



CITY OF CARLTON
**COMPREHENSIVE
PLAN**

MARCH 2024



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INTRODUCTION

The Carlton Comprehensive Plan directs all activities and decisions related to land use in Carlton over the next 20 years. Oregon state law requires all cities and counties to adopt comprehensive plans that are consistent with applicable [Oregon Statewide Land Use Planning Goals](#). These 19 goals set broad statewide policy direction for land use and are implemented locally through the Comprehensive Plan. The goals are designed to create and maintain sustainable, livable, and equitable communities. They seek to protect the natural resources and environmental quality while promoting efficient urban development and an orderly transition from rural to urban uses.

The Comprehensive Plan is a series of coordinated policy statements and a land use map that guide natural and man-made systems and services. This Comprehensive Plan includes a community vision, citywide goals and policies, the factual data and projections on which the policies were based, and a map that generally designates future locations of various types of public and private land uses, including residential, commercial, industrial, open space, and public use. The plan is coordinated, meaning that it is compatible with planning efforts of the county and state

The Comprehensive Plan helps manage expected population and employment growth in alignment with the community's vision. City leaders use the Comprehensive Plan to coordinate public investments, establish city services, and make decisions about how and where land is developed.

The Comprehensive Plan is implemented through land use regulations and procedures that connect the aspirations set forth in the vision and goal statements of the comprehensive plan to the administrative review process for development applications. Implementing ordinances include the zoning and land-division ordinances needed to put the plan into effect. These procedures establish mechanisms for ensuring consistency between the goals and policies of the Comprehensive Plan with the development code, capital improvement plans, and infrastructure plans, among others.

THERE ARE TWELVE STATEWIDE GOALS THAT APPLY TO CARLTON'S COMPREHENSIVE PLAN:

- Goal 1 Citizen Involvement
- Goal 2 Land Use Planning
- Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6 Air, Water and Land Resources Quality
- Goal 7 Areas Subject to Natural Hazards
- Goal 8 Recreational Needs
- Goal 9 Economic Development
- Goal 10 Housing
- Goal 11 Public Facilities and Services
- Goal 12 Transportation
- Goal 13 Energy Conservation
- Goal 14 Urbanization

The other seven statewide goals are: (3) agriculture lands, (4) forest lands, (15) Willamette River Greenway, (16) estuarine resources, (17) coastal shorelands, (18) beaches and dunes, (19) ocean resources; and are not applicable to Carlton.

PROCESS

The City of Carlton's existing Comprehensive Plan document was adopted in 2000, and most recently amended in 2009. In that time, the approximate population of Carlton has increased nearly 27 percent¹ alongside which, Carlton's viticultural tourism industry has continued to expand, creating an increased demand for housing, transportation, and services. The City began work on updating the Comprehensive Plan in December 2021 and has spent subsequent two year updating the Plan. The update is based on a robust community engagement process led by a Project Advisory Committee (PAC), a group of residents chosen for their varying expertise and interests. The PAC met five times to help craft the vision statement, goals, policies, and objectives, and facilitate conversations with the community. Policy language is based on input from hundreds of Carlton stakeholders that participated in the process through a series of community conversations, interviews, neighborhood meetings, online questionnaires, and community-wide summits.

FORMAT

The Carlton Comprehensive Plan is organized by the relevant Statewide Planning Goals. Each chapter begins with a summary of the Statewide Planning Goal. Next is a synthesis of the information gathered and discussed during the development and update of the Carlton Comprehensive Plan. This section is again arranged to show how the statewide land use goals were considered during development of Carlton's Plan, and provides the background for the goals, policies, and objectives. Additional information on the factual basis can be found in the Comprehensive Plan appendix. Chapters end with the goals, policies, and objectives that direct future land use decisions.

¹ US Census Bureau. American Community Survey, 2020 5-year estimates. [Carlton city, Oregon](#)

VISION STATEMENT

The Carlton Vision Statement guided development of the Comprehensive Plan goals, policies, and objectives. It was developed from a combination of community engagement feedback and historical context. The four vision themes represent the characteristics of Carlton that the community seeks to preserve and enhance.

