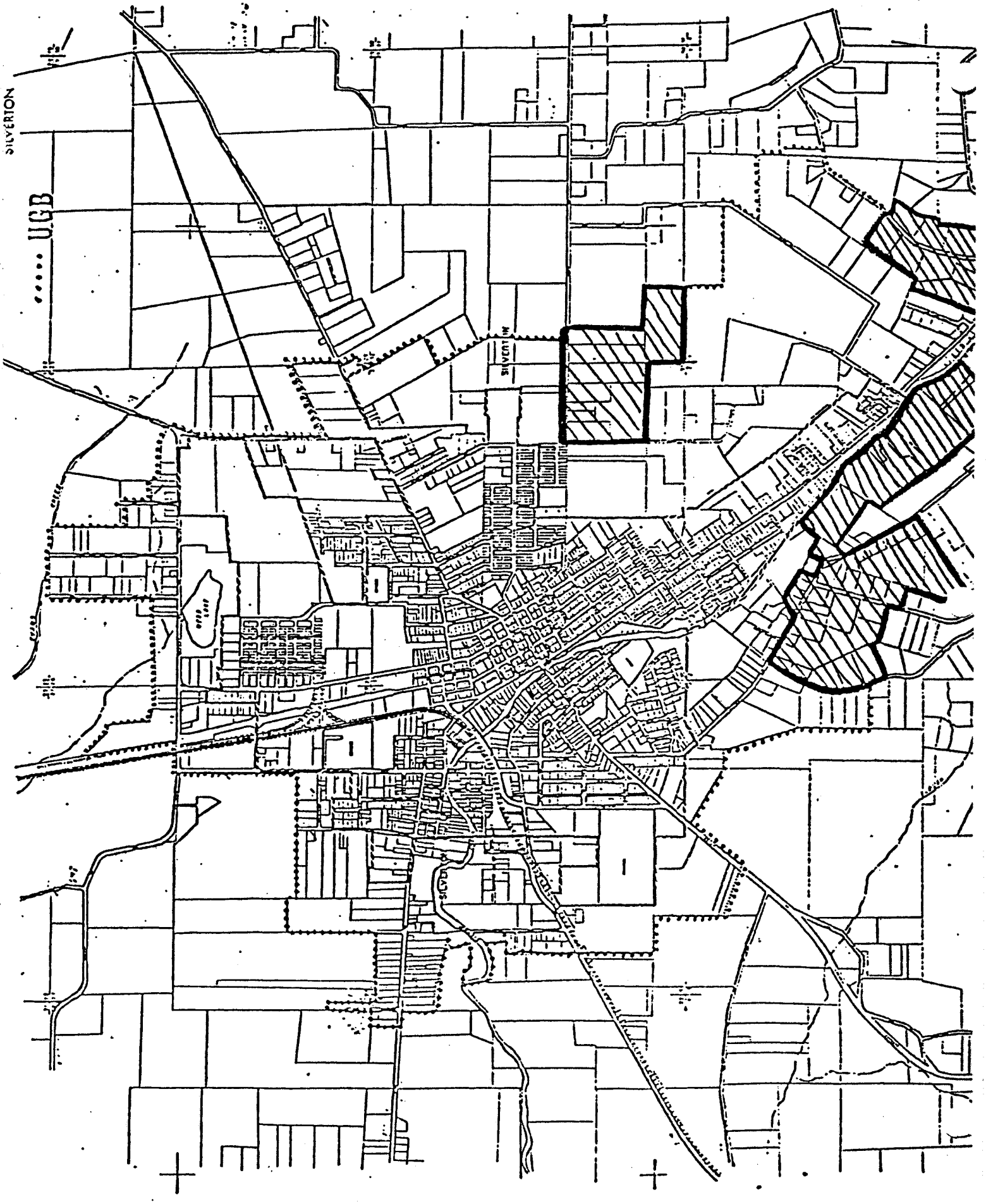
(UGB)

EXHIBIT "F" Area of Special Municipal Le

APPENDIX G

DOCUMENTS OF PLAN APPROVAL

EXHIBIT "A"



AUG 1 1989

NEIL GOLDSCHMIDT
GOVERNOR

Department of Land Conservation and Development

1175 COURT STREET NE, SALEM, OREGON 97310-0590 PHONE (503) 373-0050

July 31, 1989

Keith Garlinghouse
City of Silverton
306 South Water Street
Silverton, Oregon 97381-2199

Dear Keith:

I would like to congratulate officials and citizens of the City of Silverton on completion of the periodic review process. Enclosed is the Director's report and an order which finds your submittal meets statutory and rule requirements for periodic review.

State law requires local governments submit copies of their comprehensive plan and regulations to our department within six months from periodic review. Please submit two copies of these documents by February 1, 1990. The documents must be certified for completeness and accuracy by the planning director or other appropriate official. We are enclosing a sample form for this purpose. Please use the certification form as the cover sheet for your submittal.

An evaluation form is also enclosed. We would like to receive your comments regarding the periodic review process. Again, you are to be commended for your work on periodic review. If you have further questions about this process or other requirements of the state land use program, please contact Bob Rindy, your field representative, at 373-0067.

Sincerely,

Susan Brody
Director

SB/BR/tmc
<orders>

cc: Sterling Anderson, Marion County
Stan Mayfield, Real Estate Agency
Bob Rindy, Field Representative
PR Files (LR, RC, Ptld, Library(3))

BEFORE THE DIRECTOR OF THE
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
OF THE STATE OF OREGON

IN THE MATTER OF THE PERIODIC REVIEW OF THE PLAN AND LAND USE REGULATIONS FOR THE CITY OF SILVERTON	))))	DIRECTOR'S TERMINATION ORDER 89-TERM-558

On July 15, 1988, The Land Conservation and Development Commission reviewed the City of Silverton's final periodic review order pursuant to ORS 197.641 and the Commission Periodic Review Rule, OAR 660-19-000 to 660-19-110. The Commission found that the city had adequately addressed all periodic review requirements except those under Factors Two and Three pertaining to the Goal 10 Housing rule (OAR 660-08) and to ORS 197.303. The Commission adopted order 88-RA-383 (Exhibit A) requiring specific amendments to the city's final periodic review order.

On May 19, 1989, the Department received the City of Silverton's revised periodic review order responding to the requirements of 88-RA-383. The Director, having fully considered the City of Silverton's final periodic review order, comprehensive plan and land use regulations, and comments and objections of interested parties, now enters these:

Findings of Fact and Conclusions

1. The attached written report (Exhibit B) of the Director of the Department of Land Conservation and Development, and the Director's report adopted by the Commission on July 15, 1988 (Exhibit C), constitute the findings of fact related to the requirements of ORS 197.640 and OAR 660, Division 19.

2. Based on these reviews, the Director finds that the City of Silverton's periodic review order and the comprehensive plan and land use regulations meet the requirements of both the

Commission's Order 88-RA-383 and the periodic review factors of ORS 197.640 for the reasons set forth in the Director's reports dated June 24, 1988 and July 28, 1989, which are made a part of this order.

THEREFORE, IT IS HEREBY ORDERED THAT:

The Director of the Department of Land Conservation and Development terminates the City of Silverton's periodic review.

DATED THIS 31st DAY OF JULY 1989.

Susan Brody, Director
Department of Land
Conservation and Development

NOTE: Since there are no objectors, no parties are entitled to review this order by the Land Conservation and Development Commission (LCDC). Commission review is only by referral or appeal by a qualified objector. Commission review would be pursuant to the provisions of ORS 197.647.

** Copies of all exhibits are available for review at the Department's office in Salem.

SB/BR/TMC
<orders>

CITY OF SILVERTON

SILVERTON, OREGON

ORDINANCE NO. 89-105

An Ordinance Amending the Urbanization Element Portion of the Comprehensive Plan of the City of Silverton.

The City of Silverton does ordain as follows:

Section 1.

Ordinance No. 866 adopting the Silverton Comprehensive Plan is hereby amended as follows:

A. Repeal "Urbanization Element" pages 1-33, Ordinance No. 866
Adopt "Urbanization Element" pages 1-31, Ordinance No.89-105, Exhibit "A".

Adopted this 2 day of May, 1989.

Stu Rasmussen
MAYOR

ATTEST:

D.K. Robinson
D.K. Robinson, City Recorder/Manager

(complan3.ord)

CITY OF SILVERTON

SILVERTON, OREGON

ORDINANCE NO. 866

The City of Silverton does ordain as follows:

Section 1.

Ordinance No.s 763 and 849 adopting the Silverton Comprehensive Plan are hereby amended as follows:

A. Repeal "Urbanization" pages 1-32, Ordinance No. 849

Adopt "Urbanization" pages 1-33, Ordinance No.866, Exhibit A.

B. Repeal "Public Facilities and Services", page 20, Ordinance No. 849.

Adopt "Public Facilities and Services", page 20, Ordinance No.866, Exhibit A.

C. Repeal "Agricultural Lands Element" pages 44 and 45, Ordinance No. 763.

Adopt "Agricultural Lands Element" pages 44 and 45, Ordinance No. 866, Exhibit A.

Adopted this 15 day of March, 1988.

David A. Shetler
MAYOR

ATTEST:

D.K. Robinson
D.K. Robinson, City Recorder/Manager

(complan2.ord)

CITY OF SILVERTON

SILVERTON, OREGON

RESOLUTION NO. 1099

URBAN GROWTH BOUNDARY AGREEMENT

WHEREAS, the City of Silverton by the Silverton City Council as a part of the Periodic Review process for the Comprehensive Plan requested Marion County to adopt the provisions of the Urban Growth Boundary agreement dated January 26, 1988 as shown and attached here as Exhibit "A"; and

WHEREAS, Marion County by the Marion County Board of Commissioners, have signed the Urban Growth Boundary Agreement.

NOW, THEREFORE,
Be It Resolved, that the Silverton City Council adopts the Urban Growth Boundary Agreement dated January 26, 1988 and shown in Exhibit "A".

Adopted by the City Council of the City of Silverton this 15 day of March, 1988.

David A. Slater
MAYOR

ATTEST:

D.K. Robinson
D.K. Robinson, City Manager/Recorder

(res1098.per)

CITY OF SILVERTON

SILVERTON, OREGON

ORDINANCE NO. 849

The City of Silverton does ordain as follows:

Section 1.

Ordinance No. 763 adopting the Silverton Comprehensive Plan is hereby amended as follows:

A. Repeal "Introduction" page 1, Ordinance No. 763

Adopt "Introduction" page 1-7, Ordinance No. 849 Exhibit A.

B. Repeal "Urbanization" page 3-36, Ordinance No. 763

Adopt "Urbanization" page 1-32, Ordinance No. 849 Exhibit A.

C. Repeal "Open Space, Natural and Cultural Resources", page 47-60, Ordinance No. 763.

Adopt "Open Space, Natural and Cultural Resources", page 1-12, Ordinance No. 849 Exhibit A.

D. Repeal "Public Facilities and Services", page 139-152, Ordinance No. 763

Adopt "Public Facilities and Services", page 1-33, Ordinance No. 849 Exhibit A.

Section 2.

The following sections are hereby added as support documents to the Comprehensive Plan.

A. "Public Facilities and Services Tables and Map" page 1-10, Exhibit A.

B. "Public Facilities Inventory" book. Exhibit A.

C. Public Facility Plan Maps
   1) Sanitary Sewer - scale 1" = 600'
   2) Water - scale 1" = 600'
   3) Storm Sewer - scale 1" = 600'
   Exhibit A

D. Downtown Historic Inventory
   Exhibit A

Section 3.

Ordinance No. 498 regulating Silverton Planning is hereby amended as follows:

A. Amend "Conditional Use" section 6.01-6.04 to read as Exhibit A.

B. Amend "Variance" section 7.01-7.06 to read as Exhibit A.

C. Amend "Zone Change" section 8.04-8.051 to read as Exhibit A.

D. Repeal "Special Exceptions" section 8.06-8.066 as adopted by Ordinance No. 776.

E. Amend "Historic Landmark" section 55.00 - 55.09 as adopted by Ordinance No. 820 to read as Exhibit A.

F. Amend "Flood Plain District" section 82.09 - 82.11 to read as Exhibit A.

G. Amend "Specific Conditional Uses", section 101.00 - 101.01 to read as Exhibit A.

H. Add to "Urban Growth Boundary and Comprehensive Plan Management" as adopted by Ordinance No. 762 to include the "Urban Growth Boundary and Policy Agreement", page 1-11, Ordinance No. 849, Exhibit A.

Ordinance No. 849
Periodic Review

Adopted this 21st day of April 1987.

David A. Shetler
MAYOR

Attest:

D.K. Robinson
D.K. Robinson,
City Recorder/Manager

(complan.ord)

VICTOR ATIYEH
GOVERNOR

Department of Land Conservation and Development

1175 COURT STREET N.E., SALEM, OREGON 97310 PHONE (503) 378-4926

RECEIVED
SEP 11 1980
CITY OF SILVERTON

September 9, 1980

The Honorable John Middlemiss
Mayor, City of Silverton
Silverton, OR 97381

Dear Mayor Middlemiss:

It gives me a great deal of pleasure to confirm that the Land Conservation and Development Commission, on September 4, 1980, officially acknowledged the comprehensive plan and implementing ordinances of the City of Silverton as being in compliance with the Statewide Planning Goals.

The acknowledgment signifies a historic step for the City of Silverton's land use planning efforts.

I would like to commend the local officials, staff, and citizens of your city for their hard work and foresight in the field of land use planning.

Congratulations,

W. J. Kvarsten
Director

WJK:CF:mg
3129A

cc: Douglas Robinson, City Manager
Marion County Board of Commissioners
Pam Brown, Coordinator
Craig Greenleaf, Field Representative
Andrew Freeman, Lead Reviewer
Jim Knight, DLCD

BEFORE THE
LAND CONSERVATION AND DEVELOPMENT COMMISSION
OF THE STATE OF OREGON

IN THE MATTER OF THE CITY OF SILVERTON'S COMPREHENSIVE PLAN AND IMPLEMENTING MEASURES	COMPLIANCE ACKNOWLEDGMENT ORDER

On June 27, 1980, the City of Silverton, pursuant to ORS 197.251(1) (1977 Replacement Part), requested that its comprehensive plan and implementing measures be acknowledged by the Land Conservation and Development Commission in compliance with the Statewide Planning Goals.

The Commission reviewed the attached written report of the staff of the Department of Land Conservation and Development on September 4, 1980, regarding the compliance of the aforementioned plan and measures with the Statewide Planning Goals. Section IV of this report constitutes the findings of the Commission.

Based on its review, the Commission finds that the City of Silverton's comprehensive plan and implementing measures comply with the Statewide Planning Goals adopted by this Commission pursuant to ORS 197.225 and 197.245.

THEREFORE, IT IS HEREBY ORDERED THAT:

The Land Conservation and Development Commission acknowledges that the aforementioned comprehensive plan and implementing measures of the City of Silverton are in compliance with the Statewide Planning Goals.

DATED THIS 9th DAY OF SEPTEMBER, 1980.

W. J. Kvarsten, Director
for the Land Conservation
and Development Commission

WJK:AF:mg
3129A

CITY OF SILVERTON
SILVERTON, OREGON

ORDINANCE NO. 763

AN ORDINANCE ADOPTING THE SILVERTON COMPREHENSIVE PLAN.

THE CITY COUNCIL ORDAINS AS FOLLOWS:

SECTION 1. The City of Silverton does hereby adopt that certain Comprehensive Plan that is attached hereto, marked exhibit "A" and by this reference made a part hereof.

SECTION 2. An emergency is hereby declared to exist and this ordinance shall go into full force and effect upon its passage by the Council.

Adopted this 2nd day of July 1979.

Mayor

City Manager/Recorder

RESOLUTION NO. 79-1-30

PLANNING COMMISSION

CITY OF SILVERTON, OREGON

WHEREAS, the City of Silverton Planning Commission was selected by the Silverton City Council to act as the Committee for Citizen Involvement; and

WHEREAS, the Committee for Citizen Involvement was charged with the responsibility of revising the Silverton Comprehensive Plan according to the goals and guidelines established by Senate Bill 100; and

WHEREAS, the Committee for Citizen Involvement has conducted in excess of fifty public meetings in establishing the Urban Growth Boundary, Plan development and Plan adoption; and

WHEREAS, the Committee has considered testimony from private residents and public agencies and have modified the Plan in several areas due to these inputs; and

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission of the City of Silverton, acting as the Citizen Involvement Committee, hereby adopts the Revised Comprehensive Plan; and

BE IT FURTHER RESOLVED, that the Planning Commission transmits the Comprehensive Plan, hereto adopted by reference, to the City Council of the City of Silverton; and

BE IT FURTHER RESOLVED, that the Planning Commission recommends adoption of the referenced Plan by the City Council for transmittal to Marion County and the Land Conservation and Development Commission for acknowledgement upon completion of implementing ordinances and land use map.

BE IT FINALLY RESOLVED, that the Planning Commission urges the City Council to provide funding for drafting and amending ordinances necessary to implement the Plan.

ADOPTED this 30th day of January 1979.

Donald M Lowe

Don Lowe, Chairman,
Silverton Planning Commission

ATTEST:

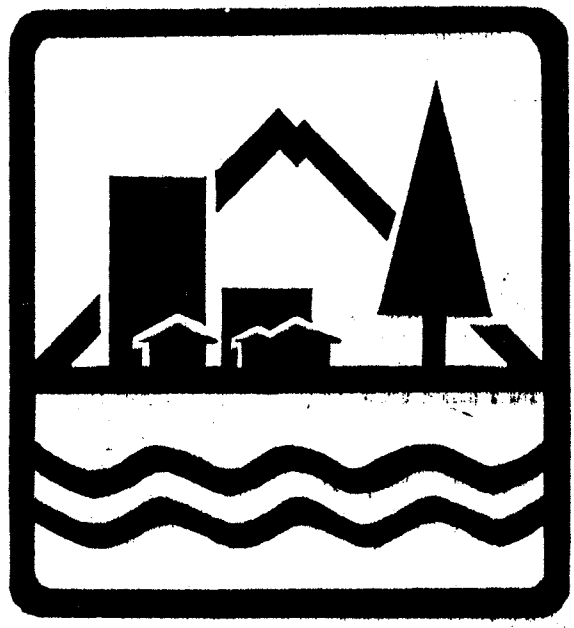
D. K. Robinson

Douglas K. Robinson
City Recorder

APPENDIX H

OREGON STATEWIDE PLANNING GOALS

OREGON'S STATEWIDE PLANNING GOALS 1990



Land Conservation and Development Commission

INTRODUCTION

OREGON'S STATEWIDE PLANNING PROGRAM

The Statewide Planning Goals
The goals in this tabloid constitute the framework for a statewide program of land-use planning. They are state policies on land use, resource management, economic development, and citizen involvement.

Each of the 19 sections in this document has two parts, one labeled *Goal* and the other labeled *Guidelines*. All text under the heading *Goal* is mandatory and has the force of law. All text under the heading *Guidelines is* not mandatory; it contains suggested, not required, courses of action. All of the goals are adopted as administrative rules in accordance with Oregon law.

Although each of the goals addresses a different topic, one can identify four broad categories of goals. The first set, those that deal with the planning process, contains Goal 1 (Citizen Involvement) and Goal 2 (Land Use Planning.) A second group, the conservation goals, deals with topics such as farm lands, forest lands, and natural resources. The third group is made up of goals that relate to development (Housing, Transportation, and Public Facilities and Services, for example). The fourth category contains the four goals that deal with Oregon's coastal resources.

City and County Planning
Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to have a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect.

The locally adopted comprehensive plans must be consistent with the statewide planning goals. The plans are reviewed for such consistency by the state's Land Conservation and Development Commission (LCDC). When LCDC has officially approved a local government's plan, that plan is said to be "acknowledged." An acknowledged local comprehensive plan is the controlling document for land use in the area covered by that plan.

Oregon's planning laws not only require that cities and counties comply with statewide planning goals; they also specify that special districts and state agencies must conform to those same goals. And the laws further require that special districts and state agencies carry out their programs in accordance with acknowledged local plans.

Coordination of Planning
Oregon's planning laws also place strong emphasis on coordination of planning. A city's plan, for example, must be consistent with the related county plan--and vice versa. The programs of special districts and state agencies must be coordinated with local plans.

A Partnership
Oregon's statewide planning program is a partnership between state and local governments. The state requires that cities and counties plan, and it sets the standards for such planning. Local governments do the planning and administer most of the land-use regulations. The resulting mosaic of state-approved local comprehensive plans covers the entire state.

The State of Oregon does not write comprehensive plans. It does not zone land, and it does not administer permits for local planning actions, such as variances and conditional uses. It also does not require environmental impact statements (EIS's), a review process that is used in several other states.

The Land Conservation and Development Commission
Oregon's statewide planning program is directed by the Land Conservation and Development Commission (LCDC). The commission's seven members are unsalaried volunteers, appointed by the governor and confirmed by the state senate.

The Department of Land Conservation and Development
LCDC's administrative arm is the Department of Land Conservation and Development (DLCD). The department's main office is in Salem. DLCD has field representatives in Portland, Newport, Medford, and Bend.

The Land Use Board of Appeals
The state has a special court to rule on matters involving planning: the Land Use Board of Appeals. The three-member board, known as LUBA, is based in Salem.

Citizen Involvement
It is no coincidence that the first among Oregon's 19 planning goals is *Citizen Involvement*. Extensive citizen involvement has been

(Continued on next page)

from the outset. Every city and county has a special committee to monitor and encourage active citizen participation in planning. A state body, the Citizen Involvement Advisory Committee (CIAC), is directed by law to encourage such participation in all phases of the planning process.

The Local Comprehensive Plan

Comprehensive plans provide overall guidance for a community's land use, economic development, and resource management. Each plan contains two main parts. One is a body of data and information called the inventory, background report, or factual base. It describes a community's resources and features. It must address all of the topics specified in the applicable statewide goals. The other part is the policy element. That part of the plan [illegible] tives and the policies by which it intends to achieve them. The policy element of each community's plan is adopted by ordinance and has the force of law.

Local plans evolve as a result of two processes, plan amendment and periodic review. Plan amendments are adjustments that occur irregularly; they usually deal only with small parts of a plan or small geographic areas. Periodic reviews are broad evaluations of an entire plan that occur every four to seven years. A plan may be modified extensively after such a review.

Each local plan is accompanied by a set of implementing measures. There are many different kinds, but the two most common ones are zoning and land-division ordinances. Every city and county in Oregon has adopted such land-use controls.

[illegible] need more information.

If you need information about a certain community's comprehensive plan or its zoning and land-division ordinances, contact the appropriate city or county planning department.

If you would like more information about Oregon's statewide planning program, please contact:

Department of Land Conservation and Development
1175 Court Street NE
Salem, OR 97310

(503) 373-0050

CONTENTS

Oregon's statewide planning goals have been adopted as administrative rules (OAR 660, Division15) in accordance with the procedures set forth in ORS197.225-.245.

Adoption		Amendments	
Goals 1-14	December 27, 1974	Goals 2-4	December 30, 1983
Goal 15	December 6, 1975	Goal 8	October 19, 1984
Goals 16-19	December 18, 1976	Goals 16-19	October 19, 1984
		Goals 1, 2, 3, 5, 8-11, 14, 15, and 18	February 17, 1988
		Goal 4	January 25, 1990

1. CITIZEN INVOLVEMENT

GOAL

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies, and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

The citizen involvement program shall incorporate the following components:

1. **Citizen Involvement -- To provide for widespread citizen involvement.**

   The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process.

   The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement.

   If the governing body wishes to assume the responsibility for development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a letter shall be submitted to the Land Conservation and Development Commission for the state Citizen Involvement Advisory Committee's review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is to be used in lieu of an independent CCI, its members shall be selected by an open, well-publicized public process.

2. **Communication -- To assure effective two-way communication with citizens.**

   Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

3. **Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.**

   Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures.

4. **Technical Information -- To assure that technical information is available in an understandable form.**

   Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

5. **Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.**

   Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policy-makers. The rationale used to reach land-use policy decisions shall be available in the form of a written record.

6. **Financial Support -- To insure funding for the citizen involvement program.**

   Adequate human, financial, and informational resources shall be allocated for the citizen involvement program. These allocations shall be an integral component of the planning budget. The governing body shall be responsible for obtaining and providing these resources.

GUIDELINES

A. CITIZEN INVOLVEMENT

1. A program for stimulating citizen involvement should be developed using a range of available media (including television, radio, newspapers, mailings and meetings).

2. Universities, colleges, community colleges, secondary and primary educational institutions and other agencies and institutions with interests in land-use planning should provide information on land-use education to citizens, as well as develop and offer courses in land-use education which provide for a diversity of educational backgrounds in land-use planning.

3. In the selection of members for the committee for citizen involvement, the following selection process should be observed: citizens should receive notice they can understand of the opportunity to serve on the CCI; committee appointees should receive official notification of their selection; and committee appointments should be well publicized.

B. COMMUNICATION

Newsletters, mailings, posters, mail-back questionnaires, and other available media should be used in the citizen involvement program.

C. CITIZEN INFLUENCE

1. **Data Collection** - The general public through the local citizen involvement programs should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.

2. **Plan Preparation** - The general public, through the local citizen involvement programs, should have the opportunity to participate in developing a body of sound information to identify public goals, develop policy guidelines, and evaluate alternative land conservation and development plans for the preparation of the comprehensive land-use plans.

3. **Adoption Process** - The general public, through the local citizen involvement programs, should have the opportunity to review and recommend changes to the proposed comprehensive land-use plans prior to the public hearing process to adopt comprehensive land-use plans.

4. **Implementation** - The general public, through the local citizen involvement programs, should have the opportunity to participate in the development, adoption, and application of legislation that is needed to carry out a comprehensive land-use plan. The general public, through the local citizen involvement programs, should have the opportunity to review each proposal and application for a land conservation and development action prior to the formal consideration of such proposal and application.

5. **Evaluation** - The general public, through the local citizen involvement programs, should have the opportunity to be involved in the evaluation of the comprehensive land-use plans.

6. **Revision** - The general public, through the local citizen involvement programs, should have the opportunity to review and make recommendations on proposed changes in comprehensive land-use plans prior to the public hearing process to formally consider the proposed changes.

D. TECHNICAL INFORMATION

1. Agencies that either evaluate or implement public projects or programs (such as, but not limited to, road, sewer, and water construction, transportation, subdivision studies, and zone changes) should provide assistance to the citizen involvement program. The roles, responsibilities and timeline in the planning process of these agencies should be clearly defined and publicized.

2. Technical information should include, but not be limited to, energy, natural environment, political, legal, economic and social data, and places of cultural significance, as well as those maps and photos necessary for effective planning.

E. FEEDBACK MECHANISM

1. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.

2. A process for quantifying and synthesizing citizens' attitudes should be developed and reported to the general public.

F. FINANCIAL SUPPORT

1. The level of funding and human resources allocated to the citizen involvement program should be sufficient to make citizen involvement an integral part of the planning process.

2. LAND USE PLANNING

GOAL

PART I - PLANNING
To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. The plans, supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units.

All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

Affected Governmental Units -- are those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area included in the plan.

Comprehensive Plan -- as defined in ORS 197.015(5).

Coordinated -- as defined in ORS 197.015(5). Note: It is included in the definition of comprehensive plan.

Implementation Measures -- are the means used to carry out the plan. These are of two general types: (1) management implementation measures such as ordinances, regulations or project plans, and (2) site or area specific implementation measures such as permits and grants for construction, construction of public facilities or provision of services.

Plans -- as used here encompass all plans which guide land-use decisions, including both comprehensive and single-purpose plans of cities, counties, state and federal agencies and special districts.

PART II -- EXCEPTIONS
A local government may adopt an exception to a goal when:

(a) The land subject to the exception is physically developed to the extent that it is no longer available for uses allowed by the applicable goal;

(b) The land subject to the exception is irrevocably committed to uses not allowed by the applicable goal because existing adjacent uses and other relevant factors make uses allowed by the applicable goal impracticable; or

(c) The following standards are met:
(1) Reasons justify why the state policy embodied in the applicable goals should not apply;
(2) Areas which do not require a new exception cannot reasonably accommodate the use;
(3) The long-term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and
(4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

COMPATIBLE, as used in subparagraph (4) is not intended as an absolute term meaning no interference or adverse impacts of any type with adjacent uses.

A local government approving or denying a proposed exception shall set forth findings of fact and a statement of reasons which demonstrate that the standards for an exception have or have not been met.

Each notice of a public hearing on a proposed exception shall specifically note that a goal exception is proposed and shall summarize the issues in an understandable manner.

Upon review of a decision approving or denying an exception:

(a) The commission shall be bound by any finding of fact for which there is substantial evidence in the record of the local government proceedings resulting in approval or denial of the exception;

(b) The commission shall determine whether the local government's findings and reasons demonstrate that the standards for an exception have or have not been met; and

(c) The commission shall adopt a clear statement of reasons which sets forth the basis for the determination that the standards for an exception have or have not been met.

EXCEPTION means a comprehensive plan provision, including an amendment to an acknowledged comprehensive plan, that;

(a) Is applicable to specific properties or situations and does not establish a planning or zoning policy of general applicability;

(b) Does not comply with some or all goal requirements applicable to the subject properties or situations; and

(c) Complies with standards for an exception.

PART III -- USE OF GUIDELINES
Governmental units shall review the guidelines set forth for the goals and either utilize the guidelines or develop alternative means that will achieve the goals. All land-use plans shall state how the guidelines or alternative means utilized achieve the goals.

Guidelines -- are suggested directions that would aid local governments in activating the mandated goals. They are intended to be instructive, directional and positive, not limiting local government to a single course of action when some other course would achieve the same result. Above all, guidelines are not intended to be a grant of power to the state to carry out zoning from the state level under the guise of guidelines. (Guidelines or the alternative means selected by governmental bodies will be part of the Land Conservations and Development Commission's process of evaluating plans for compliance with goals.)

GUIDELINES

A. PREPARATION OF PLANS AND IMPLEMENTATION MEASURES

Preparation of plans and implementation measures should be based on a series of broad phases, proceeding from the very general identification of problems and issues to the specific provisions for dealing with these issues and for interrelating the various elements of the plan. During each phase opportunities should be provided for review and comment by citizens and affected governmental units.

The various implementation measures which will be used to carry out the plan should be considered during each of the planning phases.

The number of phases needed will vary with the complexity and size of the area, number of people involved, other governmental units to be consulted, and availability of the necessary information.

Sufficient time should be allotted for:

(1) collection of the necessary factual information

(2) gradual refinement of the problems and issues and the alternative solutions and strategies for development

(3) incorporation of citizen needs and desires and development of broad citizen support

(4) identification and resolution of possible conflicts with plans of affected governmental units.

B. REGIONAL, STATE AND FEDERAL PLAN CONFORMANCE

It is expected that regional, state and federal agency plans will conform to the comprehensive plans of cities and counties. Cities and counties are expected to take into account the regional, state and national needs. Regional, state and federal agencies are expected to make their needs known during the preparation and revision of city and county comprehensive plans. During the preparation of their plans, federal, state and regional agencies are expected to create opportunities for review and comment by cities and counties.

In the event existing plans are in conflict or an agreement cannot be reached during the plan preparation process, then the Land Conservation and Development Commission expects the affected government units to take steps to resolve the issues. If an agreement cannot be reached, the appeals procedures in ORS Chapter 197 may be used.

C. PLAN CONTENT

1. Factual Basis for the Plan
Inventories and other forms of data are needed as the basis for the policies and other decisions set forth in the plan. This factual base should include data on the following as they relate to the goals and other provisions of the plan:

(Continued on next page)

2. LAND USE PLANNING (Continued)

(a) Natural resources, their capabilities and limitations

(b) Man-made structures and utilities, their location and condition

(c) Population and economic characteristics of the area

(d) Roles and responsibilities of governmental units.

2. Elements of the Plan
The following elements should be included in the plan:

(a) Applicable statewide planning goals

(b) Any critical geographic area designated by the Legislature

(c) Elements that address any special needs or desires of the people in the area

(d) Time periods of the plan, reflecting the anticipated situation at appropriate future intervals.

All of the elements should fit together and relate to one another to form a consistent whole at all times.

D. FILING OF PLANS

City and county plans should be filed, but not recorded, in the Office of the County Recorder. Copies of all plans should be available to the public and to affected governmental units.

E. MAJOR REVISIONS AND MINOR CHANGES IN THE PLAN AND IMPLEMENTATION MEASURES

The citizens in the area and any affected governmental unit should be given an opportunity to review and comment prior to any changes in the plan and implementation ordinances. There should be at least 30 days notice of the public hearing on the proposed change.

1. Major Revisions
Major revisions include land use changes that have widespread and significant impact beyond the immediate area, such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or many different ownerships.

The plan and implementation measures should be revised when public needs and desires change and when development occurs at a different rate than contemplated by the plan. Areas experiencing rapid growth and development should provide for a frequent review so needed revisions can be made to keep the plan up to date; however, major revisions should not be made more frequently than every two years, if at all possible.

2. Minor Changes
Minor changes, i.e., those which do not have significant effect beyond the immediate area of the change, should be based on special studies or other information which will serve as the factual basis to support the change. The public need and jutification for the particular change should be established. Minor changes should not be made more frequently than once a year, if at all possible.

F. IMPLEMENTATION MEASURES

The following types of measure should be considered for carrying out plans:

1. Management Implementation Measures
(a) Ordinances controlling the use and construction on the land, such as building codes, sign ordinances, subdivision and zoning ordinances. ORS Chapter197 requires that the provisions of the zoning and subdivision ordinances conform to the comprehensive plan.

(b) Plans for public facilities that are more specific than those included in the comprehensive plan. They show the size, location, and capacity serving each property but are not as detailed as construction drawings.

(c) Capital improvement budgets which set out the projects to be constructed during the budget period.

(d) State and federal regulations affecting land use.

(e) Annexations, consolidations, mergers and other reorganization measures.

2. Site and Area Specific Implementation Measures
(a) Building permits, septic tank permits, driveway permits, etc; the review of subdivisions and land partitioning applications; the changing of zones and granting of conditional uses, etc.

(b) The construction of public facilities (schools, roads, water lines, etc.).

(c) The provision of land-related public services such as fire and police.

(d) The awarding of state and federal grants to local governments to provide these facilities and services.

(e) Leasing of public lands.

G. USE OF GUIDELINES FOR THE STATEWIDE PLANNING GOALS

Guidelines for most statewide planning goals are found in two sections--planning and implementation. Planning guidelines relate primarily to the process of developing plans that incorporate the provisions of the goals. Implementation guidelines should relate primarily to the process of carrying out the goals once they have been incorporated into the plans. Techniques to carry out the goals and plans should be considered during the preparation of the plan.

3. AGRICULTURAL LAND

GOAL

To preserve and maintain agricultural lands. Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space. These lands shall be inventoried and preserved by adopting exclusive farm use zones pursuant to ORS Chapter 215. Such minimum lot sizes as are utilized for any farm use zones shall be appropriate for the continuation of the existing commercial agricultural enterprise within the area.

Conversion of rural agricultural land to urbanizable land shall be based upon consideration of the following factors: (1) environmental, energy, social and economic consequences; (2) demonstrated need consistent with LCDC goals; (3) unavailability of an alternative suitable location for the requested use; (4) compatibility of the proposed use with related agricultural land; and (5) the retention of Class I, II, III and IV Soils in farm use. A governing body proposing to convert rural agricultural land to urbanizable land shall follow the procedures and requirements set forth in the Land Use Planning goal (Goal 2) for goal exceptions.

Counties may designate agricultural land as marginal land and allow those uses and land divisions on the designated marginal land as allowed by ORS 197.247.

Agricultural Land -- in western Oregon is land of predominantly Class I, II, III and IV soils and in eastern Oregon is land of predominantly Class I, II, III, IV, V and VI soils as identified in the Soil Capability Classification System of the United States Soil Conservation Service, and other lands which are suitable for farm use taking into consideration soil fertility, suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation purposes, existing land-use patterns, technological and energy inputs required, or accepted farming practices. Lands in other classes which are necessary to permit farm practices to be undertaken on adjacent or nearby lands, shall be included as agricultural land in any event.

More detailed soil data to define agricultural land may be utilized by local governments if such data permits achievement of this goal.

Farm Use -- is as set forth in ORS 215.203 and includes the non-farm uses authorized by ORS 215.213 and ORS 215.283.

GUIDELINES

A. PLANNING

1. Urban growth should be separated from agricultural lands by buffer or transitional areas of open space.
2. Plans providing for the preservation and maintenance of farm land for farm use should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. Non-farm uses permitted within farm use zones under ORS 215.213(2) and (3) and 215.283(2) and (3) should be minimized to allow for maximum agricultural productivity.
2. Extension of services, such as sewer and water supplies into rural areas should be appropriate for the needs of agriculture, farm use and non-farm uses established under ORS 215.213 and 215.283.
3. Services that need to pass through agricultural lands should not be connected with any use that is not allowed under ORS 215.203, 215.213, and 215.283, should not be assessed as part of the farm unit and should be limited in capacity to serve specific service areas and identified needs.
4. Forest and open space uses should be permitted on agricultural land that is being preserved for future agricultural growth. The interchange of such lands should not be subject to tax penalties.

4. FOREST LANDS

GOAL

To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Forest lands are those lands acknowledged as forest lands as of the date of adoption of this goal amendment. Where a plan is not acknowledged or a plan amendment involving forest lands is proposed, forest land shall include lands which are suitable for commercial forest uses including adjacent or nearby lands which are necessary to permit forest operations or practices and other forested lands that maintain soil, air, water and fish and wildlife resources.

USES

Forest operations, practices and auxiliary uses shall be allowed on forest lands subject only to such regulation of uses as are found in ORS 527.722.

Uses which may be allowed subject to standards set forth in this goal and administrative rule are: (1) uses related to and in support of forest operations; (2) uses to conserve soil, water and air quality, and to provide for fish and wildlife resources, agriculture and recreational opportunities appropriate in a forest environment; (3) locationally dependent uses; (4)forest management dwellings that are necessary for, and accessory to, forest operations; and (5) other dwellings under prescribed conditions.

IMPLEMENTATION

Comprehensive plans and zoning provide certainty to assure that forest lands will be available now and in the future for the growing and harvesting of trees. Local governments shall inventory, designate and zone forest lands. Local governments shall adopt zones which contain provisions to address the uses allowed by the goal and administrative rule and apply those zones to designated forest lands.

Zoning applied to forest land shall contain provisions which limit, to the extent permitted by ORS 527.722, uses which can have significant adverse effects on forest land, operations or practices. Such zones shall contain standards for land divisions and for the review and siting of land uses consistent with the goal and administrative rule. These standards shall be designed to make land divisions and allowed uses compatible with forest operations and agriculture and to conserve values found on forest lands.

Local governments may inventory, designate and zone forest lands as marginal land, and may adopt a zone which contains provisions for those uses and land divisions consistent with ORS 197.247.

GUIDELINES

A. PLANNING

1. Forest lands should be inventoried so as to provide for the preservation of such lands for forest uses.

2. Plans providing for the preservation of forest lands for forest uses should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. Before forest land is changed to another use, the productive capacity of the land in each use should be considered and evaluated.

2. Developments that are allowable under the forest lands classification should be limited to those activities for forest production and protection and other land management uses that are compatible with forest production. Forest lands should be available for recreation and other uses that do not hinder growth.

3. Forestation or reforestation should be encouraged on land suitable for such purposes, including marginal agricultural land not needed for farm use.

4. Road standards should be limited to the minimum width necessary for management and safety.

5. Highways through forest lands should be designed to minimize impact on such lands.

6. Rights-of-way should be designed so as not to preclude forest growth whenever possible.

7. Maximum utilization of utility rights-of-way should be required before permitting new ones.

8. Comprehensive plans should consider other land uses that are adjacent to forest lands so that conflicts with forest [illegible] and management are avoided.

5. OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

GOAL

To conserve open space and protect natural and scenic resources.

Programs shall be provided that will
(1) insure open space,
(2) protect scenic and historic areas and natural resources for future generations, and
(3) promote healthy and visually attractive environments in harmony with the natural landscape character. The location, quality and quantity of the following resources shall be inventoried:

a. Land needed or desirable for open space;
b. Mineral and aggregate resources;
c. Energy sources;
d. Fish and wildlife areas and habitats;
e. Ecologically and scientifically significant natural areas, including desert areas;
f. Outstanding scenic views and sites;
g. Water areas, wetlands, watersheds and groundwater resources;
h. Wilderness areas;
i. Historic areas, sites, structures and objects;
j. Cultural areas;
k. Potential and approved Oregon recreation trails;
l. Potential and approved federal wild and scenic waterways and state scenic waterways.

Where no conflicting uses for such resources have been identified, such resources shall be managed so as to preserve their original character. Where conflicting uses have been identified the economic, social, environmental and energy consequences of the conflicting uses shall be determined and programs developed to achieve the goal.

Cultural Area -- refers to an area characterized by evidence of an ethnic, religious or social group with distinctive traits, beliefs and social forms.

Historic Areas -- are lands with sites, structures and objects that have local, regional, statewide or national historical significance.

Natural Area -- includes land and water that has substantially retained its natural character and land and water that, although altered in character, is important as habitats for plant, animal or marine life, for the study of its natural historical, scientific or paleontological features, or for the appreciation of its natural features.

Open Space -- consists of lands used for agricultural or forest uses, and any land area that would, if preserved and continued in its present use:

(a) Conserve and enhance natural or scenic resources;
(b) Protect air or streams or water supply;
(c) Promote conservation of soils, wetlands, beaches or tidal marshes;
(d) Conserve landscaped areas, such as public or private golf courses, that reduce air pollution and enhance the value of abutting or neighboring property;
(e) Enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries or other open space;
(f) Enhance recreation opportunities;
(g) Preserve historic sites;
(h) Promote orderly urban development.

Scenic Areas -- are lands that are valued for their aesthetic appearance.

Wilderness Areas -- are areas where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. It is an area of undeveloped land retaining its primeval character and influence, without permanent improvement or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) may also contain ecological, geological, or other features or scientific, educational, scenic, or historic value.

GUIDELINES

A. PLANNING

1. The need for open space in the planning area should be determined, and standards developed for the amount, distribution, and type of open space.

(Continued on next page)

5. OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES (Continued)

2. Criteria should be developed and utilized to determine what uses are consistent with open space values and to evaluate the effect of converting open space lands to inconsistent uses. The maintenance and development of open space in urban areas should be encouraged.

3. Natural resources and required sites for the generation of energy (i.e. natural gas, oil, coal, hydro, geothermal, uranium, solar and others) should be conserved and protected; reservoir sites should be identified and protected against irreversible loss.

4. Plans providing for open space, scenic and historic areas and natural resources should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

5. The National Register of Historic Places and the recommendations of the State Advisory Committee on Historic Preservation should be utilized in designating historic sites.

6. In conjunction with the inventory of mineral and aggregate resources, sites for removal and processing of such resources should be identified and protected.

7. As a general rule, plans should prohibit outdoor advertising signs except in commercial or industrial zones. Plans should not provide for the reclassification of land for the purpose of accommodating an outdoor advertising sign. The term "outdoor advertising sign" has the meaning set forth in ORS 377.710(24).

B. IMPLEMENTATION

1. Development should be planned and directed so as to conserve the needed amount of open space.

2. The conservation of both renewable and non-renewable natural resources and physical limitations of the land should be used as the basis for determining the quantity, quality, location, rate and type of growth in the planning area.

3. The efficient consumption of energy should be considered when utilizing natural resources.

4. Fish and wildlife areas and habitats should be protected and managed in accordance with the Oregon Wildlife Commission's fish and wildlife management plans.

5. Stream flow and water levels should be protected and managed at a level adequate for fish, wildlife, pollution abatement, recreation, aesthetics and agriculture.

6. Significant natural areas that are historically, ecologically or scientifically unique, outstanding or important, including those identified by the State Natural Area Preserves Advisory Committee, should be inventoried and evaluated. Plans should provide for the preservation of natural areas consistent with an inventory of scientific, educational, ecological, and recreational needs for significant natural areas.

7. Local, regional and state governments should be encouraged to investigate and utilize fee acquisition, easements, cluster developments, preferential assessment, development rights acquisition and similar techniques to implement this goal.

8. State and federal agencies should develop statewide natural resource, open space, scenic and historic area plans and provide technical assistance to local and regional agencies. State and federal plans should be reviewed and coordinated with local and regional plans.

9. Areas identified as having non-renewable mineral and aggregate resources should be planned for interim, transitional and "second use" utilization as well as for the primary use.

6. AIR, WATER AND LAND RESOURCES QUALITY

GOAL

To maintain and improve the quality of the air, water and land resources of the state.

All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.

Waste and Process Discharges -- refers to solid waste, thermal, noise, atmospheric or water pollutants, contaminants, or products therefrom. Included here also are indirect sources of air pollution which result in emissions of air contaminants for which the state has established standards.

GUIDELINES

A. PLANNING

1. Plans should designate alternative areas suitable for use in controlling pollution including but not limited to waste water treatment plants, solid waste disposal sites and sludge disposal sites.

2. Plans should designate areas for urban and rural residential use only where approvable sewage disposal alternatives have been clearly identified in such plans.

3. Plans should buffer and separate those land uses which create or lead to conflicting requirements and impacts upon the air, water and land resources.

4. Plans which provide for the maintenance and improvement of air, land and water resources of the planning area should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

5. All plans and programs affecting waste and process discharges should be coordinated within the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plan.

6. Plans of state agencies before they are adopted, should be coordinated with and reviewed by local agencies with respect to the impact of these plans on the air, water and land resources in the planning area.

7. In all air quality maintenance areas, plans should be based on applicable state rules for reducing indirect pollution and be sufficiently comprehensive to include major transportation, industrial, institutional, commercial, recreational and governmental developments and facilities.

B. IMPLEMENTATION

1. Plans should take into account methods and devices for implementing this goal, including but not limited to the following:

   (1) tax incentives and disincentives,
   (2) land use controls and ordinances,
   (3) multiple-use and joint development practices,
   (4) capital facility programming,
   (5) fee and less-than-fee acquisition techniques, and
   (6) enforcement of local health and safety ordinances.

2. A management program that details the respective implementation roles and responsibilities for carrying out this goal in the planning area should be established in the comprehensive plan.

3. Programs should manage land conservation and development activities in a manner that accurately reflects the community's desires for a quality environment and a healthy economy and is consistent with state environmental quality statutes, rules, standards and implementation plans.

7. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

GOAL

To protect life and property from natural disasters and hazards.

Developments subject to damage or that could result in loss of life shall not be planned nor located in known areas of natural disasters and hazards without appropriate safeguards. Plans shall be based on an inventory of known areas of natural disaster and hazards.

Areas of Natural Disasters and Hazards -- are areas that are subject to natural events that are known to result in death or endanger the works of man, such as stream flooding, ocean flooding, ground water, erosion and deposition, landslides, earthquakes, weak foundation soils and other hazards unique to local or regional areas.

GUIDELINES

A. PLANNING

1. Areas subject to natural hazards should be evaluated as to the degree of hazard present. Proposed developments should be keyed to the degree of hazard and to the limitations on use imposed by such hazard in the planning areas.
2. In planning for floodplain areas, uses that will not require protection through dams, dikes and levies should be preferred over uses that will require such protection.
3. Low density and open space uses that are least subject to loss of life or property damage such as open storage, forestry, agriculture and recreation should be preferred in floodplains, especially the floodway portion. The floodway portion should be given special attention to avoid development that is likely to cause an impediment to the flow of floodwaters.
4. Plans taking into account known areas of natural disasters and hazards should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.
5. Planning for known areas of natural disasters and hazards should include an evaluation of the beneficial impact on natural resources and the environment from letting such events naturally reoccur.

B. IMPLEMENTATION

1. Cities and counties not already eligible should qualify for inclusion in the Natural Flood Insurance Program, provided under the National Flood Insurance Act of 1968 (Public Law 90-448). The Act requires that development in flood-prone areas be appropriate to the probability of flood damage, and the danger to human life. The Flood Disaster Protection Act of 1973 (P.L. 93-234) and other pertinent federal and state programs should be considered. The United States Department of Housing and Urban Development should identify all flood and mud-slide prone cities and counties in Oregon, and priority should be given to the completion of flood rate maps for such areas.
2. When locating developments in areas of known natural hazards, the density or intensity of the development should be limited by the degree of the natural hazard.
3. When regulatory programs and engineering projects are being considered, the impacts of each should be considered.
4. Natural hazards that could result from new developments, such as runoff from paving projects and soil slippage due to weak foundation soils, should be considered, evaluated and provided for.

8. RECREATIONAL NEEDS

GOAL

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

RECREATION PLANNING

The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

DESTINATION RESORT SITING

Comprehensive plans may provide for the siting of destination resorts on rural lands subject to the provisions of the Goal and without a Goal 2 exception to Goals 3, 4, 11, or 14.

1. To assure that resort development does not conflict with the objectives of other Statewide Planning Goals, destination resorts allowed by this Goal shall not be sited in the following areas:

   (a) Within 24 air miles of an urban growth boundary with an existing population of 100,000 or more unless residential uses are limited to those necessary for the staff and management of the resort;
   (b) On a site with 50 or more contiguous acres of unique or prime farm land identified and mapped by the Soil Conservation Service; or within three miles of farm land within a High Value Crop Area except that small destination resorts shall not be closer to a high value crop area than one-half mile for each 25 units of overnight lodging or fraction thereof.
   (c) On predominantly Cubic Foot Site Class 1 or 2 forest lands as determined by the State Forestry Department, which are not subject to an approved Goal exception;
   (d) In the Columbia River Gorge National Scenic Area as defined by the Columbia River Gorge National Scenic Act, P.L. 99-663;
   (e) On areas protected as Goal 5 resource sites in acknowledged comprehensive plans protected in spite of identified conflicting uses ("3A" sites designated pursuant to OAR 660-16-010(1)).
   (f) Especially sensitive big game habitat as generally mapped by the Oregon Department of Fish and Wildlife in July 1984 and as further refined through development of comprehensive plans implementing this requirement.

   Consistent with (a)-(f) above, small resorts may be allowed in the following areas:

   (i) On land that is not defined as agricultural or forest land under Goal 3 or 4;
   (ii) On lands where there has been an exception to Statewide Planning Goals 3, 4, 11, or 14; and
   (iii) Such secondary lands as the Commission deems appropriate.

2. Counties shall ensure that destination resorts are compatible with the site and adjacent land uses through the following measures:

   (a) Important natural features, including habitat of threatened or endangered species, streams, rivers, and significant wetlands shall be maintained. Riparian vegetation within 100 feet of streams, rivers and significant wetlands shall be maintained. Alterations to important natural features, including placement of structures which maintain the overall values of the feature may be allowed.
   (b) Improvements and activities shall be located and designed to avoid or minimize adverse effects of the resort on uses on surrounding lands, including effects on intensive farming operations in the area. At a minimum, measures to accomplish this shall include:

      (i) Establishment and maintenance of buffers between the resort and adjacent land uses, including natural vegetation and where appropriate, fences, berms, landscaped areas, and other similar types of buffers.
      (ii) Setbacks of structures and other improvements from adjacent land uses.

3. Comprehensive plans allowing for destination resorts shall include implementing measures which:

   (a) Map areas where large destination resorts are permitted by requirement (1) above.
   (b) Limit uses and activities to those permitted by this Goal.
   (c) Assure developed recreational facilities and key facilities intended to serve the entire development and visitor oriented accommodations are physically provided or are guaranteed through surety bonding or substantially equivalent financial assurances prior to closure of sale of individual lots or units. In phased developments, developed recreational facilities and other key facilities intended to serve a particular phase shall be constructed prior to sales in that phase or guaranteed through surety bonding.

DEFINITIONS

Destination Resort -- a self-contained development providing visitor-oriented accommodations and developed recreational facilities in a setting with high natural amenities. To qualify as a large destination resort under Goal 8, a proposed development must meet the following standards:

(Continued on next page)

(1) The resort is located on a site of 160 acres or more except within two miles of the ocean shoreline and the site is 40 acres or more.
(2) At least 50 percent of the site is dedicated permanent open space excluding yards, streets and parking areas.
(3) At least $2 million (in 1984 dollars) is spent on improvements for on-site developed recreational facilities and visitor-oriented accommodations exclusive of costs for land, sewer, and water facilities and roads. Not less than one-third of this amount shall be spent on developed recreational facilities.
(4) Visitor-oriented accommodations including meeting rooms, restaurants with seating for 100 persons, and 150 separate rentable units for overnight lodging are provided. Accommodations available for residential use shall not exceed two such units for each unit of overnight lodging.
(5) Commercial uses provided are limited to types and levels necessary to meet the needs of visitors to the development, and industrial uses are not permitted.

To qualify as a small destination resort under Goal 8, a proposed development must meet the following standards:

(a) The resort shall be located on a site of 20 acres or more.
(b) At least $1 million (in 1984 dollars) shall be spent on improvements for on-site developed recreational facilities and visitor-oriented accommodations exclusive of costs for land, sewer, and water facilities and roads. Not less than one-third of this amount shall be spent on developed recreation facilities.
(c) At least 25 but not more than 75 units of overnight lodging shall be provided.
(d) Restaurant and meeting rooms with at least one seat for each unit of overnight lodging shall be provided.
(e) Residential uses shall be limited to those necessary for the staff and management of the resort.
(f) The county governing body or its designee shall review the proposed resort and determine that the primary purpose of the resort is to provide lodging and other services oriented to a recreational resource which can only reasonably be enjoyed in a rural area. Such recreational resources include, but are not limited to, a hot spring, a ski slope, or a fishing stream.
(g) The resort shall be constructed and located so that it is not designed to attract highway traffic. Resorts shall not use any manner of outdoor advertising signing except:
(i) Tourist oriented directional signs as provided in ORS 377.715 to 377.830; and
(ii) On-site identification and directional signs.

Developed Recreation Facilities -- are improvements constructed for the purpose of recreation and may include but are not limited to golf courses, tennis courts, swimming pools, marinas, ski runs and bicycle paths.

High Value Crop Area -- an area in which there is a concentration of commercial farms capable of producing crops or products with a minimum gross value of $1,000 per acre per year. These crops and products include field crops, small fruits, berries, tree fruits, nuts, or vegetables, dairying, livestock feedlots, or Christmas trees as these terms are used in the 1983 county and State Agricultural Estimates prepared by the Oregon State University Extension Service. The High Value Crop Area Designation is used for the purpose of minimizing conflicting uses in resort siting and is not meant to revise the requirements of Goal 3 or administrative rules interpreting the Goal.

Overnight Lodgings -- are permanent, separately rentable accommodations which are not available for residential use. Overnight lodgings include hotel or motel rooms, cabins, and time share units. Individually owned units may be considered overnight lodgings if they are available for overnight rental use by the general public for at least 45 weeks per calendar year through a central reservation and check-in service. Tent sites, recreational vehicle parks, mobile homes, dormitory rooms, and similar accommodations do not qualify as overnight lodgings for the purpose of this definition.

Recreation Areas, Facilities and Opportunities -- provide for human development and enrichment, and include but are not limited to: open space and scenic landscapes; recreational lands; history, archaeology and natural science resources; scenic roads and travelers; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities.

Recreation Needs -- refers to existing and future demand citizens and visitors for recreations areas, facilities and opportunities.

Self-contained Development -- means a development for which community sewer and water facilities are provided on-site and are limited to meet the needs of the development or are provided by existing public sewer or water service as long as all costs related to service extension and any capacity increases are borne by the development. A "self-contained development" shall have developed recreational facilities provided on-site.

Visitor-oriented Accommodations -- are overnight lodging, restaurants, meeting facilities which are designed to and provide for the needs of visitors rather than year-round residents.

GUIDELINES

A. PLANNING

1. An inventory of recreation needs in the planning area should be made based upon adequate research and analysis of public wants and desires.
2. An inventory of recreation opportunities should be made based upon adequate research and analysis of the resources in the planning area which are available to meet recreation needs.
3. Recreation land use to meet recreational recreational needs should be developed by each agency responsible for developing comprehensive plans.
4. The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities.
5. The ***State Comprehensive Outdoor Recreation Plan*** could be used as a guide when planning, acquiring and developing recreation resources, areas and facilities.

needs and development standards, roles and responsibilities should be developed by all agencies in coordination with each other and with the private interests. Long range plans and action programs to meet

6. When developing recreation plans, energy consequences should be considered, and to the greatest extent possible nonmotorized types of recreational activities should be preferred over motorized activities.
7. Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that
   (a) meet recreational needs requirements for high density population centers,
   (b) meet recreational needs of persons of limited mobility and finances,
   (c) meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,
   (d) minimize environmental deterioration,
   (e) are available to the public at nominal cost, and
   (f) meet needs of visitors to the state.
8. Unique areas or resources capable of meeting one or more specific recreational needs requirements should be inventoried and protected or acquired.
9. All state and federal agencies developing recreation plans should allow for review of recreation plans by affected local agencies.
10. Comprehensive plans should be designed to give a high priority to enhancing recreation opportunities on the public waters and shorelands of the state especially on existing and potential state and federal wild and scenic waterways, and Oregon Recreation Trails.
11. Plans which provide for satisfying the recreation needs of persons in the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

Plans should take into account various techniques in addition to fee acquisition such as easements, cluster developments, preferential assessments, development rights acquisition, subdivision park land dedication which benefits the subdivision, and similar techniques to meet recreation requirements through tax policies, land leases, and similar programs.

C. RESORT SITING

Measures should be adopted to minimize the adverse environmental effects of resort development on the site, particularly in areas subject to natural hazards. Plans and ordinances should prohibit or discourage alterations and structures in the 100 year flood plain and on slopes exceeding 25 percent. Uses and alterations which are appropriate for these areas include:

1. minor drainage improvements which do not significantly impact important natural features of the site;
2. roads, bridges and utilities where there are no feasible alternative locations on the site; and
3. outdoor recreation facilities including golf courses, bike paths, trails, boardwalks, picnic tables, temporary open sided shelters, boating facilities, ski lifts and runs.

Alterations and structures permitted in these areas should be adequately protected from geologic hazards or of minimal value and designed to minimize adverse environmental effects.

9. Economic Development

GOAL

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

Comprehensive plans for urban areas shall:

1. Include an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends;
2. Contain policies concerning the economic development opportunities in the community;
3. Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies;
4. Limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with proposed uses.

In accordance with ORS 197.180 and Goal 2, state agencies that issue permits affecting land use shall identify in their coordination programs how they will coordinate permit issuance with other state agencies, cities and counties.

GUIDELINES

A. PLANNING

1. A principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located. Comparative advantage industries are those economic activities which represent the most efficient use of resources, relative to other geographic areas.

2. The economic development projections and the comprehensive plan which is drawn from the projections should take into account the availability of the necessary natural resources to support the expanded industrial development and associated populations. The plan should also take into account the social, environmental, energy, and economic impacts upon the resident population.

3. Plans should designate the type and level of public facilities and services appropriate to support the degree of economic development being proposed.

4. Plans should strongly emphasize the expansion of and increased productivity from existing industries and firms as a means to strengthen local and regional economic development.

5. Plans directed toward diversification and improvement of the economy of the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. Plans should take into account methods and devices for overcoming certain regional conditions and deficiencies for implementing this goal, including but not limited to

   (1) tax incentives and disincentives;
   (2) land use controls and ordinances;
   (3) preferential assessments;
   (4) capital improvement programming; and
   (5) fee and less-than-fee acquisition techniques.

2. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those private and governmental bodies which operate in the planning area and have interests in carrying out this goal and in supporting and coordinating regional and local economic plans and programs.

10. HOUSING

GOAL

To provide for the housing needs of citizens of the state.

Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

Buildable Lands -- refers to lands in urban and urbanizable areas that are suitable, available and necessary for residential use.

Government-Assisted Housing -- means housing that is financed in whole or part by either a federal or state housing agency or a local housing authority as defined in ORS 456.005 to 456.720, or housing that is occupied by a tenant or tenants who benefit from rent supplements or housing vouchers provided by either a federal or state housing agency or a local housing authority.

Household -- refers to one or more persons occupying a single housing unit.

Manufactured Homes -- means structures with a Department of Housing and Urban Development (HUD) label certifying that the structure is constructed in accordance with the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 USC 5401 et seq.), as amended on August 22, 1981.

Needed Housing Units -- means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

GUIDELINES

A. PLANNING

1. In addition to inventories of buildable lands, housing elements of a comprehensive plan should, at a minimum, include: (1) a comparison of the distribution of the existing population by income with the distribution of available housing units by cost; (2) a determination of vacancy rates, both overall and at varying rent ranges and cost levels; (3) a determination of expected housing demand at varying rent ranges and cost levels; (4) allowance for a variety of densities and types of residences in each community; and (5) an inventory of sound housing in urban areas including units capable of being rehabilitated.

2. Plans should be developed in a manner that insures the provision of appropriate types and amounts of land within urban growth boundaries. Such land should be necessary and suitable for housing that meets the housing needs of households of all income levels.

3. Plans should provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.

4. Plans providing for housing needs should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. Plans should provide for a continuing review of housing need projections and should establish a process for accommodating needed revisions.
2. Plans should take into account the effects of utilizing financial incentives and resources to (a) stimulate the rehabilitation of substandard housing without regard to the financial capacity of the owner so long as benefits accrue to the occupants; and (b) bring into compliance with codes adopted to assure safe and sanitary housing the dwellings of individuals who cannot on their own afford to meet such codes.
3. Decisions on housing development proposals should be expedited when such proposals are in accordance with zoning ordinances and with provisions of comprehensive plans.
4. Ordinances and incentives should be used to increase population densities in urban areas taking into consideration (1) key facilities, (2) the economic, environmental, social and energy consequences of the proposed densities and (3) the optimal use of existing urban land particularly in sections containing significant amounts of unsound substandard structures.
5. Additional methods and devices for achieving this goal should, after consideration of the impact on lower income households, include, but not be limited to: (1) tax incentives and disincentives; (2) building and construction code revision; (3) zoning and land use controls; (4) subsidies and loans; (5) fee and less-than-fee acquisition techniques; (6) enforcement of local health and safety codes; and (7) coordination of the development of urban facilities and services to disperse low income housing throughout the planning area.
6. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.

11. Public Facilities and Services

GOAL

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable land rural areas to be served. A provision for key facilities shall be included in each plan. Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan.

In accordance with ORS 197.180 and Goal 2, state agencies that provide funding for transportation, water supply, sewage and solid waste facilities shall identify in their coordination programs how they will coordinate that funding with other state agencies and with the public facility plans of cities and counties.

A Timely, Orderly and Efficient Arrangement -- refers to a system or plan that coordinates the type, locations and delivery of public facilities and services in a manner that best supports the existing and proposed land uses.

Rural Facilities and Services -- refers to facilities and services which the governing body determines to be suitable and appropriate solely for the needs of rural use.

Urban Facilities and Services -- refers to key facilities and to appropriate types and levels of at least the following: police protection; sanitary facilities; storm drainage facilities; planning, zoning and subdivision control; health services; recreation facilities and services; energy and communication services; and community governmental services.

Public Facilities Plan -- A public facility plan is a support document or documents to a comprehensive plan. The facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plan or plans within an urban growth boundary containing a population greater than 2,500.

GUIDELINES

A. PLANNING

1. Plans providing for public facilities and services should be coordinated with plans for designation of urban boundaries, urbanizable land, rural uses and for the transition of rural land to urban uses.
2. Public facilities and services for rural areas should be provided at levels appropriate for rural use only and should not support urban uses.
3. Public facilities and services in urban areas should be provided at levels necessary and suitable for urban uses.
4. Public facilities and services in urbanizable areas should be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services in these areas should be based upon: (1) the time required to provide the service; (2) reliability of service; (3) financial cost; and (4) levels of service needed and desired.
5. A public facility or service should not be provided in an urbanizable area unless there is provision for the coordinated development of all the other urban facilities and services appropriate to that area.
6. All utility lines and facilities should be located on or adjacent to existing public or private rights-of-way to avoid dividing existing farm units.
7. Plans providing for public facilities and services should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development action provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. Capital improvement programming and budgeting should be utilized to achieve desired types and levels of public facilities and services in urban, urbanizable and rural areas.
2. Public facilities and services should be appropriate to support sufficient amounts of land to maintain an adequate housing market in areas undergoing development or redevelopment.
3. The level of key facilities that can be provided should be considered as a principal factor in planning for various densities and types of urban and rural land uses.
4. Plans should designate sites of power generation facilities and the location of electric transmission lines in areas intended to support desired levels of urban and rural development.
5. Additional methods and devices for achieving desired types and levels of public facilities and services should include but not be limited to the following: (1) tax incentives and disincentives; (2) land use controls and ordinances; (3) multiple use and joint development practices; (4) fee and less-than-fee acquisition techniques; and (5) enforcement of local health and safety codes.
6. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.

12. TRANSPORTATION

GOAL

To provide and encourage a safe, convenient and economic transportation system.

A transportation plan shall (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.

Transportation -- refers to the movement of people and goods.

Transportation Facility -- refers to any physical facility that moves or assists in the movement of people and goods excluding electricity, sewage and water.

Transportation System -- refers to one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas.

Mass Transit -- refers to any form of passenger transportation wheelchairs members of the public on a regular and continuing basis.

Transportation Disadvantaged -- refers to those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability.

GUIDELINES

A. PLANNING

1. All current area-wide transportation studies and plans should be revised in coordination with local and regional comprehensive plans and submitted to local and regional agencies for review and approval.
2. Transportation systems, to the fullest extent possible, should be planned to utilize existing facilities and rights-of-way within the state provided that such use is not inconsistent with the environmental, energy, land-use, economic or social policies of the state.
3. No major transportation facility should be planned or developed outside urban boundaries on Class I and II agricultural land, as defined by the U.S. Soil Conservation Service unless no feasible alternative exists.
4. Major transportation facilities should avoid dividing existing economic farm units and urban social units unless no feasible alternative exists.
5. Population densities and peak hour travel patterns of existing and planned developments should be considered in the choice of transportation modes for trips taken by persons. While high density developments with concentrated trip origins and destinations should be designed to be principally served by mass transit, low-density developments with dispersed origins and destinations should be principally served by the auto.
6. Plans providing for a transportation system should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

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12. TRANSPORTATION (Continued)

B. IMPLEMENTATION

1. The number and location of major transportation facilities should conform to applicable state or local land use plans and policies designed to direct urban expansion to areas identified as necessary and suitable for urban development. The planning and development of transportation facilities in rural areas should discourage urban growth while providing transportation service necessary to sustain rural and recreational uses in those areas so designated in the comprehensive plan.
2. Plans for new or for the improvement of major transportation facilities should identify the positive and negative impacts on: (1) local land use patterns, (2) environmental quality, (3) energy use and resources, (4) existing transportation systems and (5) fiscal resources in a manner sufficient to enable local governments to rationally consider the issues posed by the construction and operation of such facilities.
3. Lands adjacent to major mass transit stations, freeway interchanges, and other major air, land and water terminals should be managed and controlled so as to be consistent with and supportive of the land use and development patterns identified in the comprehensive plan of the jurisdiction within which the facilities are located.
4. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.

13. ENERGY CONSERVATION

GOAL

To conserve energy.

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

GUIDELINES

A. PLANNING

1. Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization.
2. The allocation of land and uses permitted on the land should seek to minimize the depletion of non-renewable sources of energy.
3. Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.
4. Land use planning should, to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency.
5. Plans directed toward energy conservation within the planning area should consider as a major determinant the existing and potential capacity of the renewable energy sources to yield useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste. Whenever possible, land conservation and development actions provided for under such plans should utilize renewable energy sources.

B. IMPLEMENTATION

1. Land use plans should be based on utilization of the following techniques and implementation devices which can have a material impact on energy efficiency:
   a. Lot size, dimension, and siting controls;
   b. Building height, bulk and surface area;
   c. Density of uses, particularly those which relate to housing densities;
   d. Availability of light, wind and air;
   e. Compatibility of and competition between competing land use activities; and
   f. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste.

14. URBANIZATION

GOAL

To provide for an orderly and efficient transition from rural to urban land use.

Urban growth boundaries shall be established to identify and separate urbanizable land from rural land. Establishment and change of the boundaries shall be based upon considerations of the following factors:

(1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
(2) Need for housing, employment opportunities, and livability;
(3) Orderly and economic provision for public facilities and services;
(4) Maximum efficiency of land uses within and on the fringe of the existing urban area;
(5) Environmental, energy, economic and social consequences;
(6) Retention of agricultural land as defined, with Class I being the highest priority for rentention and Class VI the lowest priority; and,
(7) Compatibility of the proposed urban uses with nearby agricultural activities.

The results of the above considerations shall be included in the comprehensive plan. In the case of a change of a boundary, a governing body proposing such change in the boundary separating urbanizable lands from rural land, shall follow the procedures and requirements as set forth in the Land Use Planning Goal (Goal 2) for goal exceptions.

Any urban growth boundary established prior to January 1, 1975, which includes rural lands that have not been built upon shall be reviewed by the governing body, utilizing the same factors applicable to the establishment or change of urban growth boundaries.

Establishment and change of the boundaries shall be a cooperative process between a city and the county or counties that surround it.

Land within the boundaries separating urbanizable land from rural land shall be considered available over time for urban uses. Conversion of urbanizable land to urban uses shall be based on consideration of:

(1) Orderly, economic provision for public facilities and services;
(2) Availability of sufficient land for the various uses to insure choices in the market place;
(3) LCDC goals or the acknowledged comprehensive plan; and,
(4) Encouragement of development within urban areas before conversion of urbanizable areas.

GUIDELINES

A. PLANNING

1. Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account (1) the growth policy of the area, (2) the needs of the forecast population, (3) the carrying capacity of the planning area, and (4) open space and recreational needs.
2. The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to such parcels.
3. Plans providing for the transition from rural to urban land use should take into consideration as to a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION

1. The type, location and phasing of public facilities and services are factors which should be utilized to direct urban expansion.
2. The type, design, phasing and location of major public transportation facilities (i.e., all modes: air, marine, rail, mass transit, highways, bicycle and pedestrian) and improvements thereto are factors which should be utilized to support urban expansion into urbanizable areas and restrict it from rural areas.
3. Financial incentives should be provided to assist in maintaining the use and character of lands adjacent to urbanizable areas.

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14. URBANIZATION (Continued)

4. Local land use controls and ordinances should be mutually supporting, adopted and enforced to integrate the type, timing and location of public facilities and services in a manner to accommodate increased public demands as urbanizable lands become more urbanized.

5. Additional methods and devices for guiding urban land use should include but not be limited to the following: (1) tax incentives and disincentives; (2) multiple use and joint development practices; (3) fee and less-than-fee acquisition techniques; and (4) capital improvement programming.

6. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.