IN 2042, CARLTON IS “A GREAT LITTLE TOWN” WITH:



RURAL HERITAGE AND SMALL TOWN CHARACTER

Carlton is a charming and welcoming town where neighbors interact frequently and take care of each other. People are active in local affairs and gather to celebrate at Carlton Fun Days and other community events. Residents are proud of the city's agricultural legacy, which is visible through its pastoral views, preservation of historic structures and local farmers' market. Carlton fosters a unique blend of urban convenience and a rural lifestyle.



FAMILY-FRIENDLY NEIGHBORHOODS

Carlton is a great place to grow up, raise a family and remain active throughout later stages of life. The community invests in its youth through an excellent school system and plentiful opportunities to grow and thrive. Diverse, quality, and attainable housing is available to residents throughout all stages of life. Paths and trails connect people to schools, shops, parks, and neighboring communities making Carlton a safe place to live and play.



A PROSPEROUS ECONOMY

Carlton's diverse businesses meet the daily needs of its residents and offer great destinations to attract visitors. Carlton's growing downtown is universally loved for its vibrancy and charm. Widely recognized as Oregon's wine country capital, a variety of industries offer stable, well-paying jobs that help maintain a superb quality of life.



WELL-PLANNED INFRASTRUCTURE

Carlton boasts modern and reliable public facilities and services that support carefully planned growth. The transportation network provides safe and efficient travel routes for walkers, bicyclists, and vehicles. Public transit is available to help people meet their daily needs. Natural systems are protected to enhance wildlife habitat and provide access to nature. Community facilities, like Wennerberg Park, Carlton Pool, the library, and community center give residents places to gather and have fun. Carlton is a resilient community that is prepared for natural disasters and enjoys expert and timely emergency response services.



CITIZEN INVOLVEMENT

STATEWIDE PLANNING GOAL 1

Goal 1 requires cities to establish a committee for citizen involvement responsible for oversight and evaluation of the city's public involvement efforts related to land use planning. Goal 1 requires "the opportunity for citizens to be involved in all phases of the planning process."² The goal also outlines the need to have a committee for citizen involvement to monitor and encourage public participation. It requires each citizen involvement program to address:

- Opportunities for widespread public involvement
- Effective two-way communication with the public
- The ability for the public to be involved in all phases of the planning process
- Making technical information easy to understand
- Feedback mechanisms for policy-makers to respond to public input, and
- Adequate financial support for public involvement efforts



BACKGROUND

CITIZEN INVOLVEMENT INITIATIVES

Citizen Involvement Plan

The City of Carlton has designated its Planning Commission as the Committee for Citizen Involvement (CCI) with the approval of the Land Conservation and Development Commission (LCDC). Carlton's Citizen Involvement Plan includes the following:

- **Communication.** Effective two-way communication between citizens and elected and appointed officials will be facilitated by using mail-back questionnaires, news releases and meeting notices in local newspapers, word-of-mouth, other media as available, and meeting notices included in utility statements.
- **Citizen Influence.** All citizens will have the opportunity to be involved with data gathering, plan preparation, recommending changes in the Comprehensive Plan and ordinances, participating in development, adoption, and application of legislation to carry out the Comprehensive Plan and ordinances, the evaluation of the Comprehensive Plan, and the evaluation of the Citizen Involvement Plan.
- **Technical Information.** Maps and other technical information will be made available at City Hall in a simplified and understandable form.
- **Feedback Techniques.** One technique is to provide for communication between policy makers and citizens is that minutes of all Planning Commission and City Council meetings will be taken and the rationale used to reach land use decisions will be contained therein. Another technique is making the results of city questionnaires available for public inspection and review.

- **Plan Support.** The City will allocate a portion of its planning budget to the Citizen Involvement Plan.
- **Agency Involvement.** Local, State and Federal Agencies, School Districts and Special Districts will be asked to participate as a source of data and future need projections.
- **Evaluation.** Evaluation of the Citizen Involvement Plan shall occur when the plan is amended, such as during periodic review, and when a citizen or planning commissioner should request such review based on a perceived lack of adequate involvement in a planning action or process.

Committees

The city has several committees to help guide planning efforts: the Budget Committee, Carlton Urban Renewal Agency, City Council, and Planning Commission. Each of these committees is tasked with some level of public involvement initiative. In addition, the Planning Department conducts a variety of involvement activities in relation to land use applications and long range planning efforts. Specifically, carrying out public notice of land use applications, in-person, and virtual consultation with community members, hosting and attending community events, and engaging with the community to assist in planning efforts like Envision Carlton 2040.