15. WILLAMETTE RIVER GREENWAY

GOAL

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

A. GENERAL

1. The qualities of the Willamette River Greenway shall be protected, conserved, enhanced and maintained consistent with the lawful uses present on December 6, 1975. Intensification of uses, changes in use or developments may be permitted after this date only when they are consistent with the Willamette Greenway Statute, this goal, the interim goals in ORS 215.515(1) and the statewide planning goals, as the case may be, and when such changes have been approved as provided in the Preliminary Greenway Plan or similar provisions in the completed plan as appropriate.

2. The Willamette Greenway Program shall be composed of cooperative local and state government plans for the protection, conservation, enhancement and maintenance of the Greenway, and of implementation measures including management through ordinances, rules, regulations, permits, grants as well as acquisition and development of property, etc. It shall also become a part of all other local and state plans and programs within and near the Greenway.

3. The Greenway Program shall include:

   a. Boundaries within which special Greenway considerations shall be taken into account;
   b. Management of uses on lands within and near the Greenway to maintain the qualities of the Greenway;
   c. Acquisition of lands or interests in lands from a donor or willing seller or as otherwise provided by law in areas where the public's need can be met by public ownership.

B. INVENTORIES AND DATA

Information and data shall be collected to determine the nature and extent of the resources, uses and rights associated directly with the Willamette River Greenway. These inventories are for the purpose of determining which lands are suitable or necessary for inclusion within the Willamette River Greenway Boundaries and to develop the plans and management and acquisition programs.

Each of the following items shall be inventoried[1] as it relates to the Greenway objectives:

1. All agricultural lands as provided in Goal 3. This includes all land currently in farm use as defined in ORS Chapter 215.203(2);
2. All current aggregate excavation and processing sites, and all known extractable aggregate sources;
3. All current public recreation sites, including public access points to the river and hunting and fishing areas;
4. Historical and archaeological sites;
5. Timber resources;
6. Significant natural and scenic areas, and vegetative cover;
7. Fish and wildlife habitats;
8. Areas of annual flooding and flood plains;
9. Land currently committed to industrial, commercial and residential uses;
10. The ownership of property, including riparian rights;
11. Hydrological conditions;
12. Ecologically fragile areas;
13. Recreational needs as set forth in Goal 8;
14. Other uses of land and water in or near the Greenway;
15. Acquisition areas which include the identification of areas suitable for protection or preservation through public acquisition of lands or an interest in land. Such acquisition areas shall include the following:
    a. Areas which may suitably be protected by scenic easements;
    b. Scenic and recreational land for exclusive use of the public;
    c. Sites for the preservation and restoration of historic places;
    d. Public access corridor;
    e. Public parks;
    f. Ecologically fragile areas; and
    g. Other areas which are desirable for public acquisition may also be identified if the reasons for public acquisition for the Greenway are also identified.

C. CONSIDERATIONS AND REQUIREMENTS

The Oregon Department of Transportation (DOT) Greenway Plan, the portions of each city and county comprehensive plan within the Greenway, and the portions of plans and programs and implementation measures of all special districts, state and federal agencies within the Greenway shall be based on the following factors:

1. **General Considerations and Requirements**
   a. Statutory requirements in ORS Chapter 390.010 to 390.220 and in ORS Chapter 390.310 to 390.368;
   b. City, county and regional comprehensive plans adopted pursuant to ORS Chapter 197 for jurisdictions along the river;
   c. Statewide planning goals and guidelines adopted pursuant to ORS Chapter 197 by LCDC;
   d. Interim goals set forth in ORS Chapter 215.515(1).

2. **Boundary Considerations and Requirements.**[2] The temporary and preliminary Greenway boundaries shall be reviewed as to their appropriateness and refined as needed based on the information contained in the inventories. The refined boundaries shall include such lands along the Willamette River as are necessary to carry out the purpose and intent of the Willamette River Greenway through a coordinated management and acquisition program.

Within farm areas, consideration shall be given to the ability of agricultural land adjacent to the Willamette River Greenway to enhance and protect the Greenway.

3. **Use Management Considerations and Requirements.** Plans and implementation measures shall provide for the following:
   a. **Agricultural lands** -- The agricultural lands identified in the inventory shall be preserved and maintained as provided in Goal 3 as an effective means to carry out the purposes of the Greenway including those agricultural lands near the Greenway. Lands devoted to farm use which are not located in an exclusive farm use zone shall be allowed to continue in such farm use without restriction as provided in ORS 390.314(2)(c), ORS 390.332(4) and ORS 390.334(2);
   b. **Recreation** --
      (1) Local, regional and state recreational needs shall be provided for consistent with the carrying capacity of the land;
      (2) Zoning provisions shall allow recreational uses on lands to the extent that such use would not substantially interfere with the long-term capacity of the land for farm use are defined in ORS 215.203;
      (3) The possibility that public recreation use might disturb adjacent property shall be considered and minimized to the greatest extent practicable;
      (4) The public parks established by section 8a of Chapter 558, 1973 Oregon Laws, shall be set forth in Oregon Laws, shall be set forth on the appropriate comprehensive plans and zoning established which will permit their development, use and maintenance;

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[1] When information on such items is not available through previous studies, information will be maintained by the agencies for those portions of the plan for which they are responsible. This requirement shall not limit units of government from collecting information on other items.

[2] See ORS Chapter 390.318(1) for specific statutory language... "There shall be included within the boundaries of the Willamette River Greenway all lands situation with 150 feet from the ordinary low water line on each side of each channel of the Willamette River and such other lands along the Willamette River as the department and units of local government consider necessary for the development of such Greenway, however, the total area included within the boundaries of such Greenway shall not exceed, on the average, 120 acres per river mile along the Willamette River; however, for the purpose of computing the maximum acreage of lands within such Greenway, the acreage of lands situated on such islands and within state parks and recreation areas shall be excluded."

15. WILLAMETTE RIVER GREENWAY (Continued)

c. **Access** -- Adequate public access to the river shall be provided for, with emphasis on urban and urbanizable areas;
d. **Fish and wildlife habitat** -- Significant fish and wildlife habitats shall be protected;
e. **Scenic qualities and views** -- identified scenic qualities and viewpoints shall be preserved;
f. **Protection and safety** -- The Willamette River Greenway Program shall provide for the maintenance of public safety and protection of public and private property, especially from vandalism and trespass in both rural and urban areas to the maximum extent practicable;
g. **Vegetative fringe** -- The natural vegetative fringe along the River shall be enhanced and protected to the maximum extent practicable;
h. **Timber resource** -- The partial harvest of timber shall be permitted beyond the vegetative fringes in areas not covered by a scenic easement when the harvest is consistent with an approved plan under the Forest Practices Act, or, if not covered by the Forest Practices Act, then with an approved plan under the Greenway compatibility review provisions. Such plan shall insure that the natural scenic qualities of the Greenway will be maintained to the greatest extent practicable or restored within a brief period of time;
i. **Aggregate extraction** -- Extraction of known aggregate deposits may be permitted when compatible with the purposes of the Willamette River Greenway and when economically feasible, subject to compliance with ORS 541.605 to 541.695; ORS 517.750 to 517.900 and subject to compliance with local regulations designed to minimize adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, streamflow, visual quality, noise, safety and to guarantee necessary reclamation;
j. **Development away from river** -- Developments shall be directed away from the river to the greatest possible degree; provided, however, lands committed to urban uses within the Greenway shall be permitted to continue as urban uses, including port, industrial, commercial land residential uses pertaining to navigational requirements, water and land access needs and related facilities;
k. **Greenway setback** -- A setback line will be established to keep structures separated from the river in order to protect, maintain preserve and enhance the natural, scenic, historic and recreational qualities of the Willamette River Greenway, as identified in the Greenway Inventories. The setback line shall not apply to water-related or water-dependent uses.

4. Areas to be Acquired -- Considerations and Requirements

Areas to be acquired must:

a. Have potential to serve the purposes of the Greenway;
b. To the maximum extent practicable, be consistent with non-interference or non-interruption of farm uses as defined in ORS Chapter 215.203(2);
c. Be suitable for permitting the enforcement of existing statutes relating to trespass and vandalism along the Greenway, and be suitable for allowing maintenance of the lands or interests acquired.

D. DOT GREENWAY PLAN

The DOT will prepare and keep current, through appropriate revisions, a Greenway Plan setting forth the state interests in the Greenway. The plan will show:

1. The boundaries of the Willamette River Greenway;
2. The boundaries of the areas in which interests in property may be acquired. These shall be depicted clearly on maps or photographs together with the nature of the acquisition such as fee title or scenic easement; the general public purposes of each such area, and the conditions under which such acquisition may occur.
3. Use Intensity Classifications for the areas acquired by the State for Greenway purposes; and
4. The locations of public access, either already existing or to be acquired.

The DOT plan or revision thereto will be reviewed by the Land Conservation and Development Commission (LCDC) as provided in ORS 390.322. When the Commission has determined that the revision is consistent with the statutes and this goal it shall approve the plan for recording.

E. COMPREHENSIVE PLANS OF CITIES AND COUNTIES

Each city and county in which the Willamette River Greenway is located, shall incorporate the portions of the approved DOT Greenway Plan in its comprehensive plan and implementing ordinances and other implementation measures.

1. **Boundaries:** Boundaries of the approved Willamette River Greenway shall be shown on every comprehensive plan.
2. **Uses:** Each comprehensive plan shall designate the uses to be permitted for the rural and urban areas of each jurisdiction, which uses shall be consistent with the approved DOT Greenway Plan, the Greenway Statutes and this Goal.
3. **Acquisition Areas:** Each comprehensive plan shall designate areas identified for possible public acquisition and the conditions under which such acquisition may occur as set forth in the approved DOT Willamette Greenway Plan and any other area which the city or county intends to acquire.

F. IMPLEMENTATION MEASURES

Implementation of the Greenway Program shall occur through the cooperative efforts of state and local units of government and shall be consistent with the approved DOT Greenway Plan and the city and county comprehensive plans, the goals and appropriate statutes.

1. **Boundaries:** Willamette River Greenway boundaries shall be shown on city and county zoning maps and referred to in the zoning ordinance and the subdivision ordinance.
2. **Uses:** Measures for managing uses within the Greenway shall include at least:
   a. Exclusive farm use zoning of all agricultural land within and adjacent to the Greenway;
   b. Flood plain zoning of all areas subject to flooding;
   c. Open space zoning (see ORS Chapter 308.740) of all open space areas; and
   d. Provisions for the use management considerations and requirements set forth in C3 of this Goal.
3. **Greenway Compatibility Review:** Cities and counties shall establish provisions by ordinance for the review of intensifications, changes of use or developments to insure their compatibility with the Willamette River Greenway. Such ordinances shall include the matters in **a** through **e** below:
   a. The establishment of Greenway compatibility review boundaries adjacent to the river within which review of developments shall take place. Such boundaries in urban areas shall be not less than 150 feet from the ordinary low water line of the Willamette River; in rural areas such boundaries shall include all lands within the boundaries of the Willamette River Greenway;
   b. The review of intensification, changes of use and developments as authorized by the Comprehensive Plan and zoning ordinance to insure their compatibility with the Greenway statutes and to insure that the best possible appearance, landscaping and public access are provided. Such review shall include the following findings, that to the greatest possible degree:
      (1) The intensification, change of use or development will provide the maximum possible landscaped area, open space or vegetation between the activity and the river;
      (2) Necessary public access will be provided to and along the river by appropriate legal means;
   c. Provision is made for at least one public hearing on each application to allow any interested person an opportunity to speak;
   d. Provision is made for giving notice of such hearing at least to owners of record of contiguous property and to any individual or groups requesting notice; and
   e. Provision is made to allow the imposing of conditions on the permit to carry out the purpose and intent of the Willamette River Greenway Statutes.
   f. As an alternative to the review procedures in subparagraphs 3(a) to 3(e), a city or county governing body may prepare and adopt, after public hearing and notice thereof to DOT, a design plan and administrative review procedure for a portion of the Greenway. Such design plan must provide for findings equivalent to those required in subparagraphs 3(b)(1) and (2) of paragraph F so as to insure compatibility with the Greenway of proposed intensification, changes of use or developments. If this alternative procedure is adopted and approved by DOT and LCDC, a hearing will not be required on each individual application.

G. NOTICE OF PROPOSED INTENSIFICATION, CHANGE OF USE OR DEVELOPMENT

Government agencies, including cities, counties, state agencies, federal agencies, special districts, etc., shall not authorize or allow intensification, change of use or development on lands within the boundaries of the Willamette River Greenway compatibility review area established by cities and counties as required by paragraph F 3.a without first giving written notice to the DOT by immediately forwarding a copy of any application by certified mail--return receipt requested. Notice of the action taken by federal, state, city, county, and special districts on an application shall be furnished to DOT.

H. AGENCY JURISDICTION

Nothing in this order is intended to interfere with the duties, powers and responsibilities vested by statute in agencies to control or regulate activities on lands or waters within the boundaries of the Greenway so long as the exercise of the authority is consistent with the legislative policy set forth in ORS 390.310 to 390.368 and the applicable statewide planning goal for the Willamette River Greenway, as the case may be. An agency receiving an application for a permit to conduct an activity on lands or waters within the Greenway shall immediately forward a copy of such request to the Department of Transportation.

I. DOT SCENIC EASEMENTS

Nothing in this Goal is intended to alter the authority of DOT to acquire property or a scenic easement therein as set forth in ORS 390.310 to 390.368.

J. TRESPASS BY PUBLIC

Nothing in this Goal is intended to authorize public use of private property. Public use of private property is a trespass unless appropriate easements and access have been acquired in allowance with law to authorize such use.

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15. WILLAMETTE RIVER GREENWAY (Continued)

K. DEFINITIONS FOR WILLAMETTE RIVER GREENWAY GOAL

1. **Change of Use** means making a different use of the land or water than that which existed on December 6, 1975. It includes a change which requires construction, alterations of the land, water or other areas outside of existing buildings or structures and which substantially alters or affects the land or water. It does not include a change of use of a building or other structure which does not substantially alter or affect the land or water upon which it is situated. Change of use shall not include the completion of a structure for which a valid permit had been issued as of December 6, 1975 and under which permit substantial construction has been undertaken by July 1, 1976. The sale of property is not in itself considered to be a change of use. An existing open storage area shall be considered to be the same as a building.

   Landscaping, construction of driveways, modifications of existing structures, or the construction or placement of such subsidiary structures or facilities as are usual and necessary to the use and enjoyment of existing improvements shall not be considered a change of use for the purposes of this Goal.

2. **Lands Committed to Urban Use** means those lands upon which the economic, developmental and locational factors have, when considered together, made the use of the property for other than urban purposes inappropriate. Economic, developmental and locational factors include such matters as ports, industrial, commercial, residential or recreational uses of property; the effect these existing uses have on properties in their vicinity, previous public decisions regarding the land in question, as contained in ordinances and such plans as the Lower Willamette River Management Plan, the city or county comprehensive plans and similar public actions.

3. **Intensification** means any additions which increase or expand the area or amount of an existing use, or the level of activity. Remodeling of the exterior of a structure not excluded below is an intensification when it will substantially alter the appearance of the structure. Intensification shall not include the completion of a structure for which a valid permit was issued as of December 6, 1975 and under which permit substantial construction has been undertaken by July 1, 1976. Maintenance and repair usual and necessary for the continuance of an existing use is not an intensification of use. Reasonable emergency procedures necessary for the safety or the protection of property are not an intensification of use. Residential use of lands within the Greenway includes the practices and activities customarily related to the use and enjoyment of one's home. Landscaping, construction of driveways, modification of existing structures or construction or placement of such subsidiary structures or facilities adjacent to the residence as are usual and necessary to such use and enjoyment shall not be considered an intensification for the purposes of this Goal. Seasonal increases in gravel operations shall not be considered an intensification of use.

16. ESTUARINE RESOURCES

GOAL

To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and

To protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.

Comprehensive management programs to achieve these objectives shall be developed by appropriate local, state, and federal agencies for all estuaries.

To assure diversity among the estuaries of the State, by June 15, 1977, LCDC with the cooperation and participation of local governments, special districts, and state and federal agencies shall classify the Oregon estuaries to specify the most intensive level of development or alteration which may be allowed to occur within each estuary. After completion for all estuaries of the inventories and initial planning efforts, including identification of needs and potential conflicts among needs and goals and upon request of any coastal jurisdiction, the Commission will review the overall Oregon Estuary Classification.

Comprehensive plans and activities for each estuary shall provide for appropriate uses (including preservation) with as much diversity as is consistent with the overall Oregon Estuary Classification, as well as with the biological economic, recreational, and aesthetic benefits of the estuary. Estuary plans and activities shall protect the estuarine ecosystem, including its natural biological productivity, habitat, diversity, unique features and water quality.

The general priorities (from highest to lowest) for management and use of estuarine resources as implemented through the management unit designation and permissible use requirements listed below shall be:

1. Uses which maintain the integrity of the estuarine ecosystem;
2. Water-dependent uses requiring estuarine location, as consistent with the overall Oregon Estuary Classification;
3. Water-related uses which do not degrade or reduce the natural estuarine resources and values;
4. Nondependent, nonrelated uses which do not alter, reduce or degrade estuarine resources and values.

INVENTORY REQUIREMENTS

Inventories shall be conducted to provide information necessary for designating estuary uses and policies. These inventories shall provide information on the nature, location, and extent of physical, biological, social, and economic resources in sufficient detail to establish a sound basis for estuarine management and to enable the identification of areas for preservation and areas of exceptional potential for development.

State and federal agencies shall assist in the inventories of estuarine resources. The Department of Land Conservation and Development, with assistance from local government, state and federal agencies, shall establish common inventory standards and techniques, so that inventory data collected by different agencies or units of government, or data between estuaries, will be comparable.

COMPREHENSIVE PLAN REQUIREMENTS

Based upon inventories, the limits imposed by the overall Oregon Estuary Classification, and needs identified in the planning process, comprehensive plans for coastal areas shall:

1. Identify each estuarine area;
2. Describe and maintain the diversity of important and unique environmental, economic and social features within the estuary;
3. Classify the estuary into management units; and
4. Establish policies and use priorities for each management unit using the standards and procedures set forth below.
5. Consider and describe in the plan the potential cumulative impacts of the alterations and development activities envisioned. Such a description may be general but shall be based on the best available may be general but shall be based on the best available information and projections.

MANAGEMENT UNITS

Diverse resources, values, and benefits shall be maintained by classifying the estuary into distinct water use management units. When classifying estuarine areas into management units, the following shall be considered in addition to the inventories:

1. Adjacent upland characteristics and existing land uses;
2. Compatibility with adjacent uses;
3. Energy costs and benefits; and
4. The extent to which the limited water surface area of the estuary shall be committed to different surface uses.

As a minimum, the following kinds of management units shall be established:

1. **Natural** -- in all estuaries, areas shall be designated to assure the protection of significant fish and wildlife habitats, of continued biological productivity within the estuary, and of scientific, research, and educational needs. These shall be managed to preserve the natural resources in recognition of dynamic, natural, geological, and evolutionary processes. Such areas shall include, at a minimum, all major tracts of salt marsh, tideflats, and seagrass and algae beds.
   Permissible uses in natural management units shall include the following:
   a. undeveloped low-intensity, water-dependent recreation;
   b. research and educational observations;
   c. navigation aids, such as beacons and buoys;
   d. protection of habitat, nutrient, fish, wildlife and aesthetic resources;
   e. passive restoration measures;
   f. dredging necessary for on-site maintenance of existing functional tidegates and associated drainage channels and bridge crossing support structures;
   g. riprap for protection of uses existing as of October 7, 1977, unique natural resources, historical and archeological values; and public facilities; and
   h. bridge crossings.

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16. ESTUARINE RESOURCES (Continued)

Where consistent with the resource capabilities of the area and the purposes of this management unit the following uses may be allowed:

a. aquaculture which does not involve dredge or fill or other estuarine alteration other than incidental dredging for harvest of benthic species or removable in-water structures such as stakes or racks;
b. communication facilities;
c. active restoration of fish and wildlife habitat or water quality and estuarine enhancement;
d. boat ramps for public use where no dredging or fill for navigational access is needed; and,
e. pipelines, cables and utility crossings, including incidental dredging necessary for their installation.
f. installation of tidegates in existing functional dikes.
g. temporary alterations.
h. bridge crossing support structures and dredging necessary for their installation.

A use or activity is consistent with the resource capabilities of the area when either the impacts of the use on estuarine species, habitats, biological productivity and water quality are not significant or that the resources of the area are able to assimilate the use and activity and their effects and continue to function in a manner to protect significant wildlife habitats, natural biological productivity, and values for scientific research and education.

2. **Conservation** -- In all estuaries, except those in the overall Oregon Estuary Classification which are classed for preservation, areas shall be designated for long-term uses of renewable resources that do not require major alteration of the estuary, except for the purpose of restoration. These areas shall be managed to conserve the natural resources and benefits. These shall include areas needed for maintenance and enhancement of biological productivity, recreational and aesthetic uses, and aquaculture. They shall include tracts of significant habitat smaller or of less biological importance than those in (1) above, and recreational or commercial oyster and clam beds not included in (1) above. Areas that are partially altered and adjacent to existing development of moderate intensity which do not possess the resource characteristics of natural or development units shall also be included in this classification.

Permissible uses in conservation management units shall be all uses listed in (1) above except temporary alterations.

Where consistent with the resource capabilities of the area and the purposes of this management unit the following uses may be allowed:

a. High-intensity water-dependent recreation, including boat ramps, marinas and new dredging for boat ramps and marinas;
b. Minor navigational improvements;
c. Mining and mineral extraction, including dredging necessary for mineral extraction;
d. Other water dependent uses requiring occupation of water surface area by means other then dredge or fill;
e. Aquaculture requiring dredge or fill or other alteration of the estuary;
f. Active restoration for purposes other than those listed in 1(d);
g. Temporary alterations.

A use or activity is consistent with the resource capabilities of the area when either the impacts of the use on estuarine species, habitats, biological productivity, and water quality are not significant or that the resources of the area are able to assimilate the use and activity and their effects and continue to function in a manner which conserves long-term renewable resources, natural biologic productivity, recreational and aesthetic values and aquaculture.

3. **Development** -- in estuaries classified in the overall Oregon Estuary Classification for more intense development or alteration, areas shall be designated to provide for navigation and other identified needs for public, commercial, and industrial water-dependent uses, consistent with the level of development or alteration allowed by the overall Oregon Estuary Classification. Such areas shall include deep-water areas adjacent or in proximity to the shoreline, navigation channels, subtidal areas for in-water disposal of dredged material and areas of minimal biological significance needed for uses requiring alterations of the estuary not included in (1) and (2) above.

Permissible uses in areas managed for water-dependent activities shall be navigation and water-dependent commercial and industrial uses.

As appropriate the following uses shall also be permissible in development management units:

a. Dredge or fill, as allowed elsewhere in the goal;
b. Navigation and water-dependent commercial enterprises and activities;
c. Water transport channels where dredging may be necessary;
d. Flow-lane disposal of dredged material monitored to assure that estuarine sedimentation is consistent with the resource capabilities and purposes of affected natural and conservation management units;
e. Water storage areas where needed for products used in or resulting from industry, commerce, and recreation;
f. Marinas.

Where consistent with the purposes of this management unit and adjacent shorelands designated especially suited for water-dependent uses or designated for waterfront redevelopment, water-related and nondependent, nonrelated uses not requiring dredge or fill; mining and mineral extraction; and activities identified in (1) and (2) above shall also be appropriate.

In designating areas for these uses, local governments shall consider the potential for using upland sites to reduce or limit the commitment of the estuarine surface area for surface uses.

IMPLEMENTATION REQUIREMENTS

1. Unless fully addressed during the development and adoption of comprehensive plans, actions which would potentially alter the estuarine ecosystem shall be preceded by a clear presentation of the impacts of the proposed alteration. Such activities include dredging, fill, in-water structures, riprap, log storage, application of pesticides and herbicides, water intake or withdrawal and effluent discharge, flow-lane disposal of dredged material, and other activities which could affect the estuary's physical processes or biological resources.

The impact assessment need not be lengthy or complex, but it should enable reviewers to gain a clear understanding of the impacts to be expected. It shall include information on:

a. The type and extent of alterations expected;
b. The type of resource(s) affected;
c. The expected extent of impacts of the proposed alteration on water quality and other physical characteristics of the estuary, living resources, recreation and aesthetic use, navigation and other existing and potential uses of the estuary; and
d. The methods which could be employed to avoid or minimize adverse impacts.

2. Dredging and/or filling shall be allowed only:

a. If required for navigation or other water-dependent uses that require an estuarine location or if specifically allowed by the applicable management unit requirements of this goal; and,
b. If a need (i.e., a substantial public benefit) is demonstrated and the use or alteration does not unreasonably interfere with public trust rights; and,
c. If no feasible alternative upland locations exist; and,
d. If adverse impacts are minimized.

Other uses and activities which could alter the estuary shall only be allowed if the requirements in (b), (c), and (d) are met. All or portions of these requirements may be applied at the time of plan development for actions identified in the plan. Otherwise, they shall be applied at the time of permit review.

3. State and federal agencies shall review, revise, and implement their plans, actions, and management authorities to maintain water quality and minimize man-induced sedimentation in estuaries. Local government shall recognize these authorities in managing lands rather than developing new or duplicatory management techniques or controls.

Existing programs which shall be utilitized include:

a. The Oregon Forest Practices Act and Administrative Rules, for forest lands as defined in ORS 527.610-527-730 and 527.990 and the Forest Lands Goal;
b. The programs of the Soil and Water Conservation Commission and local districts and the Soil Conservation Service, for Agricultural Lands Goal;
c. The nonpoint source discharge water quality program administered by the Department of Environmental Quality under Section 208 of the Federal Water Quality Act as amended in 1972 (PL92-500); and
d. The Fill and Removal Permit Program administered by the Division of State Lands under ORS 541.605 - 541.665.

4. The State Water Policy Review Board, assisted by the staff of the Oregon Department of Water Resources, and the Oregon Department of Fish and Wildlife, the Oregon Department of Environmental Quality, the Division of State Lands, and the U.S. Geological Survey, shall consider establishing minimum fresh-water flow rates and standards so that resources and uses of the estuary, including navigation, fish and wildlife characteristics, and recreation, will be maintained.

5. When dredge or fill activities are permitted in intertidal or tidal marsh areas, their effects shall be mitigated by creation, restoration or enhancement of another area to ensure that the integrity of the estuarine ecosystem is maintained. Comprehensive plans shall designate and protect specific sites for mitigation which generally correspond to the types and quantity of intertidal

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16. ESTUARINE RESOURCES (Continued)

area proposed for dredging or filling, or make findings demonstrating that it is not possible to do so.

6. Local government and state and federal agencies shall develop comprehensive programs, including specific sites and procedures for disposal and stockpiling of dredged materials. These programs shall encourage the disposal of dredged material in uplands or ocean waters, and shall permit disposal in estuary waters only where such disposal will clearly be consistent with the objectives of this goal and state and federal law. Dredged material shall not be disposed in intertidal or tidal march estuarine areas unless part of an approved fill project.

7. Local government and state and federal agencies shall act to restrict the proliferation of individual single-purpose docks and piers by encouraging community facilities common to several uses and interests. The size and shape of a dock or pier shall be limited to that required for the intended use. Alternatives to docks and piers, such as mooring buoys, dryland storage, and launching ramps shall be investigated and considered.

8. State and federal agencies shall assist local government in identifying areas for restoration. Restoration is appropriate in areas where activities have adversely affected some aspect of the estuarine system, and where it would contribute to a greater achievement of the objective of this goal. Appropriate sites include areas of heavy erosion or sedimentation, degraded fish and wildlife habitat, anadromous fish spawning areas, abandoned diked estuarine marsh areas, and areas where water quality restricts the use of estuarine waters for fish and shellfish harvest and production, or for human recreation.

9. State agencies with planning, permit, or review authorities affected by this goal shall review their procedures and standards to assure that the objectives and requirements of the goal are fully addressed. In estuarine areas the following authorities are of special concern:

Division of State Lands
- Fill and Removal Law — ORS 541.605 -ORS 541.665
- Mineral Resources — ORS 273.551; ORS 273.775 - 273.780
- Submersible and Submerged Lands — ORS 274.005 -274.940

Economic Development Department
- Ports Planning — ORS 777.835

Water Resources Department
- Appropriation of Water — ORS 537.010-537.990 ORS 543.010-543.620

Department of Geology and Mineral Industries
- Mineral Extraction Oil and Gas Drilling — ORS 520.005 -520.095

Department of Forestry
- **Forest Practices Act — ORS 527.610 -527.730**

Department of Energy — Regulation of Thermal
- Power and Nuclear Installation — ORS 469.300 -469.570

Department of Environmental Quality
- Water Quality — ORS 468.700 - 468.775
- Sewage Treatment and Disposal Systems — ORS 454.010 -454.755

GUIDELINES

The requirements of the Estuarine Resources Goal should be addressed with the same consideration applied to previously adopted goals and guidelines. The planning process described in the Land Use Planning Goal (Goal 2), including the exceptions provisions described in Goal 2, applies to estuarine areas and implementation of the Estuarine Resources Goal.

Because of the strong relationship between estuaries and adjacent coastal shorelands, the inventories and planning requirements for these resources should be closely coordinated. These inventories and plans should also be fully coordinated with the requirements in other state planning goals, especially the Goals for Open Spaces, Scenic and Historic Areas and Natural Resources; Air, Water, and Land Resources Quality; Recreational Needs; Transportation; and Economy of the State.

A. INVENTORIES

In detail appropriate to the level of development or alteration proposed, the inventories for estuarine features should include:

1. Physical characteristics
   a. Size, shape, surface area, and contour, including water depths;
   b. Water characteristics including, but not limited to, salinity, temperature, and dissolved oxygen. Data should reflect average and extreme values for the months of March, June, September, and December as a minimum; and
   c. Substrate mapping showing location and extent of rock, gravel, sand, and mud.
2. Biological characteristic– Location, Description, and Extent of:
   a. The common species of benthic (living in or on bottom) flora and fauna;
   b. The fish and wildlife species, including part-time residents;
   c. The important resting, feeding, and nesting areas for migrating and resident shorebirds, wading birds and wildlife;
   d. The areas important for recreational fishing and hunting, including areas used for clam digging and crabbing;
   e. Estuarine wetlands;
   f. Fish and shellfish spawning areas;
   g. Significant natural areas; and
   h. Areas presently in commercial aquaculture.
3. Social and economic characteristics– Location, Description, and Extent of:
   a. The importance of the estuary to the economy of the area;
   b. Existing land uses surrounding the estuary;
   c. Man-made alterations of the natural estuarine system;
   d. Water-dependent industrial and/or commercial enterprises;
   e. Public access;
   f. Historical or archaeological sites associated with the estuary; and
   g. Existing transportation systems.

B. HISTORIC, UNIQUE, AND SCENIC WATERFRONT COMMUNITIES

Local government comprehensive plans should encourage the maintenance and enhancement of historic, unique, and scenic waterfront communities, allowing for non-water-dependent uses as appropriate in keeping with such communities.

C. TRANSPORTATION

Local governments and state and federal agencies should closely coordinate and integrate navigation and port needs with shoreland and upland transportation facilities and the requirements of the Transportation Goal. The cumulative effects of such plans and facilities on the estuarine resources and values should be considered.

D. TEMPORARY ALTERATIONS

The provision for temporary alterations in the Goal is intended to allow alterations to areas and resources that the Goal otherwise requires to be preserved or conserved. This exemption is limited to alterations in support of uses permitted by the Goal; it is not intended to allow uses which are not otherwise permitted by the Goal.

Application of the resource capabilities test to temporary alterations should ensure:

1. That the short-term damage to resources is consistent with resource capabilities of the area; and
2. That the area and affected resources can be restored to their original condition.

17. COASTAL SHORELANDS

GOAL

To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and

To reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.

Programs to achieve these objectives shall be developed by local, state, and federal agencies having jurisdiction over coastal shorelands.

Land use plans, implementing actions and permit reviews shall include consideration of the critical relationships between coastal shorelands and resources of coastal waters, and of the geologic and hydrologic hazards associated with coastal shorelands. Local, state and federal agencies shall within the limit of their authorities maintain the diverse environmental, economic, and social values of coastal shorelands and water quality in coastal waters. Within those limits, they shall also minimize man-induced sedimentation in estuaries, nearshore ocean waters, and coastal lakes.

General priorities for the overall use of coastal shorelands (from highest to lowest) shall be to:

1. Promote uses which maintain the integrity of estuaries and coastal waters;
2. Provide for water-dependent uses;
3. Provide for water-related uses;
4. Provide for nondependent, nonrelated uses which retain flexibility of future use and do not prematurely or inalterably commit shorelands to more intensive uses;
5. Provide for development, including nondependent, nonrelated uses, in urban areas compatible with existing or committed uses;
6. Permit nondependent, nonrelated uses which cause a permanent or long-term change in the features of coastal shorelands only upon a demonstration of public need.

INVENTORY REQUIREMENTS

Inventories shall be conducted to provide information necessary for identifying coastal shorelands and designating uses and policies. These inventories shall provide information on the nature, location, and extent of geologic and hydrologic hazards and shoreland values, including fish and wildlife habitat, water-dependent uses, economic resources, recreational uses, and aesthetics in sufficient detail to establish a sound basis for land and water use management.

The inventory requirements shall be applied within an area known as a coastal shorelands planning area. This planning area is not an area within which development or use is prohibited. It is an area for inventory, study, and initial planning for development and use to meet the Coastal Shorelands Goal.

The planning area shall be defined by the following:

1. All lands west of the Oregon Coast Highway as described in ORS 366.235, except that:
   a. In Tillamook County, only the lands west of a line formed by connecting the western boundaries of the following described roadways: Brooten Road (County Road 887) northerly from its junction with the Oregon Coast Highway to Pacific City, McPhillips Drive (County Road 915) northerly from Pacific City to its junction with Sandlake Road (County Road 871), Sandlake-Cape Lookout Road, (County Road 871) northerly to its junction with Cape Lookout Park, Netarts Bay Drive (County Road 665) northerly from its junction with the Sandlake-Cape Lookout Road (County Road 871) to its junction at Netarts with State Highway 131, and northerly along State Highway 131 to its junction with the Oregon Coast Highway near Tillamook.
   b. In Coos County, only the lands west of a line formed by connecting the western boundaries of the following described roadways: Oregon State 240, Cape Arago Secondary (FAS 263) southerly from its junction with the Oregon Coast Highway to Charleston; Seven Devils Road (County Road 33) southerly from its junction with Oregon State 240 (FAS 263) to its junction with the Oregon Coast Highway, near Bandon; and
2. All lands within an area defined by a line measured horizontally
   a. 1000 feet from the shoreline of estuaries; and
   b. 500 feet from the shoreline of coastal lakes.

COMPREHENSIVE PLAN REQUIREMENTS

Based upon inventories, comprehensive plans for coastal areas adjacent to the ocean, estuaries, or coastal lakes shall:

1. Identify coastal shorelands;
2. Establish policies and uses of coastal shorelands in accordance with standards set forth below:

IDENTIFICATION OF COASTAL SHORELANDS

Lands contiguous with the ocean, estuaries, and coastal lakes shall be identified as coastal shorelands. The extent of shorelands shall include at least:

1. Areas subject to ocean flooding and lands within 100 feet of the ocean shore or within 50 feet of an estuary or a coastal lake;
2. Adjacent areas of geologic instability where the geologic instability is related to or will impact a coastal water body;
3. Natural or man-made riparian resources, especially vegetation necessary to stabilize the shoreline and to maintain water quality and temperature necessary for the maintenance of fish habitat and spawning areas;
4. Areas of significant shoreland and wetland biological habitats whose habitat quality is primarily derived from or related to the association with coastal water areas;
5. Areas necessary for water-dependent and water-related uses, including areas of recreational importance which utilize coastal water or riparian resources, areas appropriate for navigation and port facilities, dredge material disposal and mitigation sites, and areas having characteristics suitable for aquaculture;
6. Areas of exceptional aesthetic or scenic quality, where the quality is primarily derived from or related to the association with coastal water areas; and
7. Coastal headlands.

COASTAL SHORELAND USES

1. Major marshes, significant wildlife habitat, coastal headlands, and exceptional aesthetic resources inventoried in the Identification Section, shall be protected. Uses in these areas shall be consistent with protection of natural values. Such uses may include propagation and selective harvesting of forest products consistent with the Oregon Forest Practices Act, grazing, harvesting, wild crops, and low intensity water-dependent recreation.
2. Shorelands in urban and urbanizable areas and in rural areas built upon or irrevocably committed to non-resource use especially suited for water-dependent uses shall be protected for water-dependent recreational, commercial and industrial uses. Some factors which contribute to this special suitability are:
   a. deep water close to shore with supporting land transport facilities suitable for ship and barge facilities;
   b. potential for aquaculture;
   c. protected areas subject to scour which would require little dredging for use as marinas; and
   d. potential for recreational utilization of coastal water or riparian resources.

Other uses which may be permitted in these areas are temporary uses which involve minimal capital investment and no permanent structures, or a use in conjunction with and incidental to a water-dependent use.

3. Local governments shall determine whether there are any existing, developed commercial/industrial waterfront areas which are suitable for redevelopment [illegible] suited for water-dependent uses. Plans shall be prepared for these areas which allow for a mix of water-dependent, water-related, and water oriented nondependent uses and shall provide for public access to the shoreline.
4. Shorelands in rural areas other than those built upon or irrevocably committed to nonresource use and those designated in (1) above shall be used as appropriate for:
   a. farm uses as provided in ORS Chapter 215;
   b. propagation and harvesting of forest products consistent with the Oregon Forest Practices Act;
   c. private and public water-dependent recreation developments;
   d. aquaculture;
   e. water-dependent commercial and industrial uses, water-related uses and other uses only upon a finding by the county that such uses satisfy a need which cannot be accommodated on uplands or in urban and urbanizable areas or in rural areas built upon or irrevocably committed to non-resource use.

IMPLEMENTATION REQUIREMENTS

1. The Oregon Department of Forestry shall recognize the unique and special values provided by coastal shorelands when developing standards and policies to regulate uses of forest lands within coastal shorelands. With other state and federal agencies, the Department of Forestry shall develop forest management practices and policies including, where necessary, amendments to the FPA rules and programs which protect and maintain the special shoreland values and forest uses especially for natural shorelands and riparian vegetation.
2. Local government, with assistance from state and federal agencies, shall identify

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coastal shoreland areas which may be used to fulfill the mitigation requirement of the Estuarine Resources Goal. These areas shall be protected from new uses and activities which would prevent their ultimate restoration or addition to the estuarine ecosystem.

3. Coastal shorelands identified under the Estuarine Resources Goal for dredged material disposal shall be protected from new uses and activities which would prevent their ultimate use for dredged material disposal.

4. Because of the importance of the vegetative fringe adjacent to coastal waters to water quality, fish and wildlife habitat, recreational use and aesthetic resources, riparian vegetation shall be maintained; and where appropriate, restored and enhanced, consistent with water-dependent uses.

5. Land-use management practices and nonstructural solutions to problems or erosion and flooding shall be preferred to structural solutions. Where shown to be necessary, water and erosion control structures, such as jetties, bulkheads, seawalls, and similar protective structures; and fill, whether located in the waterways or on shorelands above ordinary high water mark, shall be designed to minimize adverse impacts on water currents, erosion, and accretion patterns.

6. Local government in coordination with the Parks and Recreation Division shall develop and implement a program to provide increased public access. Existing public ownerships, rights of way, and similar public easements in coastal shorelands which provide access to or along coastal waters shall be retained or replaced if sold, exchanged or transferred. Rights of way may be vacated to permit redevelopment of shoreland areas provided public access across the affected site is retained.

GUIDELINES

The requirements of the Coastal Shorelands Goal should be addressed with the same consideration applied to previously adopted goals and guidelines. The planning process described in the Land Use Planning Goal (Goal 2), including the exceptions provisions described in Goal 2, applies to coastal shoreland areas and implementation of the Coastal Shorelands Goal.

Because of the strong relation of estuarine shorelands to adjacent estuaries, the inventory and planning requirements for estuaries and estuarine shorelands should also be fully coordinated. Coastal shoreland inventories and planning should also be fully coordinated with those required in other statewide planning goals, supplementing them where necessary. Of special importance are the plan requirements of the Goals for Agricultural Lands; Forest Lands; Open Spaces, Scenic and Historic Areas and Natural Resources; Air, Water, and Land Resources Quality; Areas Subject to Natural Disasters and Hazards; Recreational Needs; and Economy of the State.

A. INVENTORIES

In coastal shoreland areas the following inventory needs should be reviewed. The level of detail of information needed will differ depending on the development or alteration proposed and the degree of conflict over the potential designation.

1. Hazard areas, including at least:
   a. Areas the use of which may result in significant hydraulic alteration of other lands or water bodies;
   b. Areas of geological instability in, or adjacent to shorelines; and
   c. The 100-Year Floodplain.

2. Existing land uses and ownership patterns, economic resources, development needs, public facilities, topography, hydrography, and similar information affecting shorelands;

3. Areas of aesthetic and scenic importance;

4. Coastal shoreland and wetland biological habitats which are dependent upon the adjacent water body, plus other coastal shoreland and adjacent aquatic areas of biological importance (feeding grounds, nesting sites, areas of high productivity, etc.) natural areas and fish and wildlife habitats;

5. Areas of recreational importance;

6. Areas of vegetative cover which are riparian in nature or which function to maintain water quality and to stabilize the shoreline;

7. Sedimentation sources;

8. Areas of present public access and recreational use;

9. The location of archaeological and historical sites; and

10. Coastal headlands.

B. FLOODPLAIN

In the development of comprehensive plans, the management of uses and development in floodplain areas should be expanded beyond the minimal considerations necessary to comply with the National Flood Insurance Program and the requirements of the Flood Disaster Protection Act of 1973. Communities may wish to distinguish between the floodway and floodfringe in developing coastal shoreland plans; development in the floodway should be more strictly controlled. Government projects in coastal shorelands should be examined for their impact on flooding, potential flood damage, and effect on growth patterns in the floodplain. Nonwater-dependent emergency service structures (such as hospitals, police, and fire stations) should not be constructed in the floodplain. Although they may be flood-proofed, access and egress may be prevented during a flood emergency.

C. OPEN SPACE, NATURAL AREAS AND AESTHETIC RESOURCES, AND RECREATION

Coastal shorelands provide many areas of unique or exceptional value and benefit for open space, natural areas, and aesthetic and recreational use. The requirements of the Goals for Open Spaces, Scenic and Historic Areas, and Natural Resources (Goal 5) and Recreational Needs (Goal 8) should be carefully coordinated with the coastal shoreland planning effort.The plan should provide for appropriate public access to and recreational use of coastal waters. Public access through and the use of private property shall require the consent of the owner and is a trespass unless appropriate easements and access have been acquired in accordance with law.

D. DEVELOPMENT NEEDS

In coordination with planning for the Estuarine Resources Goal, coastal shoreland plans should designate appropriate sites for water-dependent activities, and for dredged material disposal.

Historic, unique, and scenic waterfront communities should be maintained and enhanced, allowing for nonwater-dependent uses as appropriate in keeping with such communities.

E. TRANSPORTATION

The requirements of the Transportation Goal, should be closely coordinated with the Coastal Shorelands Goal. Coastal transportation systems frequently utilize shoreland areas and may significantly affect the resources and values of coastal shorelands and adjacent waters; they should allow appropriate access to coastal shorelands and adjacent waters, and be planned in full recognition of the protection needs for the special resources and benefits which shorelands provide.

F. EXAMPLES OF INCIDENTAL USES

Examples of uses that are in conjunction with and incidental to a water-dependent use include a restaurant on the second floor of an existing seafood processing plant and a retail sales room as part of a seafood processing plant. Generally, to be in conjunction with and incidental to a water dependent use, a nonwater-dependent use must be constructed at the same time or after the water-dependent use of the site is established and be carried out together with the water-dependent use. Incidental means that the size of nonwater-dependent use is small in relation to the water-dependent operation and that it does not interfere with conduct of the water-dependent use.

18. BEACHES AND DUNES

GOAL

To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and

To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.

Coastal comprehensive plans and implementing actions shall provide for diverse and appropriate use of beach and dune areas consistent with their ecological, recreational, aesthetic, water resource, and economic values, and consistent with the natural limitations of beaches, dunes, and dune vegetation for development.

INVENTORY REQUIREMENTS

Inventories shall be conducted to provide information necessary for identifying and designating beach and dune uses and policies. Inventories shall describe the stability, movement, groundwater resource, hazards and values of the beach and dune areas in sufficient detail to establish a sound basis for planning and management. For beach and dune areas adjacent to coastal waters, inventories shall also address the inventory requirements of the Coastal Shorelands Goal.

COMPREHENSIVE PLAN REQUIREMENTS

Based upon the inventory, comprehensive plans for coastal areas shall:

1. Identify beach and dune areas; and

2. Establish policies and uses for these areas consistent with the provisions of this goal.

IDENTIFICATION OF BEACHES AND DUNES

Coastal areas subject to this goal shall include beaches, active dune forms, recently stabilized dune forms, older stabilized dune forms and interdune forms.

USES

Uses shall be based on the capabilities and limitations of beach and dune areas to sustain different levels of use or development, and the need to protect areas of critical environmental concern, areas having scenic, scientific, or biological importance, and significant wildlife habitat as identified through application of Goals 5 and 17.

IMPLEMENTATION REQUIREMENTS

1. Local governments and state and federal agencies shall base decisions on plans, ordinances and land use actions in beach and dune areas, other than older stabilized dunes, on specific findings that shall include at least:

   a. The type of use proposed and the adverse effects it might have on the site and adjacent areas;
   b. Temporary and permanent stabilization programs and the planned maintenance of new and existing vegetation;
   c. Methods for protecting the surrounding area from any adverse effects of the development; and
   d. Hazards to life, public and private property, and the natural environment which may be caused by the proposed use.

2. Local governments and state and federal agencies shall prohibit residential developments and commercial and industrial buildings on beaches, active foredunes, on other foredunes which are conditionally stable and that are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding. Other development in these areas shall be permitted only if the findings required in (1) above are presented and it is demonstrated that the proposed development:

   a. Is adequately protected from any geologic hazards, wind erosion, undercutting, ocean flooding and storm waves; or is of minimal value; and
   b. Is designed to minimize adverse environmental effects.

3. Local governments and state and federal agencies shall regulate actions in beach and dune areas to minimize the resulting erosion. Such actions include, but are not limited to, the destruction of desirable vegetation (including inadvertent destruction by moisture loss or root damage), the exposure of stable and conditionally stable areas to erosion, and construction of shore structures which modify current or wave patterns leading to beach erosion.

4. Local, state and federal plans, implementing actions and permit reviews shall protect the groundwater from drawdown which would lead to loss of stabilizing vegetation, loss of water quality, or intrusion of salt water into water supplies. Building permits for single family dwellings are exempt from this requirement if appropriate findings are provided in the comprehensive plan or at the time of subdivision approval.

5. Permits for beachfront protective structures shall be issued only where development existed on January 1, 1977. Local comprehensive plans shall identify areas where development existed on January 1, 1977. For the purposes of this requirement and Implementation Requirement 7 "development" means houses, commercial and industrial buildings, and vacant subdivision lots which are physically improved through construction of streets and provision of utilities to the lot and includes areas where an exception to (2) above has been approved. The criteria for review of all shore and beachfront protective structures shall provide that:

   a. visual impacts are minimized;
   b. necessary access to the beach is maintained;
   c. negative impacts on adjacent property are minimized; and
   d. long-term or recurring costs to the public are avoided.

6. Foredunes shall be breached only to replenish sand supply in interdune areas, or on a temporary basis in an emergency (e.g., fire control, cleaning up oil spills, draining farm lands, and alleviating flood hazards), and only if the breaching and restoration after breaching is consistent with sound principles of conservation.

7. Grading or sand movement necessary to maintain views or to prevent sand inundation may be allowed for structures in foredune areas only if the area is committed to development or is within an acknowledged urban growth boundary and only as part of an overall plan for managing foredune grading. A foredune grading plan shall include the following elements based on consideration of factors affecting the stability of the shoreline to be managed including sources of sand, ocean flooding, and patterns of accretion and erosion (including wind erosion), and effects of beachfront protective structures and jetties. The plan shall:

   a. Cover an entire beach and foredune area subject to an accretion problem, including adjacent areas potentially affected by changes in flooding, erosion, or accretion as a result of dune grading;
   b. Specify minimum dune height and width requirements to be maintained for protection from flooding and erosion. The minimum height for flood protection is 4 feet above the 100 year flood elevation;
   c. Identify and set priorities for low and narrow dune areas which need to be built up;
   d. Prescribe standards for redistribution of sand and temporary and permanent stabilization measures including the timing of these activities; and
   e. Prohibit removal of sand from the beach-foredune system.

The Commission shall, by January 1, 1987, evaluate plans and actions which implement this requirement and determine whether or not they have interfered with maintaining the integrity of beach and dune areas and minimize flooding and erosion problems. If the Commission determines that these measures have interfered it shall initiate Goal amendment proceedings to revise or repeal these requirements.

GUIDELINES

The requirements of the Beaches and Dunes Goal should be addressed with the same consideration applied to previously adopted goals and guidelines. The planning process described in the Land Use Planning Goal (Goal 2), including the exceptions provisions described in Goal 2, applies to beaches and dune areas and implementation of the Beaches and Dunes Goal.

Beaches and dunes, especially interdune areas (deflation plains) provide many unique or exceptional resources which should be addressed in the inventories and planning requirements of other goals, especially the Goals for Open Space, Scenic and Historic Areas and Natural Resources; and Recreational Needs. Habitat provided by these areas for coastal and migratory species is of special importance.

A. INVENTORIES

Local government should begin the beach and dune inventory with a review of Beaches and Dunes of the Oregon Coast, USDA Soil Conservation Service and OCCDC, March 1975, and determine what additional information is necessary to identify and describe:

1. The geologic nature and stability of the beach and dune landforms;

2. Patterns of erosion, accretion, and migration;

3. Storm and ocean flood hazards;

4. Existing and projected use, development and economic activity on the beach and dune landforms; and

5. Areas of significant biological importance.

B. EXAMPLES OF MINIMAL DEVELOPMENT

Examples of development activity which are of minimal value and suitable for development of conditionally stable dunes and deflation plains include beach and dune boardwalks, fences which do not affect sand erosion or migration, and temporary open-sided shelters.

C. EVALUATING BEACH AND DUNE PLANS AND ACTIONS

Local government should adopt strict controls for carrying out the Implementation Requirements of this goal. The controls could include:

(Continued on next page)

18. BEACHES AND DUNES (Continued)

1. Requirement of a site investigation report financed by the developer;

2. Posting of performance bonds to assure that adverse effects can be corrected; and

3. Requirement of re-establishing vegetation within a specific time.

D. SAND BY-PASS
In developing structures that might excessively reduce the sand supply or interrupt the longshore transport or littoral drift, the developer should investigate, and where possible, provide methods of sand by-pass.

E. PUBLIC ACCESS
Where appropriate, local government should require new developments to dedicate easements for public access to public beaches, dunes and associated waters. Access into or through dune areas, particularly conditionally stable dunes and dune complexes, should be controlled or designed to maintain the stability of the area, protect scenic values and avoid fire hazards.

F. DUNE STABILIZATION
Dune stabilization programs should be allowed only when in conformance with the comprehensive plan, and only after assessment of their potential impact.

G. OFF-ROAD VEHICLES
Appropriate levels of government should designate specific areas for the recreational use of off-road vehicles (ORVs). This use should be restricted to limit damage to natural resources and avoid conflict with other activities, including other recreational use.

H. FOREDUNE GRADING PLANS
Plans which allow foredune grading should be based on clear consideration of the fragility and ever-changing nature of the foredune and its importance for protection from flooding and erosion. Foredune grading needs to be planned for on an areawide basis because the geologic processes of flooding, erosion, sand movement, wind patterns, and littoral drift affect entire stretches of shoreline. Dune grading cannot be carried out effectively on a lot-by-lot basis because of these areawide processes and the off-site effects of changes to the dunes.

Plans should also address in detail the findings specified in Implementation Requirement (1) of this Goal with special emphasis placed on the following:

- Identification of appropriate measures for stabilization of graded areas and areas of deposition, including use of fire-resistant vegetation;
- Avoiding or minimizing grading or deposition which could adversely affect surrounding properties by changing wind, ocean erosion, or flooding patterns;
- Identifying appropriate sites for public and emergency access to the beach.

19. OCEAN RESOURCES

GOAL

To conserve the long-term values, benefits, and natural resources of the nearshore ocean and the continental shelf.

All local, state, and federal plans, policies, projects, and activities which affect the territorial sea shall be developed, managed and conducted to maintain, and where appropriate, enhance and restore, the long-term benefits derived from the nearshore oceanic resources of Oregon. Since renewable ocean resources and uses, such as food production, water quality, navigation, recreation, and aesthetic enjoyment, will provide greater long-term benefits than will nonrenewable resources, such plans and activities shall give clear priority to the proper management and protection of renewable resources.

INVENTORY REQUIREMENTS
As state and federal agencies develop and implement plans or carry out actions, projects, or activities related to or affecting ocean resources, they shall develop inventory information necessary to understand the impacts and relationship of the proposed activity to continental shelf and nearshore ocean resources. As specific actions are proposed, inventory information shall be gathered by the unit of government considering the action with assistance from those agencies and governments which use or manage the resources. The inventory shall be sufficient to describe the long-term impacts of the proposed action on resources and uses of the continental shelf and nearshore ocean.

IMPLEMENTATION REQUIREMENTS
1. State and federal agencies with planning, permit, or review authorities affected by the Ocean Resources Goal shall review their procedures and standards to assure that the objectives and requirements of the goal are fully addressed. The following authorities are of special concern:

Division of State Lands	
Fill and Removal Law	ORS 541.605 -541.665
Mineral Resources	ORS 273.775 -273.780
Submersible and Submerged Lands	ORS 274.005 -274.940
Kelp Law	ORS 274.885 -274.895
Economic Development Department	
Ports Planning	ORS 777.835
Department of Geology & Mineral Industries	
Mineral Extraction and Oil & Gas Drilling	ORS 520.005 -520.095
Department of Energy	
Regulation of Thermal Power & Nuclear Installation	ORS 469.300 -469.570
Department of Environmental Quality	
Water Quality Permits	ORS 468.700 -468.775
Oil Spillage Regulation	ORS 468.780 -468.815
Department of Fish and Wildlife	
Fisheries Regulation	ORS Chapter 506

2. Each state and federal agency, special district, city and county within the limits of its jurisdiction and as necessary to:

   i. determine the impact of proposed projects or actions; and
   ii. for the sound conservation of ocean resources; shall:

   a. Fishery Resources
   i. Develop scientific information on the stocks and life histories of commercially, recreationally, and ecologically important species of fish, shellfish, marine mammals and other marine fauna.
   ii. Designate and enforce fishing regulations to maintain the optimum sustainable yield (OSY) while protecting the natural marine ecosystem.
   iii. Develop and encourage improved fishing practices and equipment to achieve the OSY while protecting the natural marine ecosystem.
   iv. Develop scientific understanding of the effects of man's activities, including navigation, mineral extraction, recreation, and waste discharge, on the marine ecosystem.

   b. Biological Habitat
   i. Identify and protect areas of important biological habitat, including kelp and other algae beds, seagrass beds, rock reef areas and areas of important fish, shellfish and invertebrate concentration.
   ii. Identify and protect important feeding areas; spawning areas; nurseries; migration routes; and other biologically important areas of marine mammals, marine birds, and commercially and recreationally important fish and shellfish.
   iii. Determine and protect the integrity of the marine ecosystem, including its natural biological productivity and diversity.

   c. Navigation and Ports
   i. Determine for the state as a whole, the navigation needs for the coast of Oregon. Such needs will reflect, in part, the capability of each port to handle differing types of ship traffic, consistent with other statewide planning goals.
   ii. Maintain appropriate navigation lanes and facilities free from interference by other uses to provide safe transportation along and to the Oregon Coast.

   d. Aesthetic Use
   Maintain the aesthetic enjoyment and experiences provided by ocean resources.

   e. Recreation
   Identify, maintain, and enhance the diversity, quality, and quantity of recreational opportunities on and over the Oregon continental shelf, as consistent with the Beaches and Dunes Goal and Estuarine Resources Goal.

   f. Waste Discharge and Mineral Extraction
   Provide that extraction of materials from or discharge of waste products into or affecting the Oregon territorial sea do not substantially interfere with or detract from the use of the continental shelf for fishing, navigation, recreation, or aesthetic purposes, or from the long-term protection of renewable resources.

   g. Dredged Material Disposal
   Provide for suitable sites and practices for the open sea discharge of dredged materials, which do not substantially interfere with or detract from the use of the continental shelf for fishing, navigation, or recreation, or from the long-term protection of renewable resources.

(Continued on next page)

19. OCEAN RESOURCES (Continued)

h. Archeological Sites
Identify and protect, whenever possible, significant underwater archaeological sites of the continental shelf.

3. Contingency Plans
Before issuing permits for development on the Oregon continental shelf, state and federal agencies, in coordination with the permittee, shall establish contingency plans and emergency procedures to be followed in the event that the operation results in conditions which threaten to damage the environment.

GUIDELINES

A. IMPLEMENTATION

The Ocean Resources Goal does not include any specific plan requirements. It primarily sets implementation requirements, giving priority to certain uses and requiring that actions affecting Ocean Resources must be preceded by an inventory and based on sound information.

These requirements address all units of government. Examples of plans, actions or programs of local government which might affect the identified ocean resources include construction and expansion of port and navigation facilities, recreation use, and disposal of chemical, thermal, sewage or dredged material wastes. Other kinds of actions in ocean resource and continental shelf areas are primarily under the regulatory authority of state and federal agencies; these activities must be closely coordinated with local government to avoid or minimize impact on adjacent and affected upland areas.

B. INVENTORY

The goal does not intend that local government and state and federal agencies develop complete inventories of ocean resources. Rather, it requires that actions affecting the nearshore ocean and continental shelf areas be based upon a sound understanding of the resources and potential impacts. Therefore, the inventory should identify the affected ocean area and describe the extent and significance of:

1. Hydrographic conditions and processes, including characteristics of ocean waves, current, tidal, water quality, and bottom;
2. Geology;
3. Biological features, including fish and shellfish stocks; other biologically important species; important habitat areas including seagrass and algae beds; and other elements important to maintaining the biological resource such as plankton and benthos;
4. Mineral deposits, including sand and gravel and hydrocarbon resources; and
5. Present and projected uses, use patterns, and values associated with the ocean resource, including commercial fishing, port and navigation uses, recreational activities, and waste discharges.

C. RESEARCH

Resource agencies and research organizations should continue to develop complete and comprehensive information on ocean resources to promote their proper management and protection.

D. FISH HARVEST

State and federal agencies should encourage, where appropriate and in keeping with sound practices for conservation of ocean resources, the exploitation of unutilized and underutilized fish species.

E. PERMITS

Permits for development on the Oregon continental shelf should:

1. Designate areas within the proposed development where activities such as exploration and extraction, will be prohibited;
2. Specify methods and equipment to be used and standards to be met;
3. Require the developer to finance monitoring and inspection of the development by the appropriate state agency;
4. Require that pollution abatement utilize the best available technology when needed to protect coastal resources;
5. Require the developer to be liable for individual or public damage caused by the development and to post adequate bonding or other evidence of financial responsibility to cover damages;
6. Specify the extent of restoration that must be accomplished, where appropriate, when the development is finished;
7. Specify that the state or federal government may revoke or modify a permit to prevent or halt damage to the environment and that such revocation or modification will recognize vested rights of the developer;
8. Require the developer to describe the extent and magnitude of onshore support and operation facilities and their social, economic and environmental impacts on the Oregon coast; and
9. Be available for public review and comment before issuance.

DEFINITIONS

ACCRETION. The build-up of land along a beach or shore by the deposition of waterborne or airborne sand, sediment, or other material.

AGRICULTURAL LAND. See definition in Goal 3, "Agricultural Lands."

ANADROMOUS. Referring to fish, such as salmon which hatch in fresh water, migrate to ocean waters to grow and mature, and return to fresh waters to spawn.

ARCHAEOLOGICAL RESOURCES. Those districts, sites, buildings, structures, and artifacts which possess material evidence of human life and culture of the prehistoric and historic past. (See Historical Resources definition.)

AVULSION. A tearing away or separation by the force of water. Land which is separated from uplands or adjacent properties by the action of a stream or river cutting through the land to form a new stream bed.

BEACH. Gently sloping areas of loose material (e.g., sand, gravel, and cobbles) that extend landward from the low-water line to a point where there is a definite change in the material type or landform, or to the line of vegetation.

BENTHIC. Living on or within the bottom sediments in water bodies.

BRIDGE CROSSINGS. The portion of a bridge spanning a waterway not including supporting structures or fill located in the waterway or adjacent wetlands.

BRIDGE CROSSING SUPPORT STRUCTURES. Piers, piling, and similar structures necessary to support a bridge span but not including fill for causeways or approaches.

CARRYING CAPACITY. Level of use which can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem and the quality of air, land, and water resources.

CITIZEN. Any individual within the planning area; any public or private entity or association within the planning area, including corporations, governmental and private agencies, associations, firms, partnerships, joint stock companies and any group of citizens.

CITIZEN ADVISORY COMMITTEE (CAC). A group of citizens organized to help develop and maintain a comprehensive plan and its land use regulations. Local governments usually establish one such group for each neighborhood in a city or each district in a county. CACs may also be known as neighborhood planning organizations, area advisory committees, or other local terms. CACs convey their advice and concerns on planning issues to the planning commission or governing body. CACs also convey information from local officials to neighborhood and district residents.

CITIZEN INVOLVEMENT ADVISORY COMMITTEE (CIAC). A state committee appointed by the Land Conservation and Development Commission to advise that commission on matters of citizen involvement, to promote public participation in the adoption and amendment of the goals and guidelines, and to assure widespread citizen involvement in all phases of the planning process. CIAC is established in accordance with ORS 197.160.

CITIZEN INVOLVEMENT PROGRAM (CIP). A program established by a city or county to ensure the extensive, ongoing involvement of local citizens in planning. Such programs are required by Goal 1, "Citizen Involvement," and contain or address the six components described in that goal.

COASTAL LAKES. Lakes in the coastal zone that are bordered by a dune formation or that have a direct hydrologic surface or subsurface connection with saltwater.

COASTAL SHORELANDS. Those areas immediately adjacent to the ocean, all estuaries and associated wetlands, and all coastal lakes.

COASTAL STREAM. Any stream within the coastal zone.

COASTAL WATERS. Territorial ocean waters of the continental shelf; estuaries; and coastal lakes.

COASTAL ZONE. The area lying between the Washington border on the north to the California border on the south, bounded on the west by the extent of the state's jurisdiction, and in the east by the crest of the coastal mountain range, with the exception of: (a)The Umpqua River basin, where the coastal zone shall extend to Scottsburg; (b)The Rogue River basin, where the coastal zone shall extend to Agness; (c)The Columbia River basin, where the coastal zone shall extend to the downstream end of Puget Island. (Formerly ORS 191.110)

COMMITTEE FOR CITIZEN INVOLVEMENT (CCI). A local group appointed by a governing body for these purposes: assisting the governing body with the development of a program that promotes and enhances citizen involvement in land use planning; assisting in the implementation of the citizen involvement program; and evaluating the process being used for citizen involvement. A CCI differs from a citizen advisory committee (CAC) in that the former advises the local government only on matters pertaining to citizen involvement and Goal 1. A CAC, on the other hand, may deal with a broad range of planning and land use issues. Each city or county has only one CCI, whereas there may be several CACs.

CONSERVE. To manage in a manner which avoids wasteful or destructive uses and provides for future availability.

CONSERVATION. The act of conserving the environment.

CONTINENTAL SHELF. The area seaward from the ocean shore to the distance when the ocean depth is 200meters, or where the ocean floor slopes more steeply to the deep ocean floor. The area beyond the state's jurisdiction is the OUTER Continental Shelf.

DEFLATION PLAIN. The broad interdune area which is wind-scoured to the level of the summer water table.

DEVELOP. To bring about growth or availability; to construct or alter a structure, to conduct a mining operation, to make a physical change in the use of appearance of land, to divide land into parcels, or to create or terminate rights to access.

DEVELOPMENT. The act, process or result of developing.

DIVERSITY. The variety of natural, environmental, economic, and social resources, values, benefits, and activities.

DUNE. A hill or ridge of sand built up by the wind along sandy coasts.

DUNE, ACTIVE. A dune that migrates, grows and diminishes from the effect of wind and supply of sand. Active dunes include all open sand dunes, active hummocks, and active foredunes.

DUNE, CONDITIONALLY STABLE. A dune presently in a stable condition, but vulnerable to becoming active due to fragile vegetative cover.

DUNE, OLDER STABILIZED. A dune that is stable from wind erosion, and that has significant soil development and that may include diverse forest cover. They include older foredunes.

DUNE, OPEN SAND. A collective term for active, unvegetated dune landforms.

DUNE, RECENTLY STABLIZED. A dune with sufficient vegetation to be stabilized from wind erosion, but with little, if any, development of soil or cohesion of the sand under the vegetation. Recently stabilized dunes include conditionally stable foredunes, conditionally stable dunes, dune complexes, and younger stabilized dunes.

DUNES, YOUNGER STABILIZED. A wind-stable dune with weakly developed soils and vegetation.

DUNE COMPLEX. Various patterns of small dunes with partially stabilized intervening areas.

ECOSYSTEM. The living and non-living components of the environment which interact or function together, including plant and animal organisms, the physical environment, and the energy systems in which they exist. All the components of an ecosystem are inter-related.

ENCOURAGE. Stimulate; give help to; foster.

ESTUARY. A body of water semi-enclosed by land, connected with the open ocean, and within which salt water is usually diluted by freshwater derived from the land. The estuary includes: (a)estuarine water; (b)tidelands; (c)tidal marshes; and (d)subinerged lands. Estuaries extend upstream to the head of tidewater, except for the Columbia River Estuary, which by definition is considered to extend to the western edge of Puget Island.

ESTUARINE ENHANCEMENT. An action which results in a long-term improvement of existing estuarine functional characteristics and processes that is not the result of a creation or restoration action.

FILL. The placement by man of sand, sediment, or other material, usually in submerged lands or wetlands, to create new uplands or raise the elevation of land.

FLOODFRINGE. The area of the floodplain lying outside of the floodway, but subject to periodic inundation from flooding.

FLOODPLAIN. The area adjoining a stream, tidal estuary or coast that is subject to regional flooding.

FLOOD, REGIONAL (100-YEAR). A standard statistical calculation used by engineers to determine the probability of severe flooding. It represents the largest flood which has a one-percent chance of occurring in any one year in an area as a result of periods of higher-than-normal rainfall or streamflows, extremely high tides, high winds, rapid snowmelt, natural stream blockages, tsunamis, or combinations thereof.

FLOODWAY. The normal stream channel and that adjoining area of the natural floodplain needed to convey the waters of a regional flood while causing less than one foot increase in upstream flood elevations.

FOREDUNE, ACTIVE. An unstable barrier ridge of sand paralleling the beach and subject to wind erosion, water erosion, and growth from new sand deposits. Active foredunes may include areas with beach grass, and occur in sand spits and at river mouths as well as elsewhere.

FOREDUNE, CONDITIONALLY STABLE. An active foredune that has ceased growing in height and that has become conditionally stable with regard to wind erosion.

FOREDUNE, OLDER. A conditionally stable foredune that has become wind stabilized by diverse vegetation and soil development.

FOREST LANDS. See definition of commercial forest lands and uses in the Oregon Forest Practices Act and the Forest Lands Goal.

GEOLOGIC. Relating to the occurrence and properties of earth. Geologic hazards include faults, land and mudslides, and earthquakes.

HEADLANDS. Bluffs, promontories or points of high shoreland jutting out into the ocean, generally sloping abruptly into the water. Oregon headlands are generally identified in the report on ***Visual Resource Analysis of the Oregon Coastal Zone,*** OCCDC, 1974.

HISTORICAL RESOURCES. Those districts, sites, buildings, structures, and artifacts which have a relationship to events or conditions of the human past. (See Archaeological Resources definition.)

HUMMOCK, ACTIVE. Partially vegetated (usually with beach grass), circular, and elevated mounds of sand which are actively growing in size.

HYDRAULIC. Related to the movement or pressure of water. Hydraulic hazards are those associated with erosion or sedimentation caused by the action of water flowing in a river or streambed, or oceanic currents and waves.

HYDRAULIC PROCESSES. Actions resulting from the effect of moving water or water pressure on the bed, banks, and shorelands of water bodies (oceans, estuaries, streams, lakes, and rivers).

HYDROGRAPHY. The study, description and mapping of oceans, estuaries, rivers and lakes.

HYDROLOGIC. Relating to the occurrence and properties of water. Hydrologic hazards include flooding (the rise of water) as well as hydraulic hazards associated with the movement of water.

IMPACT. The consequences of a course of action; effect of a goal, guideline, plan or decision.

INSURE. Guarantee; make sure or certain something will happen.

INTEGRITY. The quality or state of being complete and functionally unimpaired; the wholeness or entirety of a body or system, including its parts, materials, and processes. The integrity of an ecosystem emphasizes the interrelatedness of all parts and the unity of its whole.

INTERDUNE AREA. Low-lying areas between higher sand landforms and which are generally under water during part of the year. (See also Deflation Plain.)

INTERTIDAL. Between the levels of mean lower low tide (MLLT) and mean higher high tide (MHHT).

KEY FACILITIES. Basic facilities that are primarily planned for by local government but which also may be provided by private enterprise and are essential to the support of more intensive development, including public schools, transportation, water supply, sewage and solid waste disposal.

LCDC. Land Conservation and Development Commission of the State of Oregon. Seven lay citizens, non-salaried, appointed by the Governor, confirmed by the Oregon Senate; at least one

(Continued on next page)

DEFINITIONS (Continued)

commissioner from each Congressional District; no more than two from Multnomah County.

LITTORAL DRIFT. The material moved, such as sand or gravel, in the littoral (shallow water nearshore) zone under the influence of waves and currents.

MAINTAIN. Support, keep, and continue in an existing state or condition without decline.

MANAGEMENT UNIT. A discrete geographic area, defined by biophysical characteristics and features, within which particular uses and activities are promoted, encouraged, protected, or enhanced, and others are discouraged, restricted, or prohibited.

MINOR NAVIGATIONAL IMPROVEMENTS. Alterations necessary to provide water access to existing or permitted uses in conservation management units, including dredging for access channels and for maintaining existing navigation but excluding fill and in-water navigational structures other than floating breakwaters or similar permeable wave barriers.

MITIGATION. The creation, restoration, or enhancement of an estuarine area to maintain the functional characteristics and processes of the estuary, such as its natural biological productivity, habitats, and species diversity, unique features and water quality (ORS 541.626).