LAND USE APPLICATIONS AND PLANS

Several application types require some varying degree of public involvement such as public notices and public discussion forums along many points of the land use process. Additionally, previous planning processes have included the creation of committees to help guide the plan. Specifically, the 2019 Carlton Parks Development Plan benefited from the insight of the Carlton Parks Committee by speaking with the residents of Carlton on needed improvements.

GOALS, POLICIES, AND OBJECTIVES

GOAL

To maintain a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

POLICIES AND OBJECTIVES

POLICY 1

Employ a variety of methods to educate and inform citizens on matters relating to the planning process.

OBJECTIVE 1A

During community engagement events, offer materials and planning expertise by the way of both physical take-home and digital options.

OBJECTIVE 1B

Provide opportunities to participate that are appropriate to community members of all abilities.

OBJECTIVE 1C

Provide opportunities to participate that are appropriate to community members of all abilities.

POLICY 2

Leverage community groups and partnerships to assist in increasing our reach and ability to communicate with community members.

OBJECTIVE 2A

Solicit and support participation from underrepresented populations on citizen advisory committees and commissions.

OBJECTIVE 2B

Use multiple forms of communication to ensure community awareness and involvement.

POLICY 3

As the Committee for Citizen Involvement, the Planning Commission will meet at least once per year to review public involvement activities.

OBJECTIVE 3A

Apprise city staff of effective and ineffective means for informing community members on matters related to the planning process and pending process.

OBJECTIVE 3B

Solicit interest from high school students for service on the Commission, specific to an advisory role, for the Commission and staff to gain perspective in reaching under-represented populations.



LAND USE PLANNING

STATEWIDE PLANNING GOAL 2

Goal 2 requires each local government in Oregon to have and follow a comprehensive land use plan and implementing regulations. Cities and counties must build their comprehensive plans on a factual basis and follow their plan when making decisions for appropriate zoning. City and county plans must be consistent with one another.

BACKGROUND

POPULATION AND AGE

According to 2020 Census estimates, the population of Carlton is 2,220 people. Much of the population are young to middle-aged adults, at 77.5% of residents 18 years and older. The median age is 40 years, and the average household size is 2.9 people³.

POPULATION GROWTH

Going back to 2010 Census data, the approximate population of Carlton was 1,739 people, with the 2020 population estimate of 2,220, the population has increased by approximately 27 percent³.

INCOME

The 2020 median household income in Carlton was \$77,917, approximately 15 percent more than the State of Oregon median income of \$65,667. Approximately 6.9% of Carlton residents are experiencing poverty, compared to Oregon's 12.4% of residents experiencing poverty³.

RACE AND ETHNICITY

Most Carlton residents identify as White alone at approximately 82 percent of residents, followed by Some Other Race Alone at 5 percent, followed by White; Some Other Race at 4 percent. Additionally, Some Other Race alone is 5 percent, American Indian and Alaska Native alone is 1 percent, Asian alone is 0.9 percent, Black, or African American alone is 0.4 percent, and Native Hawaiian and Other Pacific Islander alone is 0.3 percent³.

LAND USE PLANNING SYSTEM

Comprehensive Plan

As an update to the 2000 Carlton Comprehensive Plan, the 2023 plan is organized around the applicable Oregon Statewide Planning Goals, while the second section includes synthesized information gathered during the update of the plan.

The plan was developed through meetings of local government and elected officials, responses to community surveys, attendance at public meetings and hearings, and responses to draft proposals.

Comprehensive Plan Designations and Associated Zoning

The following land use categories have been developed for use in the Comprehensive Plan map, which serves as the basis for the city zoning map:

RESIDENTIAL

Residential Low Density: The Residential-Low Density (R-1) district preserves existing single-family residential areas and provides for future single-family housing opportunities.

Residential Medium Density: The Residential-Medium Density (R-2) district provides for single-family and duplex housing at an average density of ten (10) dwelling units per acre or less.

Residential High Density: The Residential-Medium High Density (R-3) district provides opportunities for higher density housing in close proximity to substantial commercial and public development where full urban services are available.

COMMERCIAL

Downtown, Winery/Gallery, Main Street, and Railroad District: The Downtown (D) district is the historic, commercial, and civic core of Carlton. It is also a major wine-processing center for the region. As such, it offers a unique opportunity to combine local commercial services, wine making, tourism-oriented services, and public amenities in an attractive, walkable, mixed-use environment.

Commercial Business: The commercial business (CB) district provides an area for commercial uses outside Downtown Carlton. It provides a broad range of commercial uses appropriate within a shopping district, and a visual attraction for visitors.

Commercial Industrial: The commercial industrial (CI) district provides areas for a range of commercial light manufacturing, wholesale, transportation, and service uses. To assure compatibility between these uses and adjacent residential and industrial uses, special design standards are specified.

INDUSTRIAL

General Industry: The general industrial (IG) district provides land for and to encourage the grouping together of warehousing, manufacturing, and other industrial uses which, because of their normal characteristics, would be relatively objectionable when operated in close proximity to business commercial and residential uses.

PUBLIC FACILITY

Public Facility: The public facility (PF) district provides for the location of large public and semi-public lands, buildings, facilities and uses in a manner that will not unreasonably disrupt or alter areas of the community.

AGRICULTURAL HOLDING

Agriculture Holding: The agricultural holding (AH) district allows an orderly phasing of urban development of land. It is a holding district that allows agricultural uses to continue until such time that the agricultural lands are needed for urban uses and public facilities and services are available.

MIXED-DENSITY RESIDENTIAL

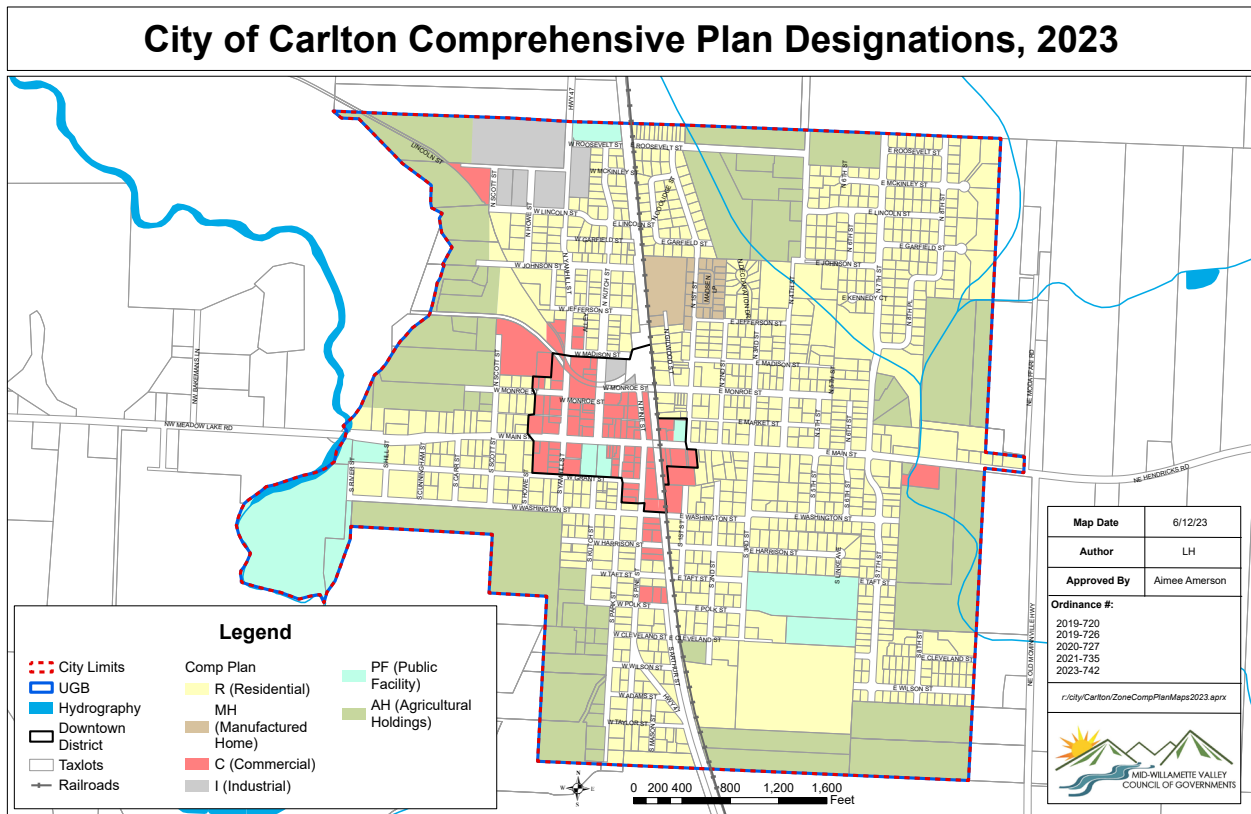
Mixed-Density Residential: The mixed density (MX) residential zone is intended primarily as residential area with supporting and complementary commercial and public uses.