NATURAL AREAS. Includes land and water that has substantially retained its natural character, which is an important habitat for plant, animal, or marine life. Such areas are not necessarily completely natural or undisturbed, but can be significant for the study of natural, historical, scientific, or paleontological features, or for the appreciation of natural features.

NATURAL RESOURCES. Air, land and water and the elements thereof which are valued for their existing and potential usefulness to man.

OCCDC. Oregon Coastal Conservation and Development Commission, created by ORS 191; existed from 1971 to 1975. Its work is continued by LCDC.

OCEAN FLOODING. The flooding of lowland areas by salt water owing to tidal action, storm surge, or tsunamis (seismic sea waves). Land forms subject to ocean flooding include beaches, marshes, coastal lowlands, and lowlying interdune areas. Areas of ocean flooding are mapped by the Federal Emergency Management Agency (FEMA). Ocean flooding includes areas of velocity flooding and associated shallow marine flooding.

PLANNING AREA. The air, land and water resources within the jurisdiction of a governmental agency.

POLLUTION. The violation or threatened violation of applicable state or federal environmental quality statutes, rules and standards.

PRESERVE. To save from change or loss and reserve for a special purpose.

PROGRAM. Proposed or desired plan or course of proceedings and action.

PROTECT. Save or shield from loss, destruction, or injury or for future intended use.

PROVIDE. Prepare, plan for, and supply what is needed.

PUBLIC FACILITIES AND SERVICES. Projects, activities and facilities which the planning agency determines to be necessary for the public health, safety and welfare.

PUBLIC GAIN. The net gain from combined economic, social, and environmental effects which accrue to the public because of a use or activity and its subsequent resulting effects.

QUALITY. The degree of excellence or relative goodness.

RECREATION. Any experience voluntarily engaged in largely during leisure (discretionary time) from which the individual derives satisfaction.

Coastal Recreation occurs in offshore ocean waters, estuaries, and streams, along beaches and bluffs, and in adjacent shorelands. It includes a variety of activities, from swimming, scuba diving, boating, fishing, hunting, and use of dune buggies, shell collecting, painting, wildlife observation, and sightseeing, to coastal resorts and water-oriented restaurants.

Low-Intensity Recreation does not require developed facilities and can be accommodated without change to the area or resource. For example, boating, hunting, hiking, wildlife photography, and beach or shore activities can be low-intensity recreation.

High-Intensity Recreation uses specially built facilities, or occurs in such density or form that it requires or results in a modification of the area or resource. Campgrounds, golf courses, public beaches, and marinas are examples of high-intensity recreation.

RESTORE. Revitalizing, returning, or replacing original attributes and amenities, such as natural biological productivity, aesthetic and cultural resources, which have been diminished or lost by past alterations, activities, or catastrophic events. For the purposes of Goal 16 estuarine restoration means to revitalize or reestablish functional characteristics and processes of the estuary diminished or lost by past alterations, activities, or catastrophic events. A restored area must be a shallow subtidal or an intertidal or tidal marsh area after alteration work is performed, and may not have been a functioning part of the estuarine system when alteration work began.

Active Restoration involves the use of specific positive remedial actions, such as removing fills, installing water treatment facilities, or rebuilding deteriorated urban waterfront areas.

Passive Restoration is the use of natural processes, sequences, and timing which occurs after the removal or reduction of adverse stresses without other specific positive remedial action.

RIPARIAN. Of, pertaining to, or situated on the edge of the bank of a river or other body of water.

RIPRAP. A layer, facing, or protective mound of stones randomly placed to prevent erosion, scour or sloughing of a structure or embankment; also, the stone so used. In local usage, the similar use of other hard material, such as concrete rubble, is also frequently included as riprap.

RURAL LAND. Rural lands are those which are outside the urban growth boundary and are:

(a) Non-urban agricultural, forest or open space lands or,

(b) Other lands suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use.

SEDENTARY. Attached firmly to the bottom, generally incapable of movement.

SHORELINE. The boundary line between a body of water and the land, measured on tidal waters at mean higher high water, and on non-tidal waterways at the ordinary high-water mark.

SIGNIFICANT HABITAT AREAS. A land or water area where sustaining the natural resource characteristics is important or essential to the production and maintenance of aquatic life or wildlife populations.

SOCIAL CONSEQUENCES. The tangible and intangible effects upon people and their relationships with the community in which they live resulting from a particular action or decision.

STRUCTURE. Anything constructed or installed or portable, the use of which requires a location on a parcel of land.

SUBSTRATE. The medium upon which an organism lives and grows. The surface of the land or bottom of a water body.

SUBTIDAL. Below the level of mean lower low tide (MLLT).

TEMPORARY ALTERATION. Dredging, filling, or another estuarine alteration occurring over a specified short period of time which is needed to facilitate a use allowed by an acknowledged plan. Temporary alterations may not be for more than three years and the affected area must be restored to its previous condition. Temporary alterations include: (1) alterations necessary for federally authorized navigation projects (e.g., access to dredged material disposal sites by barge or pipeline and staging areas or dredging for jetting maintenance), (2) alterations to establish mitigation sites, alterations for bridge construction or repair and for drilling or other exploratory operations, and (3) minor structures (such as blinds) necessary for research and educational observation.

TERRITORIAL SEA. The ocean and seafloor area from mean low water seaward three nautical miles.

TIDAL MARSH. Wetlands from lower high water (LHW) inland to the line of non-aquatic vegetation.

URBAN LAND. Urban areas are those places which must have an incorporated city. Such areas may include lands adjacent to and outside the incorporated city and may also:

(a) Have concentrations of persons who generally reside and work in the area

(b) Have supporting public facilities and services.

URBANIZABLE LAND. Urbanizable lands are those lands within the urban growth boundary and which are identified and

(a) Determined to be necessary and suitable for future urban uses

(b) Can be served by urban services and facilities

(c) Are needed for the expansion of an urban area.

WATER-DEPENDENT. A use or activity which can be carried out only on, in, or adjacent to water areas because the use requires access to the water body for water-borne transportation, recreation, energy production, or source of water.

WATER ORIENTED. A use whose attraction to the public is enhanced by a view of or access to coastal waters.

WATER-RELATED. Uses which are not directly dependent upon access to a water body, but which provide goods or services that are directly associated with water-dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Except as necessary for water-dependent or water-related uses or facilities, residences, parking lots, spoil and dump sites, roads and highways, restaurants, businesses, factories, and trailer parks are not generally considered dependent on or related to water location needs.

WETLANDS. Land areas where excess water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface. Wetland soils retain sufficient moisture to support aquatic or semi-aquatic plant life. In marine and estuarine areas, wetlands are bounded at the lower extreme by extreme low water; in freshwater areas, by a depth of six feet. The areas below wetlands are submerged lands.

APPENDIX I

SILVERTON COMMERCIAL HISTORIC DISTRICT INVENTORY

This notice sent directly to each property owner.
8-15-87

NEIL GOLDSCHMIDT
GOVERNOR

Department of Transportation

STATE HISTORIC PRESERVATION OFFICE

Parks and Recreation Division

525 TRADE STREET SE, SALEM, OREGON 97310

Elisabeth Potter 378-5001
State Historic Preservation Office
525 Trade St. SE
Salem, OR 97310

FOR IMMEDIATE USE, LEGAL NOTICES

GENERAL NOTICE CONCERNING LISTING OF AN HISTORIC DISTRICT IN THE NATIONAL REGISTER OF HISTORIC PLACES

The following historic district was listed in the National Register of Historic Places on July 29, 1987.

SILVERTON COMMERCIAL HISTORIC DISTRICT (1885-1935). An irregularly-shaped area of approximately 7 acres, roughly bounded by Silver Creek on the west, First Street on the east, High Street on the north, and Lewis Street on the south, in Silverton, Marion County, Oregon.

The National Register of Historic Places is the official list of historic properties recognized by the Federal Government as worthy of preservation for their significance in American history, architecture, archeology, engineering and culture. Located in the National Park Service, Department of the Interior, the program is part of a national policy to coordinate and support public and private efforts to identify, evaluate and protect and protect our cultural and natural resources, and is maintained by the Secretary of the Interior under provisions of the National Historic Preservation Act of 1966.

Listing in the National Register results in the following for historic properties.

1. Consideration in planning for Federal, federally licensed, and federally assisted projects. The Advisory Council on Historic Preservation must be given an opportunity to comment on all federally related projects affecting listed properties. For further information see 36 CFR 800.

2. Eligibility for Federal tax provisions. The Federal Internal Revenue Code encourages the preservation of depreciable historic structures by allowing favorable tax treatments for rehabilitation and also provides for charitable contributions for conservation purposes of partial interests in historically important land areas or structures. For further information see 36 CFR 67.

3. Consideration of historic values in the decision by the State or Federal government to issue a surface coal mining permit where coal is located. For further information see 30 CFR 70 et seq.

4. Eligibility for Federal grants-in-aids, whenever funds or rehabilitation and restoration are appropriated by Congress.

5. Eligibility for special assessment status. Oregon law provides that an owner of property which is listed in the National Register of Historic Places may have the true cash value of his property "frozen" for fifteen years. Owners of National Register properties who are interested in learning about the benefits offered under the State Historic Property Tax Law (ORS 358.475-358.565) are encouraged to request an information/application packet from the State Historic Preservation Office. It should be remembered that participation in the program for special assessment of historic properties is optional and involves an entirely separate application process. No one need feel compelled to apply for the benefits. If a property owner wishes to have the true cash value of his property frozen in a given calendar year he is required by statute to file his application for special assessment status to this office not later than December 31 of the preceding calendar year.

Owners of private property nominated to the National Register have an opportunity to concur in or object to the nomination of an historic district in accordance with Federal regulations (36 C R 60). Each owner or partial owner of property within the district boundaries has one vote, regardless of how many whole or partial properties are owned by that party. For the district to be listed in the National Register, a majority of affected property owners must not have objected to listing by means of notarized statements submitted to the State Historic Preservation Office at the time of duly announced formal review.

A copy of the historic district nomination, the criteria used for evaluation and more information on the results of listing are available from the State Historic Preservation Office, 525 Trade St. SE, Salem, OR 97310. Telephone inquiries can be made to (503) 378-5001.

EWP:jn
0017V

FHR-8-300 (11-78)

Introduction

United States Department of the Interior
Heritage Conservation and Recreation Service

National Register of Historic Places Inventory—Nomination Form

For HCRS use only
received
date entered

See instructions in *How to Complete National Register Forms*
Type all entries—complete applicable sections

1. Name

historic

and/or common Silverton Commercial Historic District

2. Location

street & number Approximately 7 acres, irregularly shaped, bounded by Silver Creek on W, at the ½ block between High & Oak ___ not for publication
on the NW, at the ½ block between 1st & 2nd on the east, 2nd at Lewis St. at the SE
city, town to Water St., then further ___ vicinity of congressional district
south, ending at the Public Library

state code county code

3. Classification

Category	Ownership	Status	Present Use	
X district	___ public	X occupied	___ agriculture	___ museum
___ building(s)	___ private	___ unoccupied	X commercial	___ park
___ structure	X both	___ work in progress	___ educational	___ private residence
___ site	**Public Acquisition**	**Accessible**	___ entertainment	___ religious
___ object	N/A in process	___ yes: restricted	___ government	___ scientific
	N/A being considered	X yes: unrestricted	___ industrial	___ transportation
		___ no	___ military	___ other:

4. Owner of Property

name Multiple ownerships; see property descriptions, section 7.

street & number

city, town ___ vicinity of state

5. Location of Legal Description

courthouse, registry of deeds, etc. Marion County Courthouse

street & number 100 High Street

city, town Salem state Oregon 97301

6. Representation in Existing Surveys

title N/A has this property been determined elegible? ___ yes ___ no

date ___ federal ___ state ___ county ___ local

depository for survey records Silverton Public Library

city, town Silverton state Oregon

7. Description SILVERTON COMMERCIAL HISTORIC DISTRICT

Condition		Check one	Check one
X excellent	___ deteriorated	___ unaltered	X original site
___ good	___ ruins	X altered	___ moved date _____
___ fair	___ unexposed		

Describe the present and original (if known) physical appearance

Silverton is located 14 miles east of Salem, in Marion County, and 42 miles south of Portland. It is in the eastern half of the Willamette Valley near the foothills of the Cascade mountain range and is about 70 miles from the Oregon coast.

The proposed historic district is approximately 5 blocks in area, encompassing 44 buildings. The existing buildings represent the remainder of the old industrial and commercial core of Silverton, in commercial and Italianate styles. Period of significance runs from 1868 to 1936. The more impressive, two story buildings anchor the corners in the district. The Wolf Building (#13) features a cast iron and pressed metal front, the Masonic Lodge (#22) geometric brick upper stories. Primary construction material is brick. Others include cast iron and pressed metal (#13), pressed metal (#24), wood (#'s 47,21), and stucco (#'s 1,2,7,23,35).

One of the topographical elements having the greatest impact on the historic district is Silver Creek. The area is primarily drained by Silver Creek on the south, and to a lesser degree by Abiqua Creek on the north. These two creeks (part of the Willamette Basin) empty into the Pudding River (a subbasin) that empties into the Willamette River. The creeks are lined with trees and provide a network of wetlands and open spaces. Silver Creek is responsible for the fertile alluvial soil which underlies the downtown area, as well as a delightful external vista available from various locations within downtown. Good viewing places include the deck of the Nickelodean, the Main Street bridge, and along South Water Street.

Other topographical features which provide external vistas looking east from downtown are the Cascades in the distance, and the Silverton Hills in the foreground.

Internal vistas include the view of uninterrupted storefronts on the southeast side of Main Street, as well as those on the northwest side of North Water Street. The Palace Theatre and Hande Hardware are two classic buildings in town which might be considered internal vistas in their own rights.

Nearby parks include Coolidge-McClaine Park and the East Bank City Park. Coolidge-McClaine Park is 8.6 acres of naturally wooded space located on the west side of Silver Creek, south of West Main Street, near Charles Street. The 7.5 acre East Bank City Park is located just south of the proposed district, on South Water Street. The two parks are connected by a footbridge across the creek.

Streets in the commercial area of Silverton have a 60 foot right-of-way. Paving is asphalt, with concrete sidewalks. Streets are one-way, and parking is metered two-hour. Columnar hornbeam trees are planted along the streets. Street lights are sodium (high pressure). Overhead wires provide electrical, telephone, and cablevision service.

The proposed historic district is located just slightly south of the center of the present city limits, in Section 35, Township 6 South, Range 1 West. The northwest corner of the Silverton Lockers building (resource 49), however, is in Section 34. The district is located within the original town plat, except for the properties on the west side of North and South Water Streets, which are in an addition known as FR Acre

The district boundaries have been drawn to include Silverton's early commercial district, on North Water, Oak, North and South First, and Main Streets. The South Water Street portion is included in the nomination because these were buildings that either served the commercial district (City Hall, 36), or were built to utilize the water power that was the basis for the city's beginning (Fischer Flour Mill's Office, 35, Hubbs' Sash and Door Factory, 37, and the Hosmer Building, 40). The buildings to the northeast of #5 and to the southwest of #33 were excluded from the nomination because they did not make strong edges, being later additions not contributing to the historic nature of the district.

The city grid system is skewed somewhat from a true north/south axis, since all the east/west streets are laid at right angles to Water Street, which follows the axis of the creek. The district begins on Water Street, just southeast of the Police Station. The boundary extends southwest to the creek bank, then follows the natural boundary of the creek northwest 1260 feet. The boundary then extends northeast 160 feet to Water street. On Water Street it runs southeast 30 feet, then crosses Water Street and extends 60 feet to the interior of the Palace Theatre block. It then angles at 45 degrees up to Lewis Street, and follows Lewis Street northeast for 70 feet, then southeast 200 feet to Oak Street. It crosses Oak Street, follows it northeast 180 feet, then turns southeast and travels 460 feet in that direction to Lewis Street. It extends southwest to the corner of Lewis Street and South First Street, then northwest to mid-block. It crosses Lewis Street and extends 100 feet southwest , then southeast 80 feet, southwest 80 feet along Lewis Street, northwest 60 feet, then southwest 100 feet to Water Street. It crosses Water Street, then follows Water Street southeast 660 feet until it meets the starting point just southeast of the Police Station (35).

These boundaries outline a district of approximately 7 acres, that is amazingly intact in terms of building facades. Out of 44 buildings, 27 are contributing resources (5 primary and 22 secondary). 8 other buildings are classified historic non-contributing, which means that they would be eligible for an upgrade to contributing status if they were appropriately rehabilitated. 8 buildings are compatible, although not contributing resources. Only 1 of the resources is both non-compatible and non-contributing. Other intrusions include the vacant lots on the block bordered by North Water, Oak, North First, and East Main streets, and the two vacant lots on South Water Street.

The earliest-standing structures in the district were built in the 1880's. The period of significance extends from that time to 1936. The district is commercial in nature. Most of the buildings are brick, two-story structures, having replaced earlier wood buildings that were destroyed by fires. Two of the older wood structures are still standing, however. Many of the brick buildings were built with bricks from George Desart's brickworks, which was located near Silverton.

The building classification system used to rank the buildings is as follows:

Primary Significant. Buildings in this classification date previous to 1900, and reflect the building styles of that time. The cutoff date for this period coincides with a major fire which destroyed most of the buildings on the south side of East Main Street in 1900.

Secondary Significant. Buildings in this classification were built between 1900 and 1936. These buildings represent the immense period of expansion that took place in the early 1900's until the time of the Depression.

Historic Non-Contributing. Buildings in this classification were built during the Primary or Secondary Significant periods, but have been altered to an extreme degree, with a large percentage of the historic and architectural character lost. If these elements are restored, these buildings may qualify for reclassification as Primary or Secondary Significant.

Compatible Non-Contributing. Buildings in this classification were built after 1936, but are compatible architecturally or in their use with the historic character of the district and its significant buildings.

Non-Compatible, Non-Contributing. Buildings in this classification were built after 1936 and are non-compatible architecturally with the significant buildings and historic nature of the district.

Vacant. Properties in this classification have no buildings on them.

Recent demolitions include that of a building on a lot (inventory #7) to make way for a bank drive-through and parking lot, and a building (inventory # 12) that was destroyed by fire. That fire, which occurred in early 1986, also gutted the Hair Hut building (11). That building is currently undergoing interior rebuilding. A feasibility study for remodelling City Hall and replacing the Police Station was completed in June, 1986, but implementation is not expected for several years. Enclosed is a copy of the city's historic landmarks ordinance.

United States Department of the Interior
Heritage Conservation and Recreation Service

National Register of Historic Places Inventory—Nomination Form

1 BUILDING NAME: Historic: n/a
Present: Palace Theater
ADDRESS: 110-114 N. Water Street, Silverton OR 97381

OWNER: Alfred Adams c/o U.S. National Bank Trust Dept., 321 SW 6th, Portland OR 97204
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W
TAX LOT: 00281
ADDITION: North Silverton
LOT: 15 & 28
YEAR BUILT: 1936
ALTERATIONS: Minor
STYLE: Art Deco
USE: Movie theater

DESCRIPTION: The Palace Theater complex is irregular in plan with one and two story portions. Constructed in concrete, the main mass is oriented diagonally to the southwest corner. Its facade is articulated by a large scaled chevron pattern relief divided by vertical elements. A three part stepped parapet adds further rhythm to an otherwise modest upper facade. Triangular one story wings extend to either side in a simplified continuation of the striated diagonal pattern. Each of these wings has a soffit made of metal and large aluminum framed windows. A metal marquis hangs from the main mass supported by wires attached to the upper facade.

The Palace Theater complex has historically been the site of theaters and opera houses since 1905 when Edward S. Porter and L.J. Adams constructed a wood frame building. This previous building ran the length of the block facing Water Street with store fronts lining both Water and Oak Streets. The theater was located more to the northern end, although accessed from Oak Street. Mr. Porter sold the property to Adams in 1910 and the Adams family has since maintained it.

Louis J. Adams, later a State Senator, came to Silverton in 1884 from Ohio. Initially working as a book keeper for the Oregon Milling Company he worked up the ranks to manage the mill, then kept the books of Coolidge and McClaine. By 1902 he had passed the bar examination for practicing law, but continued to work for Coolidge & McClaine as the Assistant Cashier. With time he established his law practice and managed the Opera House.
He sold the operation to his son, Alfred L. Adams in 1925 who continued to maintain the movie house.

A fire in April of 1935, razed the entire Opera House block with losses estimated at $100,000. Several other buildings, east on Oak Street were destroyed, as well. Mr. and Mrs. Alfred Adams, living in an apartment on the second floor, escaped the fire from a window. Within the year the new Palace Theater was constructed, this time made of concrete.

2. BUILDING NAME: Historical: n/a
Present: The Homeseekers Agency
ADDRESS: 203 Oak Street, Silverton OR 97381

OWNER: Alfred Adams c/o U.S. National Bank Trust Department
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W — TAX LOT: 00281
ADDITION: North Silverton — LOT: 15 & 28
YEAR BUILT: 1936 — ALTERATIONS: Minor
STYLES: Moderne — USE: apartments & commercial

DESCRIPTION: This two story commercial building is associated with the Palace theater directly to the south. Constructed in concrete with an exterior surfacing of stucco, its facade is rather starkly detailed. The facade is composed asymmetrically with the store front and the fenestrations of the above apartment off-centered with the apartment entry to the south. A horizontal striated band backing the upper windows adds the only embellishment to the facade.

Constructed in association with the neighboring Palace Theater after a fire razed the previous Opera House, it has continued in the ownership of the same family.

3 BUILDING NAME: Historic: Silverton Bakery
Present: Ron's Relics
ADDRESS: 207-209 Oak Street, Silverton Or 97381

OWNER: Ronald Pruiett 207 Oak Street, Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W — TAX LOT: 00297
ADDITION: N.Silverton — LOT: 15 &16
YEAR BUILT: 1914 — ALTERATIONS: Moderate
STYLE: 20th Century Commercial — USE: Commercial

DESCRIPTION: This one story building is rectangular in plan with a flat roof. Measuring two bays wide, its facade is comprised of two commercial spaces, each with its own recessed entry flanked by fixed aluminum windows. Surface materials below the lengthwise metal awning consist of a black glazed tile walls with pilasters covered by a red brick veneer. A textured stucco covers the upper portion of the facade with a corbelled detailed cornice found at the parapet. Transom lights retain most of their integrity with only a few replaced panes of glass. A concrete block addition was constructed in 1974 and appears at the back wall of the older structure.

The former Silverton Bakery was constructed for Henry Schmidbauer in 1914. The Silverton Appeal reported, "The building will be in two divisions - one 15 feet wide, the other 20. The material to be used will be concrete, with a veneering of brick, covered with asbestos roofing. This will be the most nearly fire proof structure in the city. Herbert Roe has been engaged to superintend the work." (Silverton Appeal, December 19, 1913). Schmidbauer appeared to have been very conscious of modernizing his baking operation having earlier installed a bread mixing machine in his previous building. In this later building the machinery was located in a series of attachments at the back of the building (north). Within a few years Schmidbauer sold the business to E.H. Knoll in1919 (Silverton Appeal, November, 1920), although the building was actually sold to J.L. and Josie Stalker in 1920. Much more recently the building has housed a series of restaurants.

4 BUILDING NAME: Historic: J.C. Penny's
Present: Cascade Gymnastics Academy
ADDRESS: 211 Oak Street, Silverton OR 97381

OWNER: Paul H. & Karen J. Kuebrich PO Box 557, Albany OR 97321
CLASSIFICATION: Compatible Non-Contributing

ASSESSOR MAP: 35BC061W	TAX LOT: 00304
ADDITION: North Silverton	LOT: 15,16,27,28
YEAR BUILT: ca. 1942-52	ALTERATIONS: Minor
STYLE: Moderne	USE: Commercial

DESCRIPTION: Cascade Gymnastics Academy is a two story rectangular shaped building with a symmetrical three bay front. Its roof is flat covered with built up roofing material. The walls are constructed of poured concrete with an exterior coating of stucco. The most prominent ornnamental feature is the horizontal striated bands which delineate the second floor windows. These upper floor fenestrations are three-light casements grouped in threes. Otherwise, the upper portion of the facade is without detailing. A retractable cloth awning shelters the recessed store front. The building has not been drastically altered, its storefront windows have been updated with aluminum frames and the doors replaced.

Cascade Gymnastics Academy was the second home of the J.C. Penny store. Constructed in 1942 to the house the national chain, it was actually leased by the company from a series of local owners. J.C. Penny's was previously located at 107 Water Street, presently known as Fish's Bakery. Penny's maintained the business until1985, when the Silverton operation was closed.

5 BUILDING NAME: Historic: n/a
Present: J & R Consignment
ADDRESS: 213 Oak Street, Silverton OR 97381
OWNER: Paul H. & Karen J. Kuebrich PO Box 557, Albany OR 97321
CLASSIFICATION: Compatible Non-Contributing
ASSESSOR MAP: 35BC061W TAX LOT: 00304
ADDITION: North Silverton LOT:15,16,27,28
YEAR BUILT: c. 1950's ALTERATIONS: Minor
STYLE: Commercial USE: commercial

DESCRIPTION: This small one story attachment of the old J.C. Penny store is simple and devoid of detailing. Constructed of concrete it is shaped in a rectangular plan with an exterior coating of stucco. Its facade is comprised of one wooden, three-part bay flanked by two doors.

6 BUILDING NAME: Historic: Inman Building
Present: LaDonna's Beauty Center/Joe Realty
ADDRESS: 110-112 First Street, Silverton OR 97381

OWNER: LeRoy C. & Margaret J. Meyers, 108 N. First St., Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC0 61W TAX LOT: 00231
ADDITION: North Silverton LOT: Fr Lot 12
YEAR BUILT: 1925 ALTERATIONS: Minor; floor addition
STYLE: 20th Century Commercial USE: Commercial

DESCRIPTION: The former Inman Building is a three story building constructed of concrete. It measures 45 x 56 feet with a wall height of 34 feet. The wood frame roof is flat with built up roofing. Sited on the southeast corner of First and Oak Streets, the main facade (west) is composed in basically two bays with the southern most subdivided by a door providing access to the upper stories. Primary window types include wood sash, eight-over-one double hung on the second and third floors and single aluminum framed windows on the ground level. Transom lights have been infilled.

Originally only two stories, this edifice was completed in 1925 for L.E. Inman. Mr. Inman had a plumbing business which occupied the first floor with apartments found on the second floor. Complications in constructing the building occurred when the concrete and excavation men attempted to dig a basement. Loyd Moser discovered that the former occupant of the site, A.G. Steelhammer, a pioneer blacksmith, had at some point poured a mixture of concrete, horseshoes, and gravel to cover the original dirt floor of his 1866 blacksmith shop (Silverton Appeal, March 20, 1925).

7 ADDRESS: 216 Oak Street, Silverton OR 97381
OWNER: First Interstate Bank, 217 E. Main St., Silverton OR 97381
CLASSIFICATION: Non-Compatible Non Contributing
ASSESSOR MAP: 35BC61W TAX LOT: 00038
ADDITION: North Silverton LOT: 13
YEAR BUILT: 1986 USE: Drive-in Bank/parking lot

DESCRIPTION: A circa 1920's building was recently demolished to make way for the present drive-in bank and parking lot associated with the adjacent First Interstate Bank.

8 BUILDING NAME: Historic: unknown
Present: n/a
ADDRESS: 214 Oak Street
OWNER: Olwyn K. Davis MD, PC, 214 Oak St., Silverton OR 97381
CLASSIFICATION: Compatible Non-contributing
ASSESSOR MAP: 35 BC061W TAX LOT: 00249
ADDITION: North Silverton LOT: 13
YEAR BUILT: ca. 1960 ALTERATIONS: Minor
STYLE: 20th Century Commercial USE: Office

DESCRIPTION: This physician's office is a one story rectangular shaped building, meesuring three bays wide. Constructed of concrete block, the facade is faced with a brick veneer with a recessed entry supported by two structural pipes. The upper facade is ornamented with three square motifs fashioned in brick.

Dr. Olwyn K. Davies has owned this building since 1972.

9 ADDRESS: 212 Oak Street, Silverton OR 97381
OWNER: Fred Parkinson, 210 Oak St., Silverton OR 97381
CLASSIFICATION: Vacant
ASSESSOR MAP: 35 BC061W TAX LOT: 00256
ADDITION: North Silverton LOT: 13
USE: Parking lot

10 BUILDING NAME: Historic:
Present: Fred's Silverton Pharmacy
ADDRESS: 210 Oak Street, Silverton OR 97381

OWNER: Fred Parkinson 210 Oak Street, Silverton OR 97381
CLASSIFICATION: Compatible Non-Contributing
ASSESSOR MAP: 35BC0 61W
ADDITION: North Silverton
YEAR BUILT: 1948
STYLE: Commercial
TAX LOT: 9129070
LOT: 13 & 14
ALTERATIONS: addition: ca. 1950; alt.: 1962
USE: Drug Store

DESCRIPTION: Composed in a rectangular plan this one story building is constructed of concrete block with an exterior finish of stucco. Varied detailing along the upper store front suggests that this building once housed two separate businesses; the east portion is ornamented by a diagonal hatching while the west is plain. The lower front is recessed the full length of the facade and is fenestrated along the east end with a length long base of brick veneer. The east adjacent parking lot is associated with the drug store.

The west half of this building was constructed in 1948 by the Ames family and was originally leased and used for a recreation center. In the early 1950's the east half of the building was added and housed a drug store. Mr. Parkinson, currently the legislator for this region, took over the pharmacy operation in 1955, later expanding it in 1962. At the time of the expension the central wall of the two spaces was removed and the entire building was remodelled.

11 BUILDING NAME: Historic: Silverton Service Station
Present: n/a
ADDRESS: 110 - 114 Water St., Silverton OR 97381

OWNER: Loren Rolfe, 120 SW 5th, Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing
ASSESSOR MAP: 35BC061W
ADDITION: North Silverton
YEAR BUILT: c.1925
STYLE: Commercial
TAX LOT: 00277
LOT: 14
ALTERATIONS: Extensive
USE: Vacant

DESCRIPTION: The former Silverton Service Station is a two story building constructed of concrete with a brick veneer. Sited at the southeast corner of Water and Main Streets the rectangular planned building had a one and two story section. The one story section housed a service garage and a business along Water Street, while the two story section was apartments on the second floor with commerical on the first. The ground level features an unusual elliptically shaped awning; the wall is infilled with a storefront that was originally only concrete piers. A second floor was added to the service station fairly early. The primary window types of these upper sections are wood sash one-over-one double hung, the ground level composed of aluminum framed single lights.

Isaac D. Worden purchased this property in May, 1922 and within several years this former service station was constructed. A recent fire has done fairly extensive damage to the building and it is unknown whether owner plans to rehabilitate it.

12 ADDRESS: 108-110 N. Water St., Silverton OR 97381

OWNER: Robert L. & Eunice L. Norton 120 5th St., Silverton OR 97381
CLASSIFICATION: Vacant
ASSESSOR MAP: 35BC061W TAX LOT: 00274
ADDITION: North Silverton LOT: 14
USE: vacant

13 BUILDING NAME: Historic: Wolf Building
Present: Hende Hardware
ADDRESS: 201 E. Main St., Silverton OR 97381
OWNER: Sharon and William McAllister, 201 E. Main St., Silverton OR 97381
CLASSIFICATION: Primary Significant
ASSESSOR MAP: 35BC061W TAX LOT: 00001
ADDITION: North Silverton LOT: 1
YEAR BUILT: 1891 ALTERATIONS: Minor
STYLE: Queen Anne Commercial USE: Commercial

DESCRIPTION: The Wolf Building is one of the finest early examples of architecture in Silverton. It maintains a high level of its original cast iron detailing with most removed pieces stored within the building. The two story brick building is constructed on a rock foundation with a basement. Its cast iron front is composed in a series of six narrow bays with two recessed entries. A bay sub grouping is reflected in the bracketed, stepped three-part parapet. Its center section displays "19 Wolf 91". Most of the ornamentation on the main facade (south) is metal applied to the brick.

Fenestrations of the second floor are one-over-one, double-hung wood sash. Pilasters with a recessed panel make up the surrounds of these south facing windows. The west facing windows feature a stepped head mould adorned with an "x" motif. Mezzanine windows are aligned with the transom lights of the main facade. A side and back entry remain in tact with most of their original hardware. A few of the original iron shutters are found on the back fenestrations.

Adolf Wolf had this building constructed in 1891, designed by local designer, Starret. The original drawings of the architect remain in the posession of the current owner, Mr. McCallister.

Mr. Wolf entered the general merchandise trade upon his arrival to Silverton in 1884. Mr. Wolf had spent most of the previous twenty years in Oregon in the town of Independence. There he had been instrumental in bringing the railroad through the community and also served in several civic capacities. He also served the city of Silverton as mayor and city councilman.

Alterations made by Mr. Wolf included adding a new cash system in 1895 that was celebrated with a "grand ball... The spacious store had been tastefully decorated and draped with bunting, all the counters and goods having been removed. The top of the office at the rear of the hall was trasformed into an orchestra...the large show windows at the front of the building were filled with exotic plants and palms." (Marion County Recorder, January 11, 1895) Mr. Wolf sold the hardware store in 1899 and he and son developed a very successful hop business growing, buying, selling and exporting hops (Portrait and Biographical Record of the Willamette Valley, Oregon, 1903).

James Craig purchased the business from the Wolf family and operated it until his death in 1913. Ames acquired the deed from the Craig estate and received quite good coverage in the Silverton Appeal, "Building will be remodeled and fitted as a modern Hardware store....Mr. Ames intends to make extensive changes in the interior and place it in a suitable condition. The front windows will be changed around, the building will be rewired and a hot water plant put in the basement." (February 12, 1913)

14 BUILDING NAME: Historic: Brooks and Steelhammer Pharmacy
Present: Town House Cafe

ADDRESS: 203 E. Main St., Silverton OR 97381
OWNER: Loren Rolie et al, 120 SW 5th, Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing

ASSESSOR MAP: 35CB061W	TAX LOT: 00006
ADDITION: North Silverton	LOT: 1
YEAR BUILT: c. 1903	ALTERATIONS: Extensive
STYLE: Commercial	USE: Commercial

DESCRIPTION: The Town House Cafe was for many years a pharmacy. This two story brick building could be considered Significant with the removal and reconstruction of the original storefront. Its upper facade retains the original detailing, although very early "modernized" with a coating of concrete. It is divided into two bays with a stair entry placed within the smaller of the two bays. The robust brick relief work is composed of pilasters creating a verticality and corbelled brick patterns found at the cornice. Windows of the second floor are vertically scaled with one-over-one double hung sash with a single light transom. Two of these windows have been infilled.
The ground level has been drastically altered by a veneer of brick which extends across the east adjacent building which houses a part of the Towne House Cafe, as well.

Brooks and Steelhammer Rexall Drug had its beginning as early as 1884. Mr. Brooks purchased the operation circa 1898. The building was apparently in part owned by J.G. Smith and in some accounts id referred to as the Smith Block. G.W. Steelhammer, one of the sons of pioneer blacksmith A.G. Steelhammer, entered Brooks business as an apprentice and finally bought out the older man in 1913. (Silverton Appeal, November, 1913). The business retained the names of both for some time.

Harry V. Carson started working for Steelhammer in 1912 and purchased the building and operation from the Steelhammers in 1947. His son, Harry Carson, entered the profession near this time and continued operating the business until circa 1970.