MANUFACTURED HOME

Manufactured Home: The manufactured home (MH) district provides areas for the development of residential manufactured home parks to increase the choice and mixture of single-family housing opportunities.

OVERLAY ZONES

Flood Plain Management: The purpose of the floodplain management overlay zone is to restrict or prohibit uses which are dangerous to health, safety, and property due to water or erosion hazards or which result in damaging increases in erosion or in flood heights or velocities.



City of Carlton Comprehensive Plan Map as of June 2023

URBAN GROWTH BOUNDARY

The Carlton Urban Growth Boundary (UGB) is “an adopted boundary around the city that defines the area in which the city expects to grow, where public facilities will be extended, and where joint planning responsibilities are exercised with Yamhill County.”⁴ The UGB, as shown above, is bound by North Yamhill River to the west, bordering a private drive and farmland to the south, farmland to the east, and farmland to the north.

GOALS, POLICIES, AND OBJECTIVES

GOAL

To maintain a land use planning process and policy framework as a basis for all decisions and actions related to the use of the land and to assure an adequate factual base for such decisions and actions.

POLICIES

POLICY 1

Review and update or amend the Comprehensive Plan every 10 years.

POLICY 2

Ensure land policies and procedures are addressed in the city's development code and other implementing ordinances.

POLICY 3

Initiate a process to phase out the Agricultural Holding designation. Assign new urban land use designations to areas that are currently within the Agricultural Holding District. Agricultural uses will still be allowed for areas outside city limits, but an urban zone district will be applied upon annexation.



NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

STATEWIDE PLANNING GOAL 5

Goal 5 requires cities to inventory their resources. The resources range from wildlife habitat to historic places, and gravel mines.

BACKGROUND

NATURAL RESOURCES

Carlton occupies the “highland” between Hawn Creek and the North Yamhill River both of which flow south approximately six miles to enter the main stem of the Yamhill River. Agriculture is widely practiced in the Carlton planning area. Approximately 280 acres, 49.6 percent of the city’s land area, are devoted to agricultural uses. Farm crops grown in the planning area range from grains and seed grasses to fruits, wine grapes, and nuts. Grazing lands also make up a significant share of the agricultural activity in the area. There are no forest lands in Carlton. However, there are a few large clusters of fir and oak trees scattered around the planning area. Trees and brush line the North Yamhill River that runs along the western edge of the city. An inventory of Natural Resources in Carlton is included as Appendix A.





OPEN SPACE AND PARKS

There are areas within the Carlton that are desirable to preserve as open spaces. Two small streams off Hawn Creek run through the northeast section of the city. These merge and flow out of the southeast corner of the city. The riparian areas adjacent to these creeks provide ideal open space settings.

An area that is particularly suited for open space use is the vacant land in the northwest section of the city. This sloping area once overlooked Carlton Lake which also served as a wildlife refuge. The lake was drained in 1972, but the prospect of it being reestablished makes this lakeside area a potential site for park development.



CULTURAL AND HISTORIC RESOURCES

The Tualaty Indians inhabited the area that included Carlton, hence the name Tualatin. They were of a great tribe called the Kalapuya, which constituted the population of the Willamette Valley before the European trappers and settlers entered the valley.

A railroad was built in 1872 from Portland to St. Joe, but the train did include stops along the farmland between the two stations. By 1874, a regular stop was made at what is now Carlton. The town of Carlton was formally incorporated in 1899. The Carlton State Bank and Savings building located on the northwest corner of Main and Pine is listed on the National Register of Historic Places. The property known as Westerlook Farm (the Charles Ladd Estate) built in 1912 is listed on the Statewide Inventory of Historic Sites and Buildings. Local historians agree that the wooden barn located on the southwest corner of Park and Taft is the oldest structure in Carlton. It was on the farm of John Wennerberg, an early benefactor to the town of Carlton.⁵

GOALS, POLICIES, AND OBJECTIVES

GOAL

To conserve open space, protect natural and scenic resources, and preserve historic and cultural resources.

POLICIES AND OBJECTIVES

POLICY 1 **Protect and enhance natural resources through proper use, maintenance, and development.**

OBJECTIVE 1A Maintain a healthy and diverse tree canopy and other publicly owned vegetation.

OBJECTIVE 1B Encourage low-impact development techniques and other strategies to preserve and enhance waterways, creeks, rivers and riparian areas, and wetlands.

OBJECTIVE 1C Provide notice to the Department of State Lands if development or a land division is in the vicinity of a wetland or an areas of predominantly hydric soils as shown on the State Wetlands Inventory.

POLICY 2 **Maintain and expand the city’s open-space network, especially greenways and open space along creeks.**

OBJECTIVE 2A Ensure adequate open space and trail development in high density development and neighborhoods lacking access to these amenities.

OBJECTIVE 2B Manage open space areas for their value in linking citizens and visitors with the natural environment.

POLICY 3 **Identify sites and structures relating to the history of the state and the city that should be identified, protected, and enhanced.**

OBJECTIVE 3A Encourage property owners to preserve and restore historic structures, sites, and elements especially within the downtown core and urban renewal district.

OBJECTIVE 3B Register qualified buildings and structures on National and/or State Registry of Historical Sites.

OBJECTIVE 3C Consider the reuse or relocation of city-owned historical structures as an alternative to redevelopment or demolition.

OBJECTIVE 3D Apply baseline protections as described in OAR 660-0200(8) to any sites on the National Register of Historic Places.

POLICY 4 **If archeological sites are identified in the city, coordinate with the State Historic Preservation Office to establish a review procedure that meets state requirements.**

POLICY 5 **Preserve and maintain creeks and floodplain areas as open space to provide a natural storm water and drainage system.**

POLICY 6 **Preserve the water quality, ground water recharge, and flood storage functions of wetlands.**

POLICY 7 **Work with the Oregon Department of Fish and Wildlife to update factual background information in the Comprehensive Plan Appendix.**



AIR, WATER, AND LAND RESOURCES QUALITY

STATEWIDE PLANNING GOAL 6

Goal 6 guides local governments to consider the protection of air, water and land resources from pollution and pollutants when developing a comprehensive plan. The pollutants addressed in Goal 6 include solid waste, water waste, noise and thermal pollution, air pollution, and industry-related contaminants.

BACKGROUND

AIR QUALITY

The closest nearby air monitoring station to Carlton is in Tualatin. This station is monitored by the Environmental Protection Agency (EPA). The Outdoor Air Quality program offers daily and annual data downloads of measured air pollutants. A key data point for measuring air quality comes from the amount of particulate matter (PM) lower PM count indicating better air quality. 2022 data for the nearest air monitoring station in Tualatin station showed a daily count of 26 PM2.5, which is considered “Good” air quality.⁶ The Oregon Department of Air Quality currently prohibits open burning seasonally. Domestic and yard debris open burning is prohibited except for the burning of yard debris between March 1 and June 15, and between October 1 and December 15.

WATER QUALITY

The city operates and maintains the existing water system and delivers water to its consumer base utilizing Panther Creek/Carlton Reservoir as a source. The *2020 Carlton Drinking Water Report* deemed the water safe and meeting all state and federal regulations.

TOPOGRAPHY

Carlton is relatively flat, with some areas of elevation in the southwestern part of the city. The defining geographic feature is the North Yamhill River to the west, running along the western side of Carlton.