15 BUILDING NAME: Historic:
Present: Towne House Cafe
ADDRESS: 207 E. Main St., Silverton OR 97381
OWNER: Loren Rolie, et al, 120 SW 5th, Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing
ASSESSOR MAP: 35BC061W TAX LOT: 00006
ADDITION: North Silverton LOT: 1
YEAR BUILT: c. 1904 ALTERATIONS: Extensive
STYLE: 20th Century Commercial USE: Commercial

DESCRIPTION: This one story one story attachment to the Towne House Cafe is "L" shaped in plan in part wrapping around the old Brooks and Steelhammer Pharmacy. The building is constructed of brick and has been severely altered although the corbelled brick cornice is in tact. The otherwise modest facade, composed in one bay, has been veneered with brick on the store front. Large aluminum windows have replaced with earlier window type. T1-11 covers the transom lights. Access is from a recessed entry at the wet end of the facade.

This building appears to have been built in conjunction with the Smith Block circa 1904. It initially house a dry goods and grocery story, and by 1915 a confectionery.

16 BUILDING NAME: Historic: Valley Meat Market
Present:
ADDRESS: 209 E. Main St., Silverton OR 97381
OWNER: Larry and Sandra Burkehart, 4257 Cascade Hwy., SE Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing
ASSESSOR MAP: 35BC061W TAX LOT: 00014
ADDITION: North Silverton LOT: 1
YEAR BUILT: after 1922 ALTERATIONS: Moderate
STYLE: 20th Century Commercial USE: Commercial

DESCRIPTION: This one story building is constructed of brick and concrete with its main facade (south) consisting of brick. Very modest in detailing, its parapet features castellation. The one bay facade is symmetrically composed, with a recessed central entry. The stor front has been partially convered with T1-11 including the tresom lights. Windows are single panes with aluminum.

This site has historically been occupied by meat markets since the turn-of-the-century, Bock's Meat Market housed in a wood frame building. Valley Packing Company puchased the property from Henry Bock in 1923 and erected this one story brick building the following year. The new meat market was called Valley Meat Market. The building was sold to Winnifred Ames in 1944 and more recently M.S. Hobblitt has owned the building and now the Burkeharts.

17 ADDRESS: 211 E. Main St., Silverton OR 97381
OWNER: Fred Parkinson, 210 Oak St., Silverton OR 97381
CLASSIFICATION: Vacant
ASSESSOR MAP: 35BC061W
ADDITION: North Silverton
YEAR BUILT: n/a
STYLE: n/a
TAX LOT: 00018
LOT: 2
ALTERATIONS: n/a
USE: Parking lot

18 BUILDING NAME: HISTORIC: unknown
PRESENT: Silverton Art & Frame
ADDRESS: 213 E. Main St., Silverton OR 97381

OWNER: First Interstate Bank, 217 E. Main St., Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing
ASSESSOR MAP: 35BC061W TAX LOT: 00031
ADDITION: North Silverton LOT: 2
YEAR BUILT: c. 1922 ALTERATIONS: Moderate
STYLE: 20th Century Commercial USE: Commercial

DESCRIPTION: Silverton Art & Frame is a one story brick building that has been long associated with the adjacent bank building. Constructed of a buff color brick with a stucco base, its materials echo the neighboring bank building. One wide bay is segmented by vertical panels with a horizontal band of windows. The exterior is otherwise quite simple and unadorned. Freight access is available from the west facade.

19 BUILDING NAME: HISTORIC: Coolidge & McClaine Bank
PRESENT: First Interstate Bank
ADDRESS: 217 E. Main St.; Silverton OR 97381

OWNER: First Interstate Bank, 217 E. Main St., Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W TAX LOT: 00031
ADDITION: North Silverton LOT: 2
YEAR BUILT: 1922 ALTERATIONS: Minor
STYLE: Commercial USE: Bank

DESCRIPTION: The former Coolidge and McClaine Bank was the second building constructed for the oldest banking institution in Silverton. Composed of "white" colored brick (common bond) with a concrete base, its plan is rectangular. Its roof is flat hidden by a parapet with the roofline delineated by a cornice. The main elevation (south) is composed in three bays, the adjacent facade (east) is comprised of seven. Brick pilasters upon a painted concrete base having capitals with capitals adorned by disks articulate these bays. The wood windows have single fixed panes with fixed transoms. Several of the bays have been infilled to meet the more current needs of the bank. The entry bay has both its transom and lower portion filled and fitted with double doors.

Constructed by the early Silverton banking institution, Coolidge and McClaine, this edifice represents the third building that housed the first bank of Silverton. Adolph F. McClaine and Alfred Coolidge began their operation in 1880 in a wood frame building slightly west of the

present bank. Initially formed as a partnership, the company incorporated in 1890 and by 1893 their success allowed for a more substantial building at the present site. The pride of this addition was reflected in the local paper, "from the hard-wood wainscoat to the frescoed ceiling the interior is flawless" (Marion County Recorder, Oct. 26, 1894). Again, the advantages success were exercized in 1922, when this last building was constructed at a cost of about $30,000.

Mr. McClaine and Mr. Coolidge were key members of the early commercial community of Silverton. Coolidge, as well as maintaining a donation land claim, is fondly remembered for relocating his general merchandising business from nearby Milford in 1855, moving it over a period of four months, maintaining his business the entire route. Besides maintaining the banking operation, he served as Marion County Commissioner for two terms, promoted the Silverton Electric light Company, rebuilt the local gristmill and invested heavily in local properties and businesses. Despite these claims to local notoriety he is well-remembered for being very informal and keeping a bottle of brandy in his bank office. McClaine actually did not stay in Silverton for long, going on to other banking ventures in Washington State, all the while maintaining his position on the Coolidge and McClaine Board of Directors. McClaine and Coolidge finally separated their interests in 1925, when the bank became known as Al Coolidge & Company.

20 BUILDING NAME: HISTORIC: Hande Building
PRESENT: Bill Duncan's Home Furnishings
ADDRESS: 108 N. First Street; Silverton OR 97381

OWNER: Rose Stiff, PO Box 175, Silverton, OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W TAX LOT: 37388
ADDITION: North Silverton LOT: 12
YEAR BUILT: 1936 ALTERATIONS: Minor
STYLE: Art Deco USE: Furniture Store

DESCRIPTION: The former Hande Building is a two story concrete building and is rectangular in plan. Its wood framed roof is flat behind a parapet. Oriented west, the facade is composed in three bays articulated by broad pilasters. These pilasters lend a vertical element to an otherwise horizontal composition. Fenestrations include broad fixed windows on the ground level and eight-over-one, double-hung sash loosely grouped in twos on the second level. An opening on the south wall connects the adjacent building.

Early photographs illustrate the name Hande Building at the cornice, the exact connection with Hande is not known. The current property owner maintains that the building was constructed to accomodate the growth of the adjacent furniture store in 1936. It has housed the Stiff Furniture Store and is now operated under Bill Duncan's name.

21 BUILDING NAME: HISTORIC: Wray's Furniture/Stiff's Furniture
PRESENT: Bill Duncan's Home Furnishings
ADDRESS: 301 N. First St., Silverton

OWNER: Rose Stiff, P.O. Box 175, Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W — TAX LOT: 00041
ADDITION: North Silverton — LOT: 3 & 12
YEAR BUILT: c. 1902 — ALTERATIONS:
STYLE: Commercial — USE: Commercial

DESCRIPTION: The former Wray's Furniture Building is a two story, wood framed building with a rectangular plan. The current configuration of four bays on the south elevation and five on the west with a corner entry was the result of an early remodeling undertaken in the 1910's or '20's. Its original orientation was towards the south with two doors and a few small fenestrations on the west elevation.

The Silverton Appeal advertised the "new furniture store opposite the bank" in 1902. Wray's Furniture and Hardware stores may have been actually owned by Coolidge & McClain, deed records indicating that F.E. Wray did not actually acquire the title to the property until 1923. H.L. Stiff acquired the property in that same year. The Sanborn Fire Insurance Map of 1903 indicates that the building was originally divided into two spaces with jewelry and furniture on the west side and hardware, stoves and buggies on the first and second floors of the east side. By 1906 the whole building had been transformed into one large space with a staircase found at the north end (as it exists today). News accounts state H.L. Stiff in 1924 remodelled the building again allowing for more room. Most likely the mezzanine was enclosed at this time.

Longtime owner, Herbert L. Stiff, never actually lived in Silverton, this being one of several furniture stores that he owned in the Willamette Valley. He began in the furniture store business in 1911 with his father in Salem. By 1914 they had opened another branch in Albany and the Silverton operation in 1923. Robert Duncan acted as the manager of the furniture store and later incorporated the business with Mr. Stiff. The operation continues under family management under the proprietorship of Bill Duncan.

22 BUILDING NAME: HISTORIC: Silverton Masonic Building
PRESENT:
ADDRESS: 101-110 S. First St., Silverton OR 97381

OWNER: Harland Anderson, P.O. Box 196, Silverton OR 97831
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35CB061W — TAX LOT: 00041
ADDITION: South Silverton — LOT NO.: 3
YEAR BUILT: 1915 — ALTERATIONS: Minor
STYLE: Commercial — USE: Commercial & Offices

DESCRIPTION: The Masonic Building is a four story brick building, which is rectangular in plan. The main facade (west) is composed in three asymmetrical bays, the north comprised of one. Light colored brick pilasters further articulate this composition with the fourth floor placed within the architrave. The meeting space situated on the third and fourth floors is detected by the small narrow lights and brick panels of the fourth floor. The recessed entry is found within the central bay accessed through a round arched opening with a key stone bearing the masonic insignia; flanking pilaster detailing is adorned by maltese cross motifs. The flat roof is found behind the parapet which is ornamented with a light colored brick with a contrasting red brick cross motif and running sawtooth pattern.

The primary window types are one-over-one double hung sash on the second floor, the third replace by aluminum sliding windows with transoms, the fourth aluminum, as well. These were originally one-over-one double hung sash with the fourth floor featuring triangular shaped panes.

The Charter of Silverton Lodge Number 45 was granted June 24, 1868 with a initial membership of fifteen. This eary membership was housed in about three buildings before constructing this lodge at First and Main Streets. They initially met "over the W.H. Lewis wagon shop located on the banks of Silver Creek at the intersection of Water and Lewis Streets" (The First Century of Masonry). A second building was constructed along the south side of Main Street at the present location of 206 Main Street (The Goldworks). Remaining in the building for over thirty years, the masons began to search for a suitable lot for building a new lodge in 1910 after having sold their former meeting space. A final decision was not made until 1914, when a building committee was organized, which later evolved into the Silverton Masonic Building Association. Actual plans were displayed by May, 1914 and the masons moved into their new facility in 1915.

23 BUILDING NAME: Historic: Silverton Auto
Present: Goodwill
ADDRESS: 109 S. First St., Silverton OR 97381

OWNER: Goodwill Industries, 109 S. First St., Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP NO.: 35CB061W TAX LOT: 00235
ADDITION: Silverton South LOT: 12
YEAR BUILT: 1922 ALTERATIONS: minor
STYLE: Commercial USE: Commercial

DESCRIPTION: Constructed of concrete block (Wonder Block), the former office of Silverton Auto is one story and rectangular in plan with a concrete foundation. The flat roof is framed in wood covered by composition roofing.

The main (west) facade is composed in three bays, further articulated by a castellated parapet. A central, double door entry is flanked by wood framed single lites. The adjacent bays are wood framed with single panes.

Recent news articles maintain that the building was originally constructed in 1922 to house the Silverton Post Office, although fire insurance maps indicate that it actually was added in conjunction to the south neighboring building used for "office sales" (Sanborn Fire Insurance Maps, 1922). It has continued to house a number of businesses "parts of the building were used for Hoff Bros. appliances, Western Auto, Montgomery Ward (Silverton Appeal, 1981). Goodwill Industries purchased the building in 1956 and has continued to maintain their operation at this location.

24 BUILDING NAME: Historic: Silverton Auto Company
Present: Harry Hagedorn Glass and Radiator

ADDRESS: 303 S. Lewis St.

OWNER: Harry Hagedorn, 303 S. First, Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR NO. 35CB061W TAX LOT: 002131
ADDITION: South Silverton LOT: 12
YEAR BUILT: 1913 ALTERATIONS: Minor
STYLE: Commercial USE: Commercial

DESCRIPTION: The former Silverton Auto(Company) is a one story building framed in wood with a pressed metal sheathing duplicating the appearance of rustic concrete block. Sited at the northeast corner of Lewis and First Streets, its entry is oriented towards the southwest corner. The west elevation maintains most of its early metal sheathing, although detectable patching would indicate some alteration in windows and doorways. Sheathing on the south is partially replaced by corregated metal with a overhead garage door found near the back. A metal molded cornice remains in good condition at the parapet of the west elevation.

This property was sold to Thomas J. and Emma M.Davis in April of 1913 and shortly thereafter the Silverton Auto Company opened having "on hand a large supply of gasoline, oil, etc.. Expert repairing by competent workmen." (Silverton Appeal, August 1913). Sanborn Maps indicate that the north adjacent building was added for Office Sales by 1922 (Sanborn Fire Insurance Map, 1922.) Family members, Gaylord C. & Elsie Davis acquired the deed to the property in 1946 and the title was transfered to Valley Farmers Coop Oil Assn. the following year.

Passing through several other owners, most recently the Hagedorn family has owned the building since 1961. The family has maintained a glass and radiator shop

25 BUILDING NAME: Historic: IOOF Lodge
Present: The Littlest Flea Antiques
ADDRESS: 100 S. First St., Silverton OR 97381

OWNER: Silver Lodge No. 21, 100 S. First St. Silverton, OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR NO. 35B061W — TAX LOT: 00231
ADDITION: South Silverton — LOT: 2 & 13
YEAR BUILT: ca. 1915 — ALTERATIONS: Minor
STYLE: 20th Century Commercial — USE: Mixed

DESCRIPTION: Constructed for the Odd Fellows organization, this three story building is composed of concrete with a brick veneer on the first floor and solid brick on the upper two floors. The plan is rectangular and is attached to the back of the earlier Odd Fellows Building. The roof is flat having a parapet, which is stepped on the west elevation. A recessed panel is centered in the parapet adorned with the Odd Fellows linked chain symbol.

The main elevation (east) is composed in three bays, the upper floors articulated from the first floor by a large panel detail framing the upper floor windows. These upper story windows are wood sash, double-hung with eigth-over-one lights. A fire escape ascends from an upper floor fenestration down the side of the neighboring Odd Fellows Lodge.

Constructed circa 1916 by the Odd Fellows this building provided extra space needed by the fraternal organization. Drawings find that the upper two floors were occupied by the Odd Fellows: a reception room found on the second floor and a banquet room on the third (Sanborn Fire Insurance Map, 1922).

26 BUILDING NAME: Historic: Odd Fellows Lodge
Present: Under the Rainbow
ADDRESS: 218 Main St., Silverton OR 97381

OWNER: Silver Lodge #21, IOOF, 106 S. First, Silverton OR 97381
CLASSIFICATION: Primary Significant
ASSESSOR NO.: 35CB061W — TAX LOT: 00035
ADDITION: South Silverton — LOT: Fr. Lots 2 & 13
YEAR BUILT: 1868/1901 — ALTERATIONS: Minor
STYLE: 19th Century Commercial — USE: Mixed

DESCRIPTION: The Odd Fellows Lodge is two story brick building with a rectangular plan. The roof is framed in wood and sheathed with composition. A parapet is found on both Main and First Streets. The Main Street elevation is three bays wide with panels found in the cornice. These panels are separated by engaged pilasters appearing only at the cornice. The Odd Fellows linked chain motif adorns the center panel. A running frieze continues unbroken on the east elevation and is segmented by the pilasters of the north elevation.

The main elevation (north) is painted brick, the upper floor detailing remains unchanged. The upper floor fenestrations are vertically scaled, one-over-one double-hung wood sash with brick sills. Alterations to the ground floor include replacement of the store front windows with fixed aluminum panes and metal double doors and most ground floor openings of the east elevation are infilled with brick.

A fire in 1900 destroyed an extensive portion of the original brick building leaving only the exterior walls. This earlier building was notably the first brick building constructed in Silverton. John Davenport and J. M. Brown apparently contracted the services of George DeSart from the firm Potter and Sales to construct the building in 1868. The commercial enterprise of Davenport, Wolfard & Company operated in the building until 1873, (the firm consisted of J.C. Davenport, Earhard Wolfard, and J.C. Brown), then selling to Coolidge & McClaine (History of Silverton Country, p.229), while the Odd Fellows owned the second floor.

Old photographs indicate that two buildings, at least two differing facades were found at this location. The Oregon Statesman reported that damage to Coolidge - McClaine Building was $8,000 and IOOF and Paraphenalia was estimated at $2,000 further distinguishing these two buildings.

Work began upon the new building almost immediately. The Silverton Appeal reported, "Work on the inside of the Coolidge and McClaine building is being pushed as fast as our best mechanics can work and Mr. Bentson, Silverton's new merchant will soon have the shelves loaded with goods." (1901). B.R. Brentson reportedly helped lay the brick and P.W. Potter supplied the front doors and windows. Coolidge and McClaine deeded the second floor to the Odd Fellows in 1905. The ground level space housed numerous enterprises initially including Mr. Bentson's operation which he later moved to the neighboring building. Later businesses included a general store, furniture store (Director Department Store #3, circa 1925) and more recently Welby's, a shoe and men's clothing store (1970-1982).

An attachment was added circa 1915 by the Odd Fellows to the south (refer to No. 25).

27 BUILDING NAME: Historic: Knights of Pythias
Present: Klothes Konnection
ADDRESS: 216 E. Main St., Silverton, OR 97831

OWNER: Jean Wahlster, 216 E. Main St., Silverton OR 97831
CLASSIFICATION: Primary Significant
ASSESSOR NO. 35CB061W TAX LOT: 00031
ADDITION: South Silverton LOT: Fr. Lot 2
YEAR BUILT: ca. 1870 ALTERATIONS: Minor
STYLE: 19th Century Commercial

DESCRIPTION: The Klothes Konnection, formerly housing The Knights of Pythias, is a two story brick building covered by stucco. The building is rectangular in plan, measuring 75' x 25'. The built up roof is flat with a wood frame. A modest panel relief spans the parapet with a lower panel surrounding the three second floor windows. These second floor fenestrations maintain their original wood sash four-over-four double-hung windows except for the center opening which has been infilled.

The store front of the building was originally composed in wood, it now consists of a stucco material with aluminum windows. The main elevation (north) is symmetrically composed in three bays. The first floor has been altered.

Local lore maintains that this building was constructed a year after the original Odd Fellows Lodge was built in 1868. One of the earliest owners of this building was Trenton R. Hibbard, a farmer from the neighboring countryside, who came to Silverton in 1874 to establish a general mercantile store (Portrait and Biographical Record, p. 425). Mr. Hibbard, as well as a mercantilist, was the first mayor of Silverton. Whether he operated his business from this building is uncertain, although by 1878 a book store was known to exist in the building as recorded in a deed from Hibbard to Alvah Brown.

The building was again conveyed by Hibbard in 1883 to Louis Ames. Sanborn Fire Insurance Maps indicate that the first floor housed a furniture and undertaking business and by 1892 only a furniture enterprise. Ames may have had a hand in this enterprise acknowledging his chair factory located on South Water Street.

C.F. DeGuire, a jeweler, acquired the property in 1891 and his ownership of the property fairly closely coincides with the years that he maintained a jewelry store (C.F. DeGuire & Son) in Silverton. The year that De Guire acquired the building, the second floor was deeded to Home Lodge No. 35, Knights of Pythias for $1,000. A part of this agreement included "the perpetual use of a flight of stairs within a case, on the eastern side of the building and reaching from the front line or side walk to the top of the landing twenty four and two" (Deed record, Vol.47, Page 56). A grocery store was later housed in the building in the early 1900's (Sanborn Fire Insurance Map 1903, 1922).

28 BUILDING NAME: Historic: Toney's Eats
Present: Chan's Restaurant
ADDRESS: 212 E. Main St, Silverton OR 97381

OWNER: Raymond & Ida Chan, 212 E. Main St., Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing
ASSESSOR NO. 35CB061W TAX LOT: 00026
ADDITION: South Silverton LOT: Fr. lot 2
YEAR BUILT: Historic Non-Contributing ALTERATIONS: Extensive
STYLE: Commercial

DESCRIPTION: Chan's Restaurant is a one story building, rectangular in plan, with a flat, wood framed roof. The main facade (north) is symmetrically composed with three bays. Access is from the central entry through double doors with side lights. Fixed, aluminum windows replace the earlier adjacent fenestrations. Elements retained from the earlier design are found in the stucco covered engaged pilasters scored to resemble quoining. A long wide panel relief is found below the cornice. More recently, an awning resembling a pagoda roof with shingles and exposed rafters has covered up the upper portions of the windows and the once apparent transom lights.

A fire in 1938 destroyed a significant portion of the earlier brick building and the present edifice replaced it. Historically this building has housed restaurants, first "Toney's Eats" was operated by the Toney family dating almost to time of the reconstruction, if not earlier. Raymond and Ida Chan acquired title to the property in 1960 and have operated a chinese restaurant.

29 BUILDING NAME: Historic: Johnson Block
Present: Coast to Coast/Fashion Casuals
ADDRESS: 208-210 E. Main St., Silverton OR 97381

OWNER: Gene R. & Lisa Oster et al, PO Box 66, Silverton OR 97381
CLASSIFICATION: Compatible Non-Contributing
ASSESSOR MAP NO.: 35CB061W TAX LOT: 00016
ADDITION: South Silverton LOT: 1, 2, 13 & 14
YEAR BUILT: 1955 ALTERATIONS: Minor
STYLE: 20th Century Commercial USE: Commercial

DESCRIPTION: This one story commercial block is constructed of poured concrete and is rectangular in plan. It is composed in two storefronts, each varying in size and detailing. The east space is the larger of the two, having a fairly wide recessed entry with aluminum double doors and aluminum framed expansive panes of glass. The diminutive west commercial space, has a more narrow, yet deeper recessed entry with the aluminum double doors and scaled down windows with the transom section infilled. Pilasters divide the commercial block into two bays, their own definition made by scoring. A scored grid provides the detailing of both of the upper sections.

A fire in the early 1950's destroyed most of the earlier Lewis Johnson Block.

30 BUILDING NAME: Historic:
Present: Coast to Coast
ADDRESS: 203 Lewis St., Silverton OR 97381

OWNER: Gene Oster et al, PO Box 66, Silverton OR 97381
CLASSIFICATION: Compatible Non-Contributing
ASSESSOR MAP NO.: 35BC061W — TAX LOT: 00016
ADDITION: South Silverton — LOT: 1,2,3,14
YEAR BUILT: 1950's — ALTERATIONS: Minor
STYLE: Commercial — USE: Commercial

DESCRIPTION: This two story building has historically connected with the business located on Main Sreet, as it is today.

31 BUILDING NAME: Historic: Lewis Johnson & Co.
Present: The Goldworks
ADDRESS: 206 E. Main St., Silverton OR 97138

OWNER: John & Jean Osborn, PO Box 822, Silverton OR 97
CLASSIFICATION: Secondary Significant
ASSESSOR MAP NO.: 35CB061W — TAX LOT: 00012
ADDITION: South Silverton — LOT NO: Fr. lot 1 & 14
YEAR BUILT: c. 1908 — ALTERATIONS: Minor
STYLE: Queen Anne Commercial — USE: Commercial

DESCRIPTION: The Goldworks is a one story building constructed of brick. Rectangular in plan, it has a full basement and an unfinished attic. Its roof is flat, framed in wood with composition. The main facade (north) is composed in one bay, defined by engaged rusticated quoins. The fairly deep cornice is supported by scrolled brackets, grouped in threes at each end with alternating grouped smaller brackets and singular larger ones. A series of panels in relief form a freize spaced between the larger brackets.

A portion of the storefront fenestrations appear to be nearly original. The east space retains its wood sash frame with the panes in a smaller scale, more in keeping with the earlier appearance. A larger scale aluminum framing is used on the south space. Each retains a paneled kick plate at their base. The transom light remain in excellent condition with the small multi-lights surrounding the larger panes of glass. It is composed into two larger sections with a smaller central section.

The Goldworks Jewelers was formerly a drug store upon its appearence in Sanborn Fire Insurance Maps in 1915. Either constructed or moved to this site circa 1910, this building stands on the former site of a wood framed building that housed a drug store on the first floor and the Masonic Lodge on the second floor.

Dr. A.E. Wrightman purchased this lot in 1905 near the approximated time that the wood framed building was moved to the south facing lot on Lewis Street. It is conjectured that the present edifice was constructed shortly thereafter. Dr. Wrightman and Lewis Johnson were the proprietors of a pharmacy in this new building known as Lewis Johnson & Company. Early photographs indicate that further embellishment was found above the cornice, including finials at each end and ornate central pediment inscribed with Lewis Johnson & Co. within the panel. After several years the partnership was dissolved, Wrightman selling the operation to Johnson (1907). Mr. Johnson continued to operate a pharmacy in this building for almost twenty more years finally conveying title to D.E. Thompson in 1926.

32 BUILDING NAME: Historic: The Woolen Mills
Present: John's Menswear
ADDRESS: 204 Main St., Silverton Or 97381

OWNER: John M. Middlemiss, 218 S. Center St., Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP NO.: 35BC061W TAX LOT: 00009
ADDITION: South Silverton LOT: Fr. lot 1
YEAR BUILT: ca. 1907 ALTERATIONS: Moderate
STYLE: Commercial USE: Commercial

DESCRIPTION: The former Woolen Mills is a two story brick building constructed in conjunction with the neighboring former Liberal Union. A small one story attachment of the neighboring building was adjoined next to and above it by this addition in approximately 1906 or 1907 according to Sanborn Fire Insurance records. Its scale is in some ways similar to the old Liberal Union, although somewhat less detailed. Composed in two asymmetrical bays at the base it is bisected by stairs accessing the the second floor of both buildings. The second story features three wood sash two-over-two double hung windows which are widely spaced across the upper facade. A sawtooth brick pattern continues the pattern used at the cornice of the Liberal Union and once was used along the small one story attachment.

The store front has been extensively remodelled, the exterior faced with a rough cut board and batten, the transom windows infilled. Remnants of a cast iron pilaster can be detected on the upper section of the store front. Most of these alterations occurred in 1960, especially to the interior space which had an embossed wall paper and early mercantile shelving that was in part eliminated.

The earlier wood framed building housed a grocery store in brief periods having books and stationery, as well as housing the post office. Hibbard and Riches Groceries was the most prominant business of this earlier building in the 19th century. Mr. Riches continued as post master until about 1907, near the time Mr. Hibbard sold the property to Austin E. Smith. Smiths appears to have leased the building to variety of businesses. The ground floor of this

space was one of the early homes of the Gem Theater which ran lantern shows in the building as early as 1907. Later he reportedly made "extensive improvements on his Main Street brick building, occupied by the Woolen Mills store. The back end of the lower story has been taken down and moved ten feet further back, this giving ten feet more room for that establishment." (Silverton Appeal, August 1913). A pool hall was established by John Ludowitzke, Jr. and Will Graham on the second floor in that same year.

33 BUILDING NAME: Historic: Liberal Hall/Wolfard & Co.
Present: Main Street Stationers
ADDRESS: 200 Main St., Silverton 97381

OWNER: Joseph J. Davis et al, PO Box 35, Silverton OR 97381
CLASSIFICATION: Primary Significant
ASSESSOR MAP NO.: 35CB061W TAX LOT: 00001
ADDITION: South Silverton LOT NO: Fr. Lots 1 & 14
YEAR BUILT: ca. 1885 ALTERATIONS: Minor
STYLE: 19th Century Commercial USE: Commercial

DESCRIPTION: The former Liberal Hall is a two story brick building. It is rectangular in plan with a foundation constructed of stone and concrete. Its roof is flat, framed in wood covered by composition. Sited at the southeast corner of Water and Main Streets, its facade is oriented north. The main elevation is composed in three bays, the ground floor entry accessed from the most western bay through recessed double doors. A new cloth awing covers most of the lower portion of the storefront. Fenestrations on the second floor consist of three, three-over-three double hung wood sash windows which feature a brick segmental arch, surround, and sill. A brick detail surrounds these three windows.

Previous to the construction of this brick building, a wood framed mercantile operation originally moved from Milford by Coolidge, existed at this site. Erhart Wolfard and his son, John Wolfard, operated a general merchandise shop. In 1880, the wood framed building was moved and the brick building was built sometime after this, appearing in 1887 photographs. John Wolfard continued to operate a significant and prosperous enterprise from this location for a number of years.

Besides maintaining a commercial operation on the first floor, a progressive and radical group of citizens maintained the upper floor as a meeting place for free thinkers. Spurred by Samuel P. Putnam, whom came to speak in June 1887, ten men incorporated the Silverton Liberal Union joining together to purchase and manage Liberal Hall. This organization composed of "Henry Allen, T.D. Allen, W. Foshay, J.T. Cox, Wm. M. Cline, L. Schmidler, E. Wolford, H.D. Mount, Louis Ames, and T. W. Davenport" (Oregon Historical Quarterly, Summer 1986, p.167.) formed the nucleus of Silverton's liberal thinkers.

The dissipating momentum of these earlier organizers was supplanted by a newer energetic group in 1895. Nellie Olds of McMinnville and Pearl Geer of Silverton were joined by John and Minnie Hosmer of Tillamook, all members of the Oregon State Secular union and dedicated themselves to organizing the Liberal University of Oregon. Silverton seculars offered the use of Liberal Hall to house the university and in 1897, the institution opened with twenty students in Silverton's Liberal Hall. Coursework for the university was divided into seven departments: kindergarten, preparatory, commercial, academic, normal, law, and collegiate. By the end of the spring the student body had outgrown the building and classes were moved across the street to a neighboring building.

The group found immediate dissension and difficulty due to diverse philosophies among the secular thinkers. Although they wished to "prove to the world that people can be educated, cultured, and progressive without dogmas"... and to ....."hasten the elimination of Christian dogmatism from the established educational institutions" personal and philosphical infighting compromised these high ideals. The addition of eastern free thinker, Thaddeus Wakeman, to the staff induced further dissension between the key members. One of the major issues in contention being the advocacy of free love. The Hosmers, probably the most significant force of the group wished for "the betterment of mankind... [advocating] purity, freedom of thought, progress, honesty, and abstention from tobacco and liquor" and found the others views out of line. The Hosmers finally withdrew from the membership in 1901 and by 1903 the university attempted to move to Kansas City, never really successfully reorganizing.

34 BUILDING NAME: Historic: J. Wolfard & Co. Annex
Present: Feeling Good
ADDRESS: 103-105 Water St., Silverton OR 97381

OWNER: Joseph J. Davis et al, PO Box 35, Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing

ASSESSOR MAP NO.: 35CB061W	TAX LOT: 00001
ADDITION: South Silverton	LOT NO: Fr. lots 1 & 14
YEAR BUILT: 1913	ALTERATIONS: Extensive
STYLE: 20th Century Commercial	USE: Commercial

DESCRIPTION: The Annex of the H. Wolfard store is a one story brick building measuring 45 x 67 with eighteen feet ceilings and a full basement. The main facade (west) is divided into to two bays with two adjacent businesses at present. Original detailing is evident near the cornice in the sawtooth brick motif that was borrowed from the much earlier Wolfard building and the later eastern attachment. Surface alterations to the store front have been extensive including clapboard siding, wood framed windows with multi-lights, recessed wood framed doors, and a metal awning.

Wolfard's Annex was boasted in 1913 to be a "new and handsome grocery store... .This addition to the dry goods department is up-to-date in every respect, and is of sufficient length and width to allow this well known and long established firm to handle constantly increasing business..." (Silverton Journal October 3, 1913)

(Silverton Journal, October 3, 1913).

35 BUILDING NAME: Historic: Fischer Flour Mill Office
Present: Police Station
ADDRESS: 400 S. Water St., Silverton OR 97381

OWNER: City of Silverton, 306 S. Water St., Silverton OR 97381
CLASSIFICATION: Secondary Signficant
ASSESSOR MAP NO.: TAX LOT: 47004
ADDITION: n/a LOT: n/a
YEAR BUILT: 1918 ALTERATIONS: Minor
STYLE: USE: Police Station

DESCRIPTION: This rectangular concrete block building has 1090 square feet on the first floor and rests upon a concrete foundation with a full basement. It has a flat, wood frame roof. Windows on the east and west sides of the building are wood, one-over-one double-hung. The north side of the bulding is fenestrated by a door and a triple pane fixed window. A brick chimney is also found on the west side. A decorative dental moulding is found below the cornice.

In 1900 the Fischer Flour Mill bought Oregon Milling Company holdings on South Water Street. They expanded the operation and in 1918 built this concrete block building for their office, replacing the wood frame building previously used. The Fischer Mill clerk tended the grounds around the office, which were well-known for their colorful array of annuals and perennials. In 1931, after the collapse of the mill, a group of six to seven businessmen pooled funds and bought the mill property, deeding it the City of Silverton for $1.00. The buildings were rented to a cannery for a time. In 1952, the City of Silverton placed the Police Station in the old office and has maintained it since that year.

36 BUILDING NAME: Historic: Silverton City Hall
Present: Silverton City Hall
ADDRESS: 306 S. Water St., Silverton OR 97381

OWNER: City of Silverton, 306 S. Water St., Silverton OR 97381
CLASSIFICATION: Secondary Signficant
ASSESSOR MAP NO.: 35BC061W TAX LOT: 47004
ADDITION: French's Acre LOT: n/a
YEAR BUILT: 1925 ALTERATIONS: Minor
STYLE: Half Modern style USE: City Hall

DESCRIPTION: Silverton City Hall has an irregular plan. The exterior walls are reinforced concrete, with wood frame interior walls, floor, and roof structure. The original building is classical in proportions with wings to the north and south. Its center mass is pierced by a recessed central entry with classic columns. The entry is accented by panelled, boxed corner trim and has a transom with multiple lights found above the door. Windows are wood, double-hung, with plain slip sills. A curved pediment with urns is centered above the entry on the cornice and

reads "City Hall". Garage doors punctuate both the north wing and south addition. The original two story building measured 55 feet by 44.5 feet, a two story addition (20 ft. by 50 ft.) was added on the south side of the building. It has been constructed with similar detailing. A wood carport appears on the north side of the building

Original plans for City Hall were drawn by C. H. Rullman, City Engineer, in 1925. Local contractors Thornley-Jones-Jennings-Bailey were awarded the contract. The site was formerly the location of the City Water Works and in 1892 that of the City Electric Light Works.

37 BUILDING NAME: Historic: Hubbs Door and Sash/F.W. Pettyjohn & Co.
Present: Earl Hartman Chevrolet
ADDRESS: 210 S. Water St., Silverton, OR 97381

OWNER: Earl C. Hartman, Jr., 319 Monitor Rd., Silverton, OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP NO.: 35BC061W
TAX LOT: 47047
ADDITION: French's Acre
LOT: n/a
YEAR BUILT: 1921-22
ALTERATIONS: Minor
STYLE: 20th Century Commerical
USE: Commercial

DESCRIPTION: The former door and sash factory is irregular in plan, due to the configuration of the adjacent creek. It is a one-story brick building with a day light basement oriented towards Silver Creek. It has a flat, wood frame composition roof. The main elevation (east) is composed in nine bays (130 feet of street frontage), two of these are garage doors. Windows are wood, single frame fixed with rectangular transoms. Bay eight is the main entrance, with four tall, narrow doors. A stucco head mould is found over the bays, as well as a double row of decorative brick banding at the cornice. An old sign advertising "Super Chevrolet Service" still exists. The north and south side walls have stucco over the brick at the parapet.

Historically, industrial buildings have been sited at this location drawing power from Silver Creek at a dam site slightly north of the mill. A small wood frame building was built on this location as early as 1856 as a carding mill. Numerous additions were made to the building and in 1885 it became a planing mill, a use it retained until the late 1920's.