6 United States Environmental Protection Agency. [Interactive Map of Air Quality Monitors](#).

LAND COVER

According to the US National Land Cover Database, the developed areas of Carlton are largely surrounded by cultivated crops, pasture/hay, and woody wetlands. The developed areas of the city range from clusters of developed open space, to moving inwards towards downtown, areas of low to high intensity development.⁷ Carlton Soils consist of very deep, moderately well drained soils that formed in mixed alluvium and colluvium. Carlton soils are on terraces, toeslopes, and footslopes and have slopes of 0 to 20 percent.⁸

CLIMATE

Yamhill County, in common with all western Oregon, has a modified marine climate. Yamhill County has three climate zones, distinguished mainly by elevation: the valley floor, the foothills of the Coast Range, and the Coast Range.⁹

Yamhill County's 12-month total precipitation increased 1.1 inches from June 1900 to May 2022. From June 1900 to May 2022, the average 12-month total precipitation was 60.3 inches. The 12-month average temperature increased 0.8°F from June 1900 to May 2022. From June 1900 to May 2022, the 12-month average temperature was 51.2°F.¹⁰

GOALS, POLICIES, AND OBJECTIVES

GOAL

To maintain and improve the quality of the air, water, and land resources of the city.

POLICIES AND OBJECTIVES

POLICY 1

Protect air, water, and land quality from the impacts of development through applicable state or federal environmental quality standards.

OBJECTIVE 1A

Encourage the use of pervious surfaces in new development to prevent the negative ecological effects of urban stormwater runoff.

OBJECTIVE 1B

Prioritize on-site stormwater management except where the City determines it to be inefficient or infeasible.

OBJECTIVE 1C

Promote land-use patterns that offer opportunities for amenities close to residential areas to reduce vehicle miles travelled and associated emissions.

OBJECTIVE 1D

Development within the city shall comply with applicable state and federal water quality regulations.

OBJECTIVE 1E

Respond to directives issued in a Total Maximum Daily Load (TMDL) Implementation Plan for any waterways within the city that are declared water quality limited by the Department of Environmental Quality.

POLICY 2

Encourage lighting design and practices that reduce the negative impacts of light pollution.

OBJECTIVE 2A

Manage city lighting so that they are only on when needed, only light intended areas, are no brighter than necessary, minimize blue light emissions, and eliminate upward-directed light.

POLICY 3

Participate in appropriate environmental quality planning efforts on a regional level.

OBJECTIVE 3A

Collaborate on significant environmental quality protective measures with neighboring communities.

⁷ Multi-Resolution Land Characteristics (MRLC) Consortium. [National Land Cover Database \(NLCD\) Viewer](#).

⁸ United States Department of Agriculture Natural Resources Conservation Service. [2006 National Cooperative Soil Survey for Carlton, Oregon](#).

⁹ Yamhill County. [Natural Hazards Mitigation Plan](#).

¹⁰ USAFACTS. *Climate in Yamhill County, Oregon*



AREAS SUBJECT TO NATURAL HAZARDS

STATEWIDE PLANNING GOAL 7

Goal 7 requires the comprehensive plan to address Oregon’s natural hazards. Protecting people and property from natural hazards requires knowledge, planning, coordination, and education.

BACKGROUND

While Yamhill County is generally described as having a mild climate and a relatively flat terrain, except for hills located toward the Coast Range, natural hazards do present a threat. The *2020 Yamhill County Natural Hazards Mitigation Plan* and *City of Carlton Addendum* to that plan, assesses vulnerability and risk to a range of natural hazards that may occur in the city.

DROUGHT

The City’s primary water source is from Panther Creek Reservoir and Panther Creek. The City also has a water right permit for a potential source on Fall Creek and from the Willamette River via the Yamhill Regional Water Authority (although infrastructure is not yet developed to access this source).

State-wide droughts have historically occurred in Oregon, and as it is a region-wide phenomenon, all residents are equally at risk. Structural damage from drought is not expected; rather the risks apply to humans and resources.