From about 1890 to 1905 the property was occupied by Ames Brothers Chair Factory. In 1906 the Ames Brothers still owned the property, but were now using it for a sash and door factory. In 1912 Willis M. Hubbs and W.C. Andrews formed a partnership and leased the mill from Louis Ames. After three years, Hubbs took over Andrew's interest in the partnership. He continued leasing from Ames until 1920 when he purchased the property.

By 1922 Hubbs had built the 6200 square foot building which stands today. The lower level housed the mill intending the to lease the street level space. In 1925 the street was leased to the F.W. Pettyjohn Company, which sold "Chevrolet, Oldsmobile, and Rickenbacker" cars. The building has continued to sell or service Chevrolets for the past sixty one years.

38 BUILDING NAME: Historic:
Present: Shell Service Station
ADDRESS: 206 S. Water St., Silverton OR 97381

OWNER: Earl C. Hartman, Jr., 319 Monitor Rd., Silverton, OR 97381
CLASSIFICATION: Compatible Non-Contributing
ASSESSOR MAP NO.: 35B06 1W — TAX LOT: 47051
ADDITION: French's Acre — LOT: n/a
YEAR BUILT: 1946 — ALTERATIONS: None
STYLE: Commercial — USE: Gas & Service Station

DESCRIPTION: The building is composed of two spaces, the lube room, 21'x24', which abuts the south neighboring building and the station office, 12' x 12', to the north of the lube room. A rectangular canopy extends east 18 feet from the station office. The buildings sit on reinforced concrete foundations. Exterior walls and interior partitions are metal frame. The roof is flat and is constructed of steel.

Previous to this existing building a showroom for Hubb's Planing Mill was housed at the site until it was moved (in 1922) to the lower floor of what is now Earl Hartman's Chevrolet.

39 ADDRESS: n/a

OWNER: Loren P. Rolie, 120 5th St., Silverton OR 97381
CLASSIFICATION: Vacant
ASSESSOR MAP NO.: 35B06 1W — TAX LOT: 47062
ADDITION: French's Acre — LOT: n/a
YEAR BUILT: n/a — ALTERATIONS: n/a
STYLE: n/a — USE: Vacant

DESCRIPTION: Dr. Blackerby, pioneer Silverton dentist, built a two story building on this site about 1900. He used the upstairs for his office and rented the rest of the building. The building over the years housed a succession of dentists, plumbers, real estate brokers, and lawyers until is was scrapped for lumber in 1960.

40 BUILDING NAME: Historic: Hosmer Building
Present: Key Title and Escrow
ADDRESS: 104-108 S. Water St., Silverton OR 97381

OWNER: Roger Gracey, 317 Adams St., Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing
ASSESSOR MAP NO.: 35CB061W
TAX LOT: 47065
ADDITION: French's Acre
LOT: n/a
YEAR BUILT: 1901
ALTERATIONS: Extensive
STYLE: Commercial
USE: Multi-use

DESCRIPTION: The former Hosmer Building is rectangular in plan, built on a concrete foundation. The walls and shed roof are wood frame. The main facade (east) has been drastically altered by an exterior surfacing of stucco and a decorative wood fascia at the parapet. Windows are wood sash, one-over-one double hung. Horizontal wood siding has been added at the store front and wooden shutters to the second story windows. Windows on the south side have been replaced with aluminum windows. Alterations occurred prior to 1965.

This building is significant because of its association with J. Earl Hosmer, who was one of the founders of the Liberal University in Silverton and one-time editor of the Silverton Appeal. In 1901, when Hosmer was at odds with fellow leaders of the Liberal University, he sold his interest in the University to Pearl Geer for $1,200, presumably so Hosmer could leave Silverton and go to California. Hosmer actually had no intention of leaving Silverton, but instead bought the Silverton Appeal, constructed this building, and began publishing negative editorials about his old friends. In 1902 Hosmer had his last laugh when Liberal University moved to Kansas, as he chortled that the university was moving, "to the land of cyclones and blizzards" (Silverton Appeal, Nov. 15, 1902)

Covering many progressive and sometimes controversial issues, Mr. Hosmer increased the Appeal's subscription rate by 100%. Probably his most controversial campaign was against "the Western Menace" (1913), Catholicism in the nation as well as the neighboring community of Mt. Angel. His less controversial messages lighted upon hygiene, diet, education, agriculture, and home building, many of which were ideals he also promoted at the Liberal University.

Hosmer printed the paper using water power from the creek to power an electric motor. A later date finds part of the Silverton Appeal in the neighboring People's Bank Building. Hosmer later went into Real Estate maintaining an office in his building.

In later years (1923) the main floor of the building housed "Reo Lunch", with G.F. Brizer as proprietor, in the 1950's part of the main floor housed a cafe and a cleaners in the other.

41 BUILDING NAME: Historic: Ames Building/People's Bank
Present: Larson-Flynn Insurance Building
ADDRESS: 100 S. Water St., Silverton OR 97381

OWNER: Gene Oster et al, 100 S. Water St., Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP NO.: 35CB061W TAX LOT:47071
ADDITION: French's Acre LOT: n/a
YEAR BUILT: 1905 ALTERATIONS: Interior: 1914
STYLE: 20th Century Commercial USE: Office Space

DESCRIPTION: The former Peoples Bank has a five-sided plan, with the entry oriented towards the corner, cut at a 45 degree angle. The brick building sits on a concrete foundation above a full basement, and is covered by a flat, wood frame, composition roof. A decorative brick corbelling motif is found below the cornice. A corbelling detail also frames the windows of the second floor. In 1905 this building was constructed for the People's Bank, the second of two banks in Silverton. Among those local people responsible for organizing this new bank included: Ed Porter, C.F. DeGuire and John Hicks. Dedrick and Hughes from Salem built the bank, using horses and pulleys to lift the loads of bricks for placement. E.M. Olivotti of Mount Angel remodelled the interior extensively in 1914.

In 1917 the People's Bank was chartered under the name "First National Bank" and continued operation until 1930, when it went broke, at which time the Coolidge and McClaine Bank took over its operation.

Other business operated in the building included: the Silverton Apeal which was printed in the basement between 1932 and 1951, doctors and lawyers offices on the second floor, and in the 1950's, George W. Hubbs Insurance occupied the main floor. Insurance and real estate offices have been the primary types of businesses since that date.

42 BUILDING NAME: Historic:
Present: Silver Falls Realty
ADDRESS: 101 N. Water St., Silverton OR 97381

OWNER: Clifford & Shirley Harris et al, 101 N. Water St., Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35CB061W TAX LOT: 47077
ADDITION: French's Acre LOT: n/a
YEAR BUILT: c. 1904 ALTERATIONS: Minor
STYLE: 19th Century Commercial USE: Commercial

DESCRIPTION: This building is rectangular in plan (nearly square) with a rock and concrete foundation and a full basement. The main facade (east) is brick, the sides and rear are stucco. The roof is flat, wood frame, built up. Upstairs windows are wood, double hung with voussoirs and continuous sills. Transom windows have translucent glass with decorative pattern. Storefronts and bulkheads have been altered.

Initially this building was a general merchandise store. In 1920 Elmer C. and Letitia A. Olsen bought the building and operated Olsen's Drugs at this site until 1961. It later housed Weisner's Radio and TV Repair until the current owner purchased it and established the present use in 1981.

Previous to the construction of the present brick building a number of the key figures in Silverton's history owned this parcel. This property has been owned by Al Coolidge in 1883 and later Edna J. and James Brown all of whom were local donation land claimants and instrumental in the development of Silverton.

43 BUILDING NAME: Historic: George,s Cafe
Present: Nickelodean Cafe
ADDRESS: 105 N. Water St., Silverton OR 97381

OWNER: Chuck's Sport Shop DBA, 227 Church St., Silverton, OR 97381
CLASSIFICATION: Non-Compatible Non-Contributing
ASSESSOR MAP: 35BC061W — TAX LOT: 47079
ADDITION: French's Acre — LOT:n/a
YEAR BUILT: 1961 — ALTERATIONS:
STYLE: Modern Commercial — USE: Commercial

DESCRIPTION:

44 BUILDING NAME: Historic: J.C. Penney Building
Present: Fish's Bakery
ADDRESS: 107-111 N. Water St., Silverton OR 97381

OWNER: Richard & Celia Fish, 107 N. Water St., Silverton OR 97381
CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W — TAX LOT: 47080
ADDITION: French's Acre — LOT: n/a
YEAR BUILT: 1922 — ALTERATIONS:
STYLE: 20th Century Commercial — USE: Commercial

DESCRIPTION: This buiding has an irregular four-sided plan on a concrete foundation with a full basement constructed of concrete and rock. The main facade (east) is brick, while the other elevations are covered by stucco. It is divided into three bays, the narrow center one providing access to the upper floors. The facade is decorated by both primary and secondary cornices. The primary window types include wood sash, eight-over-one double hung with a brick sill and concrete lintel. The south store front is original, aluminum frames have replaced the original windows of the north space. Transom windows in both spaces are the original small leaded square panes.

Two dry goods stores occupied upon the completion of this brick building in 1922. The following year J.C. Penney came to Silverton and located in this building maintaining its space through leases. The national chain occupied the space until circa 1945, when it moved to its Oak Street location (Cascade Gymnastics). E.W. Garver then opened an automotive store which operated until 1955, when the building was purchased by Mr. Fish. Fish moved his bakery business from a building across Water Street and has since occupied the north half of this building.

45 BUILDING NAME: Historic: Julius Alm Building
Present: Western Auto
ADDRESS: 119 N. Water St., Silverton OR 97381
OWNER: Ernest & Eleanor Hento, 416 Anderson Dr., Silverton OR 97381

CLASSIFICATION: Secondary Significant
ASSESSOR MAP: 35BC061W TAX LOT: 46680
ADDITION: French's Acre LOT:
YEAR BUILT: 1908 ALTERATIONS:
STYLE: 20th Century Commercial USE: Commercial

DESCRIPTION: The Julius Alm Building is two stories with an irregular plan. Constructed of brick, the facade is composed in three symmetrical bays with a stepped parapet reflecting the lower composition. Its entry is centered and recessed with double doors. The adjacent store front bays exhibit the early wood frame and the kick plate with panelled detailing. Upper transom lights remain in nearly original condition, merely coated with paint leaving remnants of some early grocery signs. The interior space is completely open with the north wall pierced by an opening which has accomodated the expansion of Mr. Hento's operation.

Julius Alm advertised his establishment in an 1913 edition of the Silverton Appeal as "The Progressive Grocer and Gents Furnisher". Mr. Alm, a norwegian immigrant, came to Silverton in 1895 and initially employed by the Silverton merchant, John Wolfard. He soon opened his own operation in the Opera House finally building this brick building in 1908. Mr. Alm was a leading member of the Silverton community and later became the President of the First National Bank in Silverton.

46 BUILDING NAME: Historic: Hicks & Ames
Present: Western Auto
ADDRESS: 119 N. Water St., Silverton OR 97381

OWNER: Ernest & Eleanor Hento, 416 Anderson Dr., Silverton OR 97381
CLASSIFICATION: Primary Significant
ASSESSOR MAP: 35BC061W TAX LOT: 46680
ADDITION: French's Acre LOT:
YEAR BUILT: 1885-1890 ALTERATIONS:
STYLE: 19th Century Commercial USE: Commercial

DESCRIPTION: The former Hicks & Ames hardware store is a two story brick building with a rectangular plan. Constructed in two phases the facade is somewhat irregular, a variation in the color of the brick making these two sections very apparent. The south half was constructed in the late 1880's composed in three bays, while the north section has three asymmetrical bays. The scale of the upper floor windows remains consistent, both having vertically scaled one-over-one, double-hung sash with a flat arched head mould. A considerable amount of the early detailing remains in tact including the early store front windows with only several covered by plywood. Old photographs illustrate that a bracketed cornice existed on the south section, most likely removed upon the addition of the north half.

It is believed that the earliest section of this building was constructed in 1885 with the north section following circa 1905. John Hicks and Mr. Ames shared the proprietorship of a general merchandise store as early as 1895, as noted from a newspaper article recording a burglary of knives from their store. The article recorded the layout of the store as well as reporting that the stolen goods were discovered when the theif mistakenly began vending his wares too near to Silverton. Weathering the abuse of vandals, the building remained in the hands of the Hicks family until about 1940, when it went into probate through the estate of Effie M. Hicks. The Ames brothers moved their hardware operation much earlier in 1913, upon the purchase of the Adolf Wolf business. More recently, the hardware store has been under the ownership of Ernest and Eleanor Hento, as a Western Auto Store. Alterations under Hento's ownership have included removing part of the wall separating this building from the neighboring Julius Alm Building (1969) expanding his operation into both buildings.

47 BUILDING NAME: Historic: Russell Bldg./Widness Bldg./Worden Bldg.
Present: My Place
ADDRESS: 203 N. Water St., Silverton OR 97381

OWNER: Lawrence & Marie Lanners, 1118 Florida Dr., Silverton OR 97381
CLASSIFICATION: Primary Significant
ASSESSOR MAP: 35BC061W
ADDITION: French's Acre
YEAR BUILT: pre-1890
STYLE: Rural Vernacular
TAX LOT: 46684
LOT: 46684
ALTERATIONS: Minor
USE: Commercial

DESCRIPTION: This two story wood frame building sits on a concrete foundation over a small dirt basement. The exterior is covered with horizontal shiplap siding. The composition roof is gabled with low pitched extending wings. The cornice is decorated with gable peak ornamentation, featuring a scalloped lower edge. Store front windows are wood frame fixed pane. Shutters cover two upper floor windows. Some alterations have been made to the store front, brick has been added to the base, and the transom windows have been covered by paint.

One of the first owners of this building was John Hick , a Silverton councilman, who was involved in the Hicks and Ames Hardware business. Indeed, the building housed two hardware stores (and general store), while Hicks owned it in 1890. In 1892, Lewis Cass Russell bought the building, He was a carpenter, who had travelled from his Michigan birthplace to Oregon via the Isthmus of Panama. He built several buildings in Salem. The "Russell Building" under his ownership housed a funiture store and upholstery shop. Mrs. L.C. Russell, a milliner, had her shop in the building from 1903 to 1906 and possibly later. In the 1920's the building was a pool and billiard hall under various proprietors. In 1925 it also housed the Rainbow Restaurant. That establishment hired M.S. Hendricksom to build a counter down the center of the space, providing a double row of seats for patrons. There is presently an elaborate mahogany back bar in My Place Tavern, which has been there since before 1942.

48 BUILDING NAME: Historic: Gem Theater
Present: Next to New
ADDRESS: 205 N. Water St., Silverton OR 97381

OWNER: Lawrence & Marie Lanners, 1118 Florida Dr., Silverton OR 97381
CLASSIFICATION: Historic Non-Contributing
ASSESSOR MAP: 35BC061W
ADDITION: French's Acre
YEAR BUILT: c. 1914
STYLE: Commercial
TAX LOT: 46686
LOT: n/a
ALTERATIONS: Extensive
USE: Commercial

DESCRIPTION: When this building was the Gem Theater, it had an arch center entry. This was replaced with two recessed store fronts composed of 2 x 3 rectangular windows sometime before 1975. This poured concrete building is wood frame in the rear. It sits on two concrete foundations over a dirt basement. It is one story with a flat, wood frame roof. An inset rectangular panel decorates the upper facade. A footing projects at the bottom of the side pilaster at a height of approximately one and one-half feet. The entire store front is recessed and angles back from the original facade.

This property was owned in the 1860's and 70's by Stephen Price, the husband of Polly Coon, who was responsible for having Silverton platted. The building was built in 1914 as the Gem movie theater, with two small shops fronting on the street. In the latter part of 1922, it was no longer being used as a theater, the Gem having moved into the Porter and Adams Opera House building with an entrance on Oak Street. In 1954 this building house Tucker and Morley Market.

49 BUILDING NAME: Historic: Syring and Banks Grocery
Present: Silverton Lockers

ADDRESS: 209 N. Water St., Silverton OR 97381

OWNER: G.L. and P.M. Geddes, 318 Monitor Rd., Silverton, OR 97381
CLASSIFICATION: Secondary Significant

ASSESSOR MAP: 34AD061W	TAX LOT: 46687
ADDITION: French's Acre	LOT: n/a
YEAR BUILT: 1916-22	ALTERATIONS: Minor
STYLE: Commercial	USE: Commercial

DESCRIPTION: This building is rectangular in plan, with brick wall and a flat, wood frame built up roof. It sits on a concrete foundation over an unfinished basement. The facade features a decorative cornice two and one-half feet below the roof line, under lined by widely spaced dentals, and supported by a pair of brackets at each end. Dentals also decorate the top of each pilaster. An irregularly shaped inset sits directly below the roof line at each end of the building face. Store front windows are single pane, wood framed with brick bulkheads below them. A metal canopy spans the front of the building.

The first commercial building on this site was a plumbing establishment in 1915. In 1922 the present building had been built. It was used originally as the Gem Garage, associated with the Gem Theater next door. It was divided later that year between a furniture store and a grocery. Syring and Banks grocery moved into the building in 1923 and in 1954 Budget Market was housed within the space.

8. Significance SILVERTON COMMERCIAL HISTORIC DISTRICT

Period	Areas of Significance—Check and justify below			
___ prehistoric	___ archeology-prehistoric	___ community planning	___ landscape architecture	___ religion
___ 1400–1499	___ archeology-historic	___ conservation	___ law	___ science
___ 1500–1599	___ agriculture	___ economics	___ literature	___ sculptu
___ 1600–1699	___ architecture	___ education	___ military	___ social/ humanitaria
___ 1700–1799	___ art	___ engineering	___ music	
_X_ 1800–1899	_X_ commerce	___ exploration/settlement	___ philosophy	___ theater
_X_ 1900– 1936	___ communications	___ industry	___ politics/government	___ transpo. ati
		___ invention		___ other (speci

Specific dates 1886-1936 **Builder/Architect**

The proposed Silverton Historic District meets criteria A, B, and C of the National Register standards for evaluating cultural resources. **It is associated with events that have made a significant contribution to the broad patterns of our history.** The initial settlement on a Silver Creek for the utilization of water power is a case study of one of the reasons for geographic location of towns throughout Oregon. This district includes three buildings that were built specifically to utilize the water power provided by Silver Creek (the Fischer Flour Mill Office #35, Hubb's Sash and Door Factory #37, and the Hosmer Building #40.) Utilization of the existing timber resource was a natural next step for Silverton, which became the Willamette Valley's largest lumber producer in the twenties. Loggers from the Silverton Lumber Company and the Silverton Timber Company would come into town to drink and play pool at the tavern and pool hall in the Widness Building (#47). Silverton was also associated with the development of the railroad in Oregon, the first spike of the narrow gauge line between St. Paul and Coburg being driven in Silverton. Silverton is **associated with the lives of two persons significant in our past:** Homer Davenport, the world's highest paid political cartoonist, and June Drake, noted historian and photographer. The young Homer Davenport worked as a clerk in J. Wolfard's store (#33), and was in partnership with George Cusiter (sometime between 1890 and 1906) in a general merchandise operation in what is now the Silver Falls Realty building (#42). June Drake is responsible for the excellent photographic records of the district that are available at the Oregon Historical Society today. The proposed historic district is also **representative of a significant and distinguishable entity whose components may lack individual distinction.** It retains the overall character which may be seen in historic photographs of the commercial district. The district as a whole benefits from a sense of enclosure provided by its natural surroundings. Finally, the commercial district remains the center of business activity in Silverton, a fact not true of many towns in Oregon.

Relationship with Silver Creek

Milford was the earliest center of population and industrial enterprise in the Silverton country. It was located two miles up Silver Creek from the present Silverton.

In 1846, a lumber mill was established at Milford by James "Silver" Smith and John Barger. Beauford Smith had a sawmill on Silver Creek as early as 1852, (he was James' son, so it may have been the same mill) and a flour mill was erected a few months afterward.

Later, other enterprises were begun, but the town was soon overshadowed by Silverton, which developed two miles downstream. The buildings from Milford were moved to Silverton in 1855.

It is likely that even the name "Silverton" was derived from Silver Creek. There are two differing accounts as to its origin. Some say founder "Silver" Smith (originator of the creekside sawmill) brought a basket full of silver

name was selected. Others repeat the legend of a horseback traveler who forded the creek, but whose silver fell from saddlebags into the stream bed. In any case, the name "Silverton" first appeared in print in The Statesman on September 1, 1855, in a notice of taxpayers of Marion County.

The May 11, 1894 issue of the Marion County Recorder carried an editorial which extolled the growth potential of Silverton, based on its proximity to Silver Creek. The editor claimed that "few streams in Oregon present better facilities for obtaining cheap power than does Silver Creek at this point... This fact ought to be urged by persons interested in Silverton's welfare for the surrounding country is capable of sustaining a large population and manufactories are bound to come sooner or later. Fruit canneries, Woolen Mills, Creameries, Evaporators, Electric Plants..."

True to prediction, Silverton's first electric power plant, operated by Percy Louis Barron, was established adjacent to the creek (on the site of the present City Hall) in approximately 1897.

The Fischer Flouring Mill bought out the Oregon Milling Company in 1930, which had been located on the site of the present City Hall parking lot. The mills consisted of a cereal, flour, and feed mill, and were powered by electricity produced by a dam which Hubbs' Sash and Door Factory had constructed in the early 1900's. A portion of the old dam may still be seen in the creekbed slightly north of the City Hall site.

The physical layout of Silverton owes its shape and axis to the existence of Silver Creek. The only streets named on the original plat were Water and Main Streets, Water Street running along the creek, and Main Street intersecting at a ninety degree angle to Water. A covered bridge crossed the creek at Main Street. It was replaced with a steel bridge in 1910. According to the 1890 Sanborn map, the majority of early Silverton businesses located on Water Street, backing on the creek. (Three of the buildings that located there for utilization of the water power are still in existence, and are included in the district.) The most desirable building location was the corner of Water and Main streets, near the bridge. The next wave of buildings extended up Main Street, with the Wolf Building anchoring the northeast corner of Water and Main. In the early days, there was a giant oak tree near the intersection of Main and First Streets, but in the 1890's the tree was cut down, probably indicating that even at that early date Main Street traffic was heavy enough to make the presence of such a tree a hindrance to smooth traffic flow.

Today the creek still serves as a point of reference in the town. It is the dividing line between East and West Main Street. Main Street is the main street because it is the only street in the downtown core that crosses the creek. Main Street serves as the divider between the north and south portions of the north/south streets.

Utilization of Timber Resource

As has been previously mentioned, the first lumber mill built in the Silverton area was built in Milford in 1846, by James Smith and John Barger. His son Beauford Smith had a sawmill on the creek in 1852 (possibly the same one).

New sawmills were built in 1884 and 1900. The first large-scale mill, the 150,000 board feet Silverton Lumber Company, was established in 1910. Logging operations carried out by this company utilized wood burning steam donkeys, to haul logs from the woods to the mill.

In 1912, shortly after the establishment of the Silverton Lumber Company, the Silverton Timber Company came into being. This enterprise was to become Silverton's most flourishing industry in the thirty-year period between 1916 and 1946. From 1912 to 1916, the company hauled logs to Silverton by rail on specially constructed flat cars, for trans-shipment by Southern Pacific to the Willamette River near Milwaukie, where they were dumped and boomed. From the Milwaukie area the logs were sold to nearby mill operators. When this practice proved less than profitable, the company built their 250,000 board feet sawmill in Silverton.

With both of these mills in operation in 1923, Silverton was the largest lumber producing city in the Willamette Valley. The Silverton Lumber Company continued until 1926. The Silverton Timber Company closed in 1946, after it had logged off most of its holdings.

Extension of Rail Lines

Silverton's evolution from a small town supporting several small mills to the largest lumber producing city in the Willamette Valley would not have been possible without adequate rail transportation. The groundwork for this rail network began to be laid in the 1880's, when a narrow gauge railroad was built without the aid of the Federal Land Grant, to serve the areas missed by the large Oregon and California Railroad Company.

During 1877, a small group of farmers from Sheridan, Willamina, Perrydale, and Dallas were finding it impossible to compete with their counterparts along existing rail lines and waterways. They decided to take action, and incorporated the Dayton, Sheridan, and Grande Ronde Railroad Company. The company purchased rolling stock and metal fastenings and constructed 20 miles of narrow gauge trackage from Sheridan to Dayton on the Yamhill River. They intended to lay more track, but a San Francisco firm which had furnished construction materials foreclosed on them. A group of Scottish capitalists headed by William Reid took over the company and renamed it The Oregonian Railway Company, Ltd..

Between 1878 and 1882 The Oregonian Railway Company, Ltd. laid 183 miles of narrow gauge track from St. Paul, through Silverton, and on to Coburg. The first spike of this line was driven at Silverton.

After 1886, The Oregonian Railway Company, Ltd. merged with the Southern Pacific Transportation Company. The new company converted the trackage to standard gauge and used it for feeder service to their own operations.

By the 1920's, twenty to thirty carloads of logs a day were coming in to Silverton from other parts of the Willamette Valley for processing at the Silver Falls Timber Company Mill. The Southern Pacific Depot employed a log scaler who was responsible for scaling all the logs that came in.

The other major Silverton industry to use the rail line was the Fischer Flour Mill. They constructed a feeder line from the mill up Water Street, tying in with the main line near the depot. They shipped cereal, flour, and feed on this line.

The railroad also supplied Silverton with passenger service until the 1930's. Southern Pacific Engine 1509, a Baldwin Locomotive manufactured in Philadelphia, left Silverton five times daily. Sunday service began in 1908.

Association with Homer Davenport

In 1860 the original Silverton plat was surveyed by Timothy W. Davenport, who was later to become an Oregon state legislator and the father of one of Silverton's most well-known (worldwide) citizens--Homer Davenport.

Homer Davenport was born on a farm near Silverton in 1867. As a young man he worked as a clerk in Wolfard's grocery store, on the corner of South Water and Main streets. From that humble beginning, he went on to become the world's highest paid cartoonist, receiving a salary of $25,000 annually from newspaper magnate William Randolph Hearst.

Homer was noted for drawing cartoons that exposed political graft and cheating. His cartoons were a powerful force for political and industrial reform. In fact, Homer's political cartoons fueled an attempt to pass an anti-cartoon bill in the New York legislature. The bill was ultimately defeated.

Homer Davenport's cartoons had much to do with Theodore Roosevelt's election to the presidency of the United States.
Many political scientists regard Davenport's syndicated cartoon of Uncle Sam with his hand on Roosevelt's shoulder, with the caption, "He's good enough for me." as the greatest vote-getting cartoon of all time.

Theodore Roosevelt was not only Davenport's favorite presidential candidate, but was a personal friend of his as well. Other famous friends of Davenport included Mark Twain, Robert Louis Stevenson, William Cody (Buffalo Bill), Jim Corbett, and Jack Dempsey.

Besides being a cartoonist, Homer Davenport had wide and varied interests. He owned and exhibited the world's largest collection of rare and fancy fowl. His interest in birds led him to become the foremost consultant on pheasant propagation for every Game Commission in the United States. He also imported the first Arabian horses to come to America for breeding purposes.

In spite of his popularity and success, he retained a fondness for the town of Silverton where he had grown up. In 1910 he wrote "The Country Boy", the story of his boyhood years in Silverton.

Homer Davenport died at the young age of 45 of pneumonia He is buried in the Silverton Cemetary.

Association With June Drake

June Drake, photographer and historian, was born in Marquam on July 11, 1880. His family moved to Silverton when June was nine years old. His father was involved in Silverton community affairs, and became mayor of Silverton before 1911.

On June 1, 1904, June Drake and his brother Emery bought a photography business from long-time Silverton photographer William L. Jones. Emery moved to California four years later, but June continued his business in Silverton.

June was an excellent photographer. His pictures were noted for their clarity, artistic quality, and durability. Today the Oregon Historical Society has hundreds of pounds of June Drake's plate glass negatives. In 1959, he received a personal citation from the society.

June Drake and his photographs were instrumental in Silver Falls Park becoming one of Oregon's state parks. He was intrigued by the ten waterfalls of the area, and in the early 1900's would hire men to help him cut pathways to the waterfalls so that he could photograph them. His photographs of the falls were inspiring and he used them to begin making a case for the area to become a state park.

Drake convinced federal engineers Col. Thompson and U.S. Senate Minority Leader Charles McNary to hike the falls area with him and map potential boundaries for the park. Still, many people who were aquainted with the

proceedings necessary for state park designation discouraged him, saying that the property had too many owners for consolidation and that the amount of red tape involved would be prohibitive.

June Drake tackled the multiple ownership issue head on. He decided to merge the properties into one parcel by obtaining purchase options on each individual fragment. In the course of a few months he obtained options on 615 acres, and had convinced influential persons in Silverton and Salem to help him make the park a realty. Due to the persistence and hard work of June Drake, Charles E. Wilson (secretary of the Salem Chamber of Commerce), Leonard Underwood (of Portland), and others, the state pronounced the park a member of the state system on April 2, 1931, thirty years after Drake took his first photographs of the falls.

June Drake continued his photography business in Silverton until the 1950's, when he retired. He died in 1969 at the age of 88, and is buried in Silverton Cemetary.

Representative of a significant and distinguishable entity whose components may lack individual distinction.

Some of the resources that comprise Silverton's historic commercial district may merit nomination to the National Register on their own merits, but the district as a whole has a cohesion that no single component would convey. That cohesion is partly due to the fact that 27 of the 44 buildings involved are either primary or secondary, with another 8 buildings being historic, although presently not contributing. Altogether, a total of 35 out of 44 buildings have historic potential. Even many of the buildings that have been altered have unencumbered upper facades, so that as one looks down any of the streets in the district one sees a distinct similarity to historic photographs.

The Silverton district offers a distinct sence of enclosure that no individual nomination could capture. The Hills enclose Silverton on the south and the east. That sense of enclosure offered by the natural setting is as impressive today as it was in the early days.

The commercial core of Silverton is still a viable, working community serving the needs of Silverton residents. Although nearby Salem offers some competition, Silverton has been able to retain the business mix vital to an effectively functioning commercial district. The grocery stores have moved to the fringes of town, but the other goods and services are all available downtown. The retention of this mix is so unusual that one University of Oregon professor has repeatedly brought classes on field trips to Silverton to study the workings of the commercial core.

9. Major Bibliographical References

See continuation sheet, Bibliography, #9.

10. Geographical Data

Acreage of nominated property Approx. 7 acres

Quadrangle name Silverton Quadrangle scale 1:24,000

UMT References

	Zone	Easting	Northing		Zone	Easting	Northing
A				B			
C				D			
E				F			
G				H			

Verbal boundary description and justification

See Description, #7.

List all states and counties for properties overlapping state or county boundaries

state	Oregon	code	county	Marion County	code
state		code	county		code

11. Form Prepared By

name/title Laura Watts-Olmstead
Elizabeth O'Brien

organization Oregon Downtown Development Assoc.
Historic Preservation League of Oregon date 8-15-86

street & number 921 S.W. Morrison, Suite 508
26 N.W. 2nd Ave. telephone 222-2182
243-1923

city or town Portland
Portland state Oregon
Oregon

12. State Historic Preservation Officer Certification

The evaluated significance of this property within the state is:

___ national ___ state ___ local

As the designated State Historic Preservation Officer for the National Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the criteria and procedures set forth by the Heritage Conservation and Recreation Service.

State Historic Preservation Officer signature

title date

For HCRS use only

I hereby certify that this property is included in the National Register

date

Keeper of the National Register

Attest: date

Chief of Registration

CH2M Hill. City of Silverton Comprehensive Plan. Corvallis; July, 1980.

Davenport, Homer. A Country Boy. 1910.

Down, Robert Horace. A History of the Silverton Country. 1926.

Richard Leonard Architecture and Planning. City Hall Alternatives Study. Portland; June, 1986.

Marion County Recorder.

Polk's Marion County City Directories.

Sanborn Insurance Company Maps.

Silverton Telephone Directories.

The Capital Journal (Salem).

The Silverton Appeal.

The Silverton Appeal-Tribune.

The Statesman-Journal (Salem).

Oral interviews with Jeff Brekas. February 13, 1986, and July 30, 1986.

Oral interview with Lloyd Larson. July 15, 1986.

Oral interview with John Middlemiss. July 17, 1986.

Oral interview with Lloyd Mosier. July 15, 1986.

NEGATIVE NUMBER Or hi 77111

#970-A

Silverton Commercial Hist. Dist.
Silverton, Marion Co., Oregon
Corner of Main and Water Streets
looking east.
Hande Hardware, No. 13
(southwest corner)

Depository: Oregon Historical Society
(address as indicated above)

Silverton, Or

Craig Bldg
later Ames Bldg

SPK

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Photo[illegible]
Oreg[illegible] Society
1230 SW [illegible] Avenue
Portland, Oregon 97205
NEGATIVE NUMBER OrHi 25690

Masonic Temple, Silverton OR #969-C

Silverton Commercial Historic District
Silverton, Marion Co., Oregon
Masonic Temple, No. 22, Northwest Corner
Repository: Oregon Historical Society
(address as indicated above)

NEGATIVE NUMBER CN 1,4692

#969-C

Silverton Commercial Hist. Dist.
Silverton, Marion Co, Oregon
Southwest Corner of Palace Theater
Repository: Oregon Hist. Society
(address as indicated)

Silverton, OR
Water & Oak Sts.
Palace theater owned by Alfred & Esther Adams

Drake Photo

NEGATIVE NUMBER orhi25098

#970-A

Silverton, Or Dec 1911

Drake photo

Peoples Bank

Olson's Pharmacy

Silverton Commercial Historic District
Silverton, Marion Co., Oregon
Main and Water Streets intersection looking west on Main Street
Repository: Oregon Historic Society
(address as indicated above)

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Photographs Department
Oregon Historical Society
1230 SW Park Avenue
Portland, Oregon 97205

NEGATIVE NUMBER OrHi 58988

#970-4

Silverton, Or.
Oregonian Photo
Water St, looking S

Silverton Commercial Historic District
Silverton, Marion Co., Oregon
Water Street looking south
Repository: Oregon Historical Society
(address as indicated above)

1

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[illegible]
[illegible]
[illegible]
Portland, Oregon 97205

NEGATIVE NUMBER orhi58984

#970-4

Silverton Commercial Historical Dist.
Silverton, Marion Co., Oregon
Looking South, Water Street
Repository: Oregon Historical Society
(address as indicated above)

Silverton, circ 1909
Water Str.
Opera House on left
Ames store w/turret
Drake photo

889

Silverton, OR
Main St from
1st SE
1907

Silverton Commercial Hist. Dist
Silverton, Marion Co., Oregon -
Looking West, Main Street
Repository: Oregon Historical Soc
(address as indicated)

NEGATIVE NUMBER OrHi 25660

#910-A

NEGATIVE NUMBER orhi 48459

Silverton, Or.
Dec 18, 1917
Drake Photo

Water St.
Silverton Commercial Hist. Dist.
Silverton, Marion Co., Oregon
Looking north, Water Street
Repository: Oregon Hist. Society
(as indicated)

Drake photo

Water St.

On left City/Fire Dept.