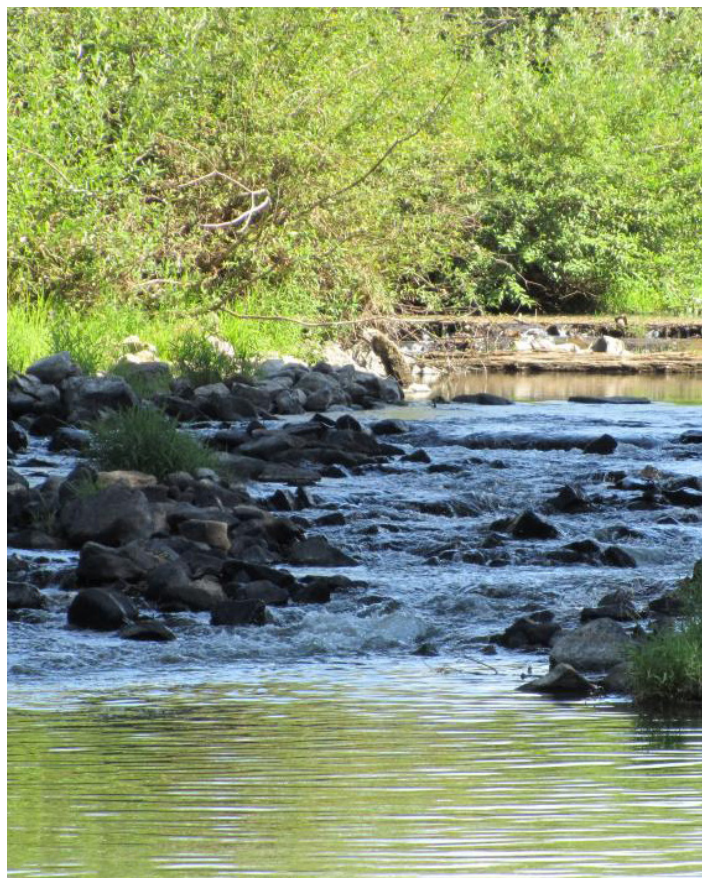
Industries important to Carlton’s local economy such as agriculture and timber have historically been affected, and any future droughts would have tangible economic and potentially human impacts.¹¹

EARTHQUAKE

Social and geological records show that Oregon has a history of seismic events. Oregon has experienced damaging earthquakes in the historical past, and geologic evidence indicates that because of the city’s increasing population and development, Oregon may expect earthquakes with even greater damage potential to occur in the future. South of McMinnville, near Dayton, there is a series of inferred faults (faults that extend underground from a visible fault) and concealed faults (completely underground faults). With its location in the Pacific Northwest, Yamhill County is susceptible to both intraplate and subduction zone earthquakes.

FLOOD

In addition to the Willamette River, Yamhill County contains two other large rivers (North and South Yamhill Rivers) and smaller tributaries that are susceptible to annual flooding events. Two types of flooding primarily affect Yamhill County: urban flooding and riverine flooding. Urban flooding can be explained as when land is converted from fields or woodlands to roads and parking lots, it loses



its ability to absorb rainfall. Riverine flooding is the over-bank flooding of rivers and streams and is the most common flood hazard in Oregon.

LANDSLIDE

A 1998 study completed by the Oregon Department of Geology and Mineral Industries (DOGAMI) states that although few landslides develop in the Willamette Valley as compared to more mountainous parts of the state, the marine sedimentary rock units in southern Yamhill County and the edges of the valley are susceptible to large slides. Currently there is no comprehensive list of landslide events and/or dates for Yamhill County. Landslides probably accompany every major storm system that impacts western Oregon. A DOGAMI study of the western portion of the Salem Hills indicated that slopes nearest to the Willamette River contain the greatest risk of landslide.

SEVERE WEATHER

Damage from high winds generally has resulted in downed utility lines, and trees usually limited to several localized areas. Electrical power can be out anywhere from a few hours to several days. Outdoor signs have also suffered damage. If the high winds are accompanied by rain, blowing leaves, and debris clog drainage-ways, which in turn may cause localized urban flooding.

Severe winter storms can produce rain, freezing rain, ice, snow, cold temperatures, and wind. Ice storms accompanied by high winds can have destructive impacts, especially to trees, power lines, and utility services. Both can produce widespread impacts on people and property throughout Yamhill County.

WILDFIRE

Significant agricultural areas of the Willamette Valley and north and central Oregon are prone to wildfire damage. Communities are also at risk from wildfires, and substantial hazards exist for communities at the wildland/urban interface. A lack of firebreaks surrounding buildings, limited water availability during the high-risk summer months, and fire suppression over the last 100 years contribute to a fire hazard in the forested hillsides of Yamhill County.

11 City of Carlton. [Addendum to the Yamhill County Multi-Jurisdictional Hazard Mitigation Plan](#)

GOALS, POLICIES, AND OBJECTIVES

GOAL

To protect people and property from the effects of natural hazards.

POLICIES AND OBJECTIVES

- POLICY 1** **Concentrate urban uses on suitable