#970-4

Silverton Commercial Hist. Dist.
Silverton, Marion Co., Oregon
Looking north, Water Street
Repository: Or[illegible] Soc[illegible]
as indicated

Silverton, OR
Looking North on
Water St

NEGATIVE NUMBER or hi25088

Silverton Commercial Hist. Dist.
Silverton, Marion Co., Oregon
Water Street looking North
Repository: Oregon Historical Society

#970-A

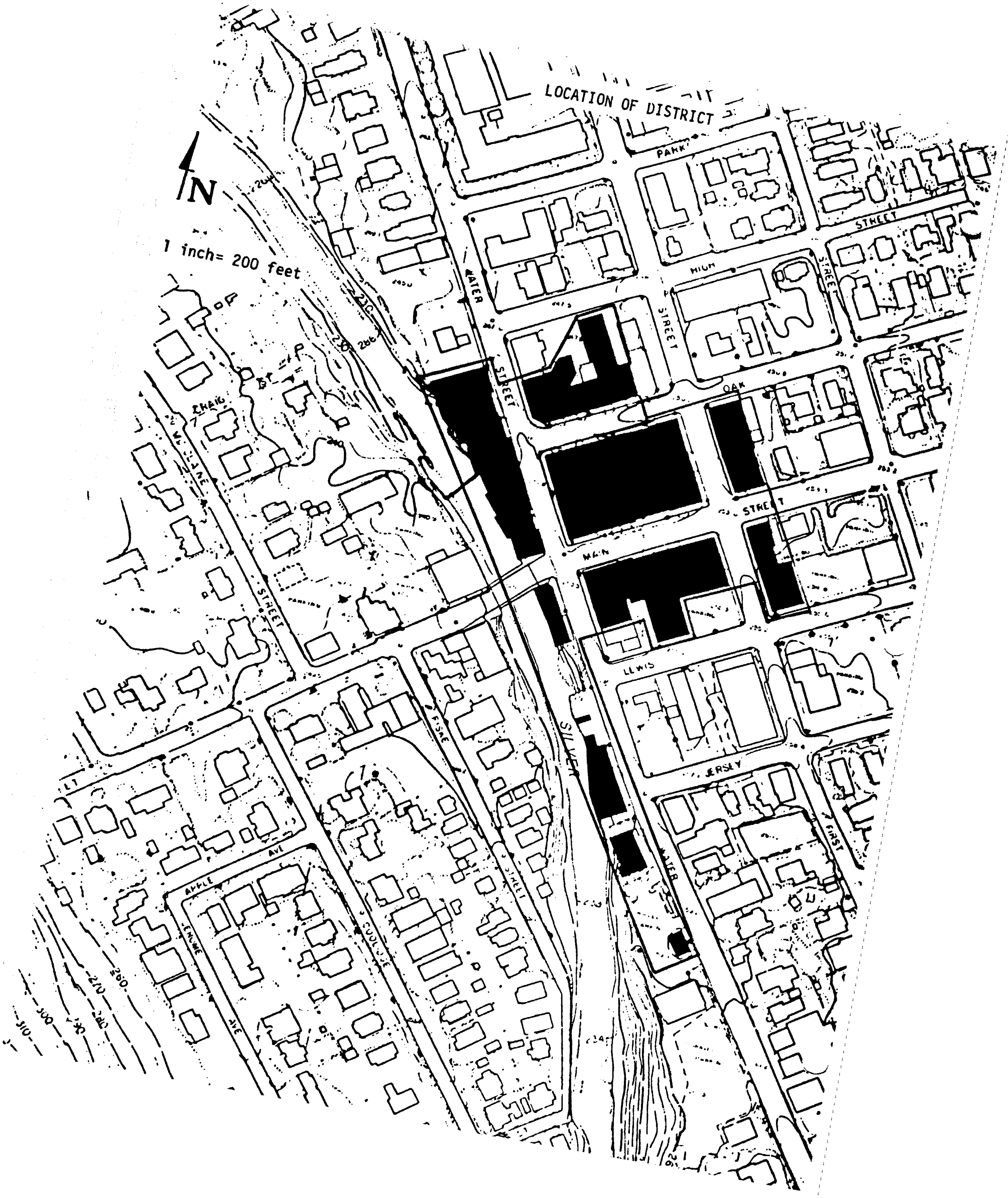
Drake photo

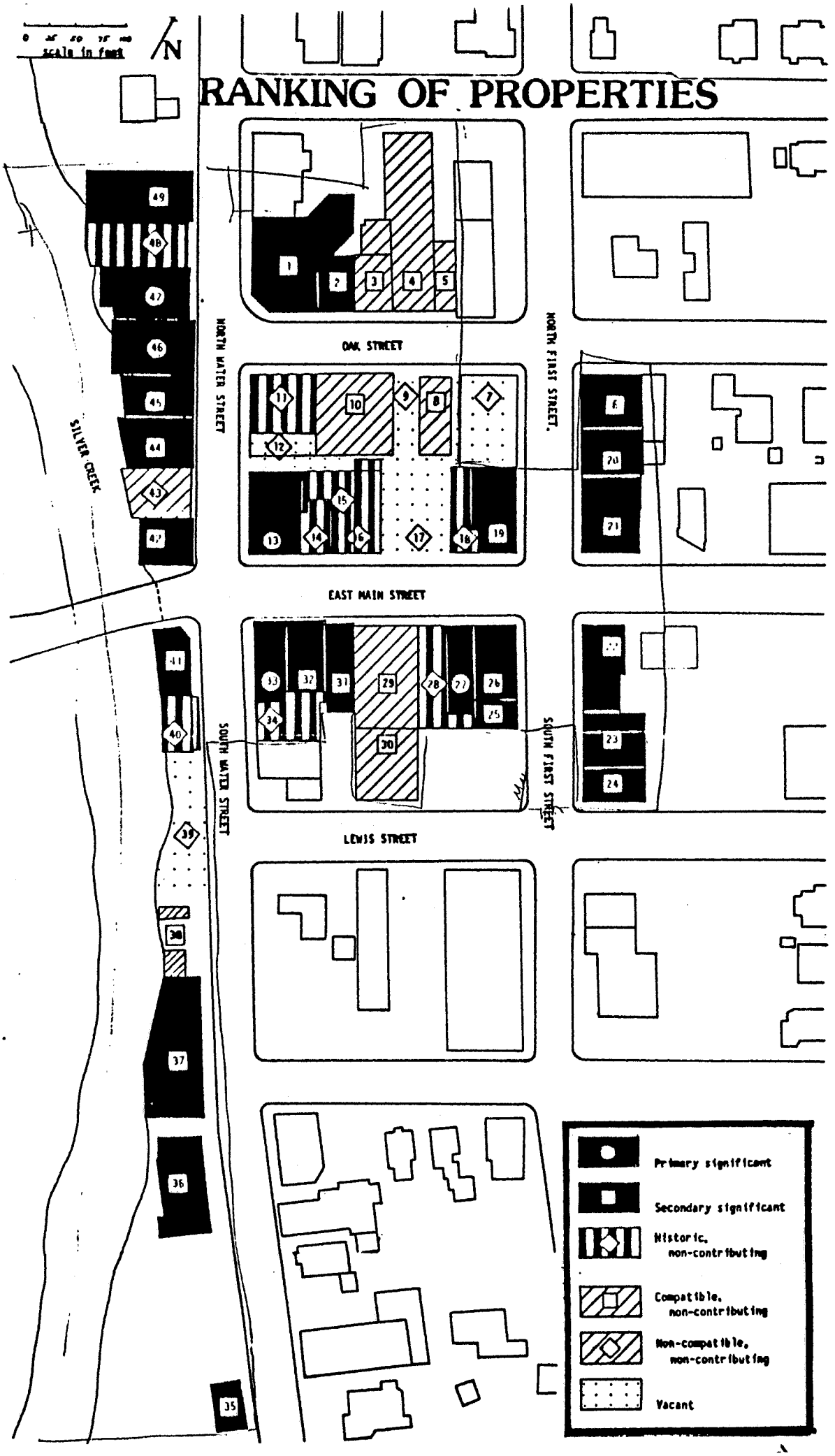
Silverton, OR
Ames Hardware
Main St.

#969-C

Silverton Commercial Hist. Dist
Silverton, Marion Co, Oregon
Hande Hardware, No. 13
Southwest Corner

Repository: Oregon Hist. Society
(as indicated)


LOCATION OF DISTRICT
N
1 inch= 200 feet
PARK
STREET
HIGH
STREET
WATER
STREET
OAK
STREET
MAIN
LEWIS
JERSEY
FIRST
SILVER
WATER
CRAIG
STREET
APPLE
AVE
STREET


RANKING OF PROPERTIES
scale in feet
N
OAK STREET
EAST MAIN STREET
LEWIS STREET
NORTH WATER STREET
SOUTH WATER STREET
NORTH FIRST STREET
SOUTH FIRST STREET
SILVER CREEK
Primary significant
Secondary significant
Historic, non-contributing
Compatible, non-contributing
Non-compatible, non-contributing
Vacant

APPENDIX J

1980 CENSUS INFORMATION

1980 Census of Population

VOLUME 1
CHARACTERISTICS OF THE POPULATION

CHAPTER C

General Social and Economic Characteristics

PART 39

OREGON

PC80-1-C39

Issued August 1983

U.S. Department of Commerce
Malcolm Baldrige, Secretary
Robert G. Dederick,
Under Secretary for
Economic Affairs

BUREAU OF THE CENSUS
Bruce Chapman, Director

Table 166. Social Characteristics for Places of 2,500 to 10,000: 1980—Con.

[Data are estimates based on a sample, see introduction. For meaning of symbols, see introduction. For definitions of terms, see appendixes A and B]

Places	Redwood (CDP)	Reedsport city	St. Helens city	Sandy city	Scappoose city	Seaside city	Silverton city	South Medford (CDP)	Stayton city	Sutherlin city	Sweet Ho
NATIVITY AND PLACE OF BIRTH											
Total persons	3 171	4 984	7 064	2 905	3 213	5 193	5 165	2 898	4 396	4 569	6 92
Native	3 051	4 892	6 873	2 857	3 144	4 974	5 062	2 748	4 328	4 436	6 7
Born in State of residence	827	2 378	3 394	1 324	1 636	2 352	2 138	954	2 325	1 809	3 2
Born in different State	2 206	2 488	3 449	1 513	1 471	2 576	2 882	1 784	1 978	2 627	3 5
Born abroad, at sea, etc.	18	26	30	20	37	46	42	10	25	-	43
Foreign born	120	92	191	48	69	219	103	150	68	133	128
RESIDENCE IN 1975											
Persons 5 years and over	3 015	4 572	6 493	2 624	2 924	4 829	4 683	2 693	3 960	3 983	6 50
Same house	1 135	2 055	2 845	776	1 178	1 618	1 930	1 386	1 381	1 318	2 72
Different house in United States	1 880	2 503	3 630	1 831	1 721	3 211	2 625	1 307	2 579	2 642	3 69
Same county	610	988	2 296	427	742	1 260	1 342	803	1 486	1 487	1 836
Different county	1 270	1 515	1 334	1 404	979	1 951	1 283	504	1 093	1 155	1 863
Same State	309	826	602	750	275	1 097	522	180	536	168	657
Different State	961	689	732	654	704	854	761	324	557	987	1 20
Abroad	-	14	18	17	25	-	128	-	-	23	8
LANGUAGE SPOKEN AT HOME											
Persons 5 years and over	2 995	4 580	6 402	2 612	2 936	4 818	4 718	2 716	3 964	4 063	6 391
English only	2 912	4 485	6 182	2 506	2 803	4 607	4 508	2 598	3 804	3 943	6 279
Chinese	-	-	-	-	-	6	-	9	7	-	-
French	18	-	17	5	7	19	26	-	5	13	(
German	-	26	38	13	23	48	50	55	31	7	38
Greek	-	-	-	5	-	14	-	-	-	-	-
Italian	-	-	7	4	-	6	-	-	-	-	5
Philippine languages	6	-	-	-	-	-	-	-	5	-	-
Polish	14	-	6	-	-	-	-	-	-	-	-
Spanish	5	13	98	46	48	33	82	49	92	68	19
Other specified language	34	50	54	27	49	78	45	5	14	32	34
Unspecified language	6	6	-	6	6	7	7	-	6	-	10
FERTILITY											
Women 15 to 24 years	220	363	596	269	280	422	420	222	426	410	580
Children ever born	66	181	381	160	138	115	141	82	217	234	224
Per 1,000 women	300	499	639	595	493	273	336	369	509	571	386
Women 25 to 34 years	194	396	619	275	285	378	367	238	358	416	528
Children ever born	322	702	1 118	561	445	607	613	353	661	755	994
Per 1,000 women	1 660	1 773	1 806	2 040	1 561	1 606	1 670	1 483	1 846	1 815	1 883
Women 35 to 44 years	198	296	347	150	194	231	253	192	252	247	351
Children ever born	559	791	888	412	549	669	750	517	816	736	1 084
Per 1,000 women	2 823	2 672	2 559	2 747	2 830	2 896	2 941	2 679	3 238	2 980	3 088
FAMILY TYPE BY PRESENCE OF OWN CHILDREN											
Families	935	1 444	1 894	856	905	1 604	1 433	803	1 182	1 270	1 884
With own children under 18 years	353	761	1 052	529	564	588	687	396	706	726	923
With own children under 6 years	95	312	573	325	239	283	290	122	326	358	447
Married-couple families	848	1 299	1 578	673	802	1 144	1 218	726	1 039	1 092	1 522
With own children under 18 years	322	664	821	408	478	409	551	349	601	580	718
With own children under 6 years	77	294	458	300	210	206	250	110	276	305	318
Female householder, no husband present	58	110	288	151	79	215	167	53	109	157	273
With own children under 18 years	31	82	203	108	72	156	106	41	89	125	193
With own children under 6 years	18	18	102	12	21	67	25	12	50	53	123
SCHOOL ENROLLMENT											
Persons 3 years old and over enrolled in school	737	1 279	1 614	604	934	1 065	1 228	716	1 166	1 226	1 731
Nursery school	48	35	45	-	56	62	78	16	22	49	48
Kindergarten	15	78	62	45	50	30	33	31	39	45	120
Elementary (1 to 8 years)	411	667	916	398	459	519	659	417	593	693	975
High school (1 to 4 years)	185	413	380	100	243	324	320	213	384	325	467
College	78	86	211	61	126	130	138	39	128	114	121
Persons 35 years old and over enrolled in school	30	17	23	-	34	37	50	-	36	48	36
Percent enrolled in school—											
3 and 4 years old	49.4	26.4	12.1	-	19.7	33.6	38.1	28.1	10.7	14.4	16.5
5 and 6 years old	70.2	85.9	69.5	72.2	100.0	88.9	83.7	75.3	74.1	87.9	93.8
7 to 15 years old	100.0	100.0	98.7	100.0	97.2	100.0	99.3	98.7	100.0	99.1	97.8
16 and 17 years old	92.2	96.8	88.8	82.4	95.9	100.0	86.3	83.9	94.7	92.8	88.1
18 and 19 years old	36.6	30.8	37.2	21.5	77.0	53.9	58.7	36.2	43.8	24.3	27.4
20 and 21 years old	-	10.4	10.7	7.5	9.0	12.2	7.6	9.5	20.6	14.3	10.0
22 to 24 years old	7.9	8.4	11.3	3.3	13.4	6.8	15.9	-	2.2	9.5	4.9
25 to 34 years old	7.7	4.6	7.3	6.6	10.5	4.1	2.0	5.9	6.3	4.4	4.9
YEARS OF SCHOOL COMPLETED											
Persons 25 years old and over	2 090	2 980	4 150	1 620	1 856	3 389	3 168	1 778	2 420	2 495	4 055
Elementary: 0 to 4 years	7	12	132	-	49	34	97	7	12	38	58
5 to 7 years	88	137	204	44	53	149	124	85	117	140	292
8 years	223	283	467	212	139	259	337	124	201	184	487
High school: 1 to 3 years	388	485	611	236	267	525	433	314	328	402	810
4 years	825	1 311	1 761	634	781	1 328	1 122	830	981	1 074	1 565
College: 1 to 3 years	370	427	548	272	369	622	564	237	471	437	520
4 or more years	189	325	427	222	198	472	491	181	310	220	323
Percent high school graduates	66.2	69.2	65.9	69.6	72.6	71.5	68.7	70.2	72.8	69.4	59.4
PLACE OF WORK AND TRAVEL TIME TO WORK											
Workers 16 years and over	1 113	2 061	2 584	-	1 241	2 147	1 887	1 178	1 654	1 816	2 160
Place of work reported	989	1 977	2 447	-	962	1 987	1 754	1 043	1 463	1 345	1 934
Worked in area of residence	43	1 072	1 527	-	282	1 251	756	12	805	648	1 295
Worked outside area of residence	946	905	920	-	680	736	998	1 031	658	697	639
Percent of those reporting place of work	95.7	45.8	37.6	-	70.7	37.0	56.9	98.8	45.0	51.8	33.0
Mean travel time to work (minutes)	17.8	13.9	15.8	25.9	19.9	14.4	17.4	14.8	15.4	17.8	17.3
MEANS OF TRANSPORTATION TO WORK											
Workers 16 years and over	1 078	1 996	2 506	1 231	1 298	2 133	1 922	1 207	1 679	1 810	2 329
Auto vehicle	940	1 845	2 303	1 120	1 211	1 686	1 643	1 068	1 486	1 314	2 014
Drive alone	775	1 492	1 702	867	938	1 187	1 155	855	1 123	1 006	1 579
Carpool	165	353	601	253	273	499	488	213	361	308	485
Public transportation	-	17	17	10	-	21	-	7	-	-	6
Walked only	43	68	101	53	79	289	191	20	125	110	161
Other means	44	54	63	22	2	64	34	45	38	42	66
Worked at home	51	12	22	26	6	73	54	67	30	44	82
Persons per private vehicle	1.11	1.12	1.17	1.14	1.13	1.19	1.19	1.13	1.16	1.15	1.18

Table 167. Labor Force Characteristics for Places of 2,500 to 10,000: 1980—Con.

[Data are estimates based on a sample; see introduction. For meaning of symbols, see introduction. For definitions of terms, see appendixes A and B]

Places	Redwood (CDP)	Reedsport city	St. Helens city	Sandy city	Scappoose city	Seaside city	Silverton city	South Medford (CDP)	Stayton city	Sutherlin city	Sweet H
LABOR FORCE STATUS											
Persons 16 years and over	2 457	3 643	5 208	2 108	2 287	4 132	3 888	2 177	3 169	3 172	5 6
Labor force	1 315	2 200	2 867	1 321	1 485	2 437	2 129	1 401	1 926	1 759	2 6
Percent of persons 16 years and over	53 5	60 4	55.0	62.7	64 9	59 0	54 8	64 4	60.8	55 5	5
Civilian labor force	1 315	2 188	2 867	1 321	1 485	2 402	2 124	1 401	1 922	1 759	2 6
Employed	1 125	2 039	2 593	1 268	1 373	2 185	1 970	1 230	1 707	1 535	2 3
Unemployed	190	149	274	53	112	217	154	171	215	224	4
Percent of civilian labor force	14 4	6 8	9 6	4 0	7 5	9 0	7.3	12.2	11.2	12 7	16
Not in labor force	1 142	1 443	2 341	787	802	1 695	1 759	776	1 243	1 413	2 1
Inmate of institution	-	19	167	73	32	94	133	-	-	-	-
Females, 16 years and over	1 286	1 895	3 741	1 118	1 190	2 219	2 099	1 109	1 696	1 680	2 9
Labor force	529	890	1 128	498	639	1 153	887	563	756	743	1 1
Percent of females, 16 years and over	41 1	47 0	41 2	44 5	53 7	52 0	42 3	50 8	44 6	44 2	43
Civilian labor force	529	890	1 126	498	639	1 153	887	563	752	743	1 1
Employed	452	838	1 032	471	593	1 051	855	468	659	653	94
Unemployed	77	52	96	27	46	102	32	95	93	90	15
Percent of civilian labor force	14 6	5 8	8 5	5 4	7.2	8 8	3 6	16 9	12 4	12 1	17
Not in labor force	757	1 005	1 613	620	551	1 066	1 212	546	940	937	1 46
Inmate of institution	-	6	101	47	19	58	96	-	-	-	2
OCCUPATION											
Employed persons 16 years and over	1 125	2 039	2 593	1 268	1 373	2 185	1 970	1 230	1 707	1 535	2 37
Managerial and professional specialty occupations	163	428	377	177	255	408	425	231	364	270	40
Executive, administrative, and managerial occupations	96	217	139	99	132	178	182	146	199	109	10
Professional specialty occupations	67	211	238	78	123	230	243	85	165	161	30
Technical, sales, and administrative support occupations	217	452	650	369	421	602	521	350	464	420	50
Technicians and related support occupations	7	59	46	31	51	67	36	40	-	27	4
Sales occupations	82	143	206	145	143	302	171	178	165	175	22
Administrative support occupations, including clerical	128	250	398	193	227	233	314	132	299	218	24
Service occupations	131	286	405	166	165	497	299	182	240	228	43
Private household occupations	-	16	27	10	-	18	18	20	5	6	1
Protective service occupations	7	25	83	26	26	16	26	19	20	13	4
Service occupations, except protective and household	124	245	295	130	139	463	255	143	215	209	37
Farming, forestry, and fishing occupations	101	88	38	9	46	149	61	51	32	45	26
Precision production, craft, and repair occupations	192	340	426	246	189	288	331	200	195	193	19
Operators, fabricators, and laborers	321	445	697	301	297	241	333	216	412	379	57
Machine operators, assemblers, and inspectors	160	175	322	122	178	64	137	107	196	164	31
Transportation and material moving occupations	88	166	234	120	59	99	89	69	109	109	13
Handlers, equipment cleaners, helpers, and laborers	73	104	141	59	60	78	107	40	107	106	13
Employed females 16 years and over	452	838	1 032	471	593	1 051	855	468	659	653	94
Managerial and professional specialty occupations	85	154	173	83	103	186	169	90	74	120	17
Executive, administrative, and managerial occupations	41	66	55	49	24	60	52	55	43	53	3
Professional specialty occupations	44	88	118	34	79	126	117	35	31	67	14
Technical, sales, and administrative support occupations	136	374	471	210	228	436	350	193	329	288	33
Technicians and related support occupations	-	47	19	14	7	32	13	13	-	8	1
Sales occupations	51	98	102	54	63	189	71	89	58	103	11
Administrative support occupations, including clerical	85	229	350	142	158	215	266	91	271	177	19
Service occupations	113	238	226	100	114	350	207	124	171	193	31
Private household occupations	-	16	27	10	-	12	18	20	5	6	1
Protective service occupations	-	7	13	-	-	-	-	7	-	8	1
Service occupations, except protective and household	113	215	186	90	114	338	189	97	166	179	28
Farming, forestry, and fishing occupations	19	6	7	-	30	26	6	8	-	6	5
Precision production, craft, and repair occupations	8	-	28	15	38	26	43	29	12	6	18
Operators, fabricators, and laborers	91	66	127	63	80	27	80	24	73	40	10
Machine operators, assemblers, and inspectors	70	36	95	26	59	8	54	16	31	16	6
Transportation and material moving occupations	-	-	15	22	-	-	7	-	19	17	1
Handlers, equipment cleaners, helpers, and laborers	21	30	17	15	21	19	19	8	23	7	2
INDUSTRY											
Employed persons 16 years and over	1 125	2 039	2 593	1 268	1 373	2 185	1 970	1 230	1 707	1 535	2 37
Agriculture, forestry, and fisheries	43	54	39	15	27	59	57	64	55	18	12
Mining	7	8	9	12	9	-	13	5	-	-	5
Construction	115	170	138	78	75	159	202	114	75	114	86
Manufacturing	254	626	792	315	352	305	291	160	532	379	87
Durable goods	249	426	357	277	251	223	188	126	335	348	80
Transportation	56	62	123	79	103	62	28	100	34	93	3
Communications and other public utilities	33	45	89	15	72	47	130	54	19	40	4
Wholesale trade	59	27	67	86	123	23	67	71	63	11	6
Retail trade	210	359	392	224	215	567	262	296	283	317	37
Finance, insurance, and real estate	26	83	106	48	71	115	116	35	103	68	10
Business and repair services	32	45	91	52	26	87	53	44	36	59	4
Personal, entertainment, and recreation services	58	67	123	59	23	199	100	67	44	71	7
Professional and related services	165	393	471	242	216	472	525	152	350	304	47
Health services	50	168	163	71	88	183	207	57	109	102	12
Educational services	89	152	234	118	80	166	193	67	168	144	25
Public administration	47	100	153	43	61	90	126	68	113	61	8
CLASS OF WORKER											
Employed persons 16 years and over	1 125	2 039	2 593	1 268	1 373	2 185	1 970	1 230	1 707	1 535	2 37
Private wage and salary workers	756	1 522	2 013	968	1 068	1 619	1 432	831	1 258	1 074	1 59
Federal government workers	23	46	23	42	63	88	32	72	37	94	14
State government workers	12	64	68	34	6	75	143	17	122	62	7
Local government workers	120	221	353	102	152	135	139	134	131	150	26
Self-employed workers	195	180	130	117	78	262	191	154	153	143	28
Unpaid family workers	19	6	6	5	6	6	33	22	6	12	1
LABOR FORCE STATUS IN 1979											
Male, 16 years and over, worked in 1979	783	1 420	1 904	828	904	1 380	1 303	893	1 251	1 093	1 83
50 to 52 weeks	386	868	1 074	480	675	736	786	526	761	649	93
Usually worked 35 or more hours per week	376	839	1 030	446	656	691	739	491	735	621	85
Female, 16 years and over, worked in 1979	552	1 037	1 288	616	710	1 230	1 108	627	938	871	1 23
50 to 52 weeks	233	421	601	228	333	492	453	290	390	386	39
Usually worked 35 or more hours per week	193	302	461	206	282	346	320	222	302	293	27
Families	923	1 644	1 894	856	905	1 604	1 433	803	1 182	1 370	1 84
No workers in 1979	239	182	293	87	94	261	305	110	136	252	32
1 worker in 1979	274	515	757	345	277	428	399	244	410	452	69
2 workers in 1979	362	636	727	332	455	629	563	345	456	478	64
3 or more workers in 1979	60	111	117	92	79	86	166	102	180	88	21

ble 168. Income and Poverty Status in 1979 for Places of 2,500 to 10,000: 1980—Con.

[Data are estimates based on a sample, see introduction For meaning of symbols, see introduction For definitions of terms, see appendixes A and B]

ICS	Redwood (CDP)	Reedsport city	St Helens city	Sandy city	Scappoose city	Seaside city	Silverton city	South Medford (CDP)	Stayton city	Sutherlin city	Sweet Home city
INCOME IN 1979											
Households	1 191	1 845	2 723	1 073	1 135	2 284	1 998	978	1 602	1 587	2 563
Less than $5,000	177	191	409	133	118	357	308	51	212	238	445
$5 000 to $7,499	138	193	263	114	95	279	238	86	109	141	354
$7,500 to $9,999	136	218	249	66	83	342	229	84	158	166	300
$10 000 to $14,999	207	187	434	199	114	447	329	165	222	260	382
$15 000 to $19 999	169	265	395	235	110	327	277	189	236	300	311
$20 000 to $24,999	146	256	454	107	188	143	209	130	190	219	335
$25 000 to $34,999	128	370	316	135	309	259	217	170	272	150	219
$35 000 to $49,999	64	155	164	54	84	101	148	90	160	85	175
$50 000 or more	24	30	39	30	34	29	43	13	43	28	41
Median	$13 022	$17 300	$15 094	$15 688	$21 164	$11 723	$13 447	$18 045	$17 536	$14 770	$11 827
Mean	$16 170	$18 652	$16 779	$17 178	$21 142	$14 458	$16 424	$19 856	$19 752	$16 263	$15 531
	935	1 444	1 894	856	905	1 404	1 433	803	1 182	1 270	1 884
Families	$15 670	$20 562	$18 725	$18 083	$23 830	$16 000	$16 825	$19 144	$20 580	$15 997	$15 022
Median income	$18 178	$20 753	$19 367	$19 462	$23 838	$17 670	$19 407	$21 261	$22 960	$17 870	$17 452
Mean income	296	482	1 003	275	269	1 091	632	231	500	409	840
Unrelated individuals 15 years and over	$6 190	$7 750	$6 804	$4 946	$8 117	$6 424	$6 327	$7 853	$7 292	$5 132	$5 326
Median income	$7 801	$9 995	$9 015	$6 741	$8 673	$7 564	$8 131	$10 460	$8 925	$7 599	$8 089
Mean income	$6 132	$6 985	$6 571	$6 636	$7 553	$6 402	$6 371	$6 844	$7 207	$5 691	$5 716
Per capita income											
MEDIAN INCOME IN 1979 BY SELECTED CHARACTERISTICS											
Family type by presence of own children:	$15 670	$20 562	$18 725	$18 083	$23 830	$16 000	$16 825	$19 144	$20 580	$15 997	$15 022
Families	$17 576	$21 717	$20 039	$17 920	$23 977	$17 113	$18 877	$21 935	$22 136	$16 214	$16 464
With own children under 18 years	$12 829	$17 885	$16 299	$18 153	$23 187	$15 845	$17 687	$19 250	$18 300	$15 690	$10 536
With own children under 6 years	$13 030	$17 858	$17 500	$18 859	$23 021	$14 874	$15 437	$17 102	$17 786	$15 521	$13 942
Without own children under 18 years	$16 739	$21 649	$20 639	$19 066	$25 528	$17 559	$18 528	$19 855	$22 801	$17 061	$17 271
Married-couple families	$18 385	$22 901	$22 073	$18 984	$25 678	$19 004	$21 291	$23 342	$23 581	$17 602	$20 379
With own children under 18 years	$14 013	$18 750	$18 769	$18 396	$25 000	$18 021	$18 937	$20 357	$19 550	$16 451	$17 232
With own children under 6 years	$13 800	$19 353	$18 253	$19 688	$24 792	$15 915	$15 693	$17 443	$18 152	$15 872	$14 000
Without own children under 18 years	$4 464	$7 738	$7 794	$9 769	$13 250	$8 371	$9 952	$11 854	$8 808	$8 804	$6 237
Female householder, no husband present	$3 594	$6 900	$6 220	$5 500	$11 786	$5 357	$7 763	$12 679	$7 135	$7 216	$5 625
With own children under 18 years	$3 750	$3 333	$4 022	$6 250	$3 750	$3 221	$5 855	$2500—	$6 389	$4 063	$4 576
With own children under 6 years	$10 536	$15 313	$12 798	$9 926	$16 250	$12 031	$13 882	$11 250	$10 000	$13 214	$13 750
Without own children under 18 years											
Workers in family in 1979:	$8 445	$7 095	$8 920	$8 950	$9 219	$8 665	$8 588	$8 696	$8 056	$8 426	$6 026
No workers	$15 481	$15 824	$16 782	$14 181	$20 492	$14 948	$11 866	$15 739	$17 417	$14 250	$11 098
1 worker	$20 208	$25 765	$23 061	$19 488	$27 048	$19 072	$21 382	$22 415	$24 167	$20 950	$20 408
2 workers	$29 375	$24 702	$30 808	$28 036	$31 609	$27 250	$32 807	$26 690	$30 308	$28 036	$32 117
3 or more workers											
INCOME TYPE IN 1979											
Households	1 191	1 845	2 723	1 073	1 135	2 284	1 998	978	1 602	1 587	2 563
With earnings	799	1 565	2 097	867	953	1 633	1 426	804	1 248	1 216	1 901
Mean earnings	$17 003	$18 685	$17 577	$17 970	$21 887	$14 676	$17 374	$19 494	$20 950	$16 832	$16 496
With Social Security income	458	490	796	254	267	856	764	291	481	414	822
Mean Social Security income	$4 362	$4 376	$4 030	$4 367	$4 614	$4 634	$4 277	$4 597	$3 768	$4 769	$4 319
With public assistance income	107	96	264	77	31	228	117	66	132	184	300
public assistance income	$1 963	$3 043	$2 580	$2 768	$2 150	$2 305	$2 856	$1 275	$2 008	$2 391	$2 588
INCOME LEVELS IN 1979											
Families	935	1 444	1 894	856	905	1 404	1 433	803	1 182	1 270	1 884
Householder worked in 1979	640	1 177	1 506	730	777	1 008	1 026	636	975	945	1 362
With related children under 18 years	368	773	1 077	538	579	614	693	409	720	739	985
With related children 5 to 17 years	325	618	793	381	454	466	533	331	570	522	732
Female householder, no husband present	58	110	288	151	79	215	167	53	109	157	273
Householder worked in 1979	32	80	206	109	77	142	110	33	82	112	145
With related children under 18 years	31	82	224	117	72	177	106	41	98	125	201
With related children under 6 years	18	18	109	12	21	74	25	12	50	59	129
Householder 65 years and over	239	252	300	88	102	295	375	156	160	175	383
Unrelated individuals for whom poverty status is determined	296	482	1 003	275	269	1 091	632	231	500	409	840
Worked in 1979	113	339	594	142	163	626	326	148	265	234	423
65 years and over	153	131	347	111	84	444	285	68	223	112	304
Persons for whom poverty status is determined	3 357	4 952	6 848	3 817	3 181	5 046	4 991	2 884	4 396	4 333	6 862
Related children under 18 years	790	1 536	2 018	850	1 016	1 157	1 285	849	1 456	1 516	2 072
Related children 5 to 17 years	624	1 132	1 356	572	739	815	949	667	1 024	1 024	1 555
60 years and over	724	865	1 213	385	465	1 313	1 158	490	667	651	1 274
65 years and over	585	624	871	276	306	1 030	934	319	500	446	945
INCOME IN 1979 BELOW POVERTY LEVEL											
Families	104	98	195	37	58	126	101	42	65	152	328
Percent below poverty level	11.1	6.8	10.3	4.3	6.4	9.0	7.0	5.2	5.5	12.0	17.4
Householder worked in 1979	36	75	132	14	47	46	25	16	36	88	154
With related children under 18 years	49	62	177	37	37	93	48	30	47	120	251
With related children 5 to 17 years	36	48	95	37	15	68	42	30	26	70	173
Female householder, no husband present	37	30	106	26	25	84	32	15	42	58	130
Householder worked in 1979	11	25	74	14	23	30	17	7	26	37	41
With related children under 18 years	25	30	106	26	25	84	25	15	42	58	121
With related children under 6 years	18	13	72	6	19	61	21	7	27	36	108
Householder 65 years and over	27	12	12	–	4	7	41	6	7	16	49
Unrelated individuals for whom poverty status is determined	47	100	271	72	58	345	138	56	137	136	238
Percent below poverty level	15 9	20 7	27 0	26 2	21.6	22 5	25.0	24.2	27.4	33.3	28 3
Worked in 1979	5	35	80	32	21	139	55	19	36	53	56
65 years and over	19	46	123	20	18	63	71	30	89	31	92
Persons for whom poverty status is determined	381	599	910	189	210	895	457	221	333	609	1 626
Percent below poverty level	12.1	8 1	13 2	6 7	6.6	11.7	9.2	7.7	7.6	13 4	20 8
Related children under 18 years	135	136	336	75	68	181	125	93	99	224	594
Related children 5 to 17 years	82	72	179	62	38	110	71	83	45	122	414
60 years and over	84	87	160	25	48	97	158	36	114	76	240
65 years and over	68	70	141	20	31	85	146	36	108	60	162
INCOME IN 1979 BELOW 125 PERCENT OF POVERTY LEVEL											
Families	146	166	364	109	74	162	166	60	101	203	422
Female householder, no husband present	37	53	152	56	25	96	45	20	48	65	168
Unrelated individuals for whom poverty status is determined	90	147	382	101	80	336	346	61	184	186	334
Persons for whom poverty status is determined	577	643	1 333	449	284	800	755	291	502	912	1 820
Related children under 18 years	194	212	440	193	80	220	233	126	155	367	727
65 years and over	141	147	235	47	62	160	221	41	138	93	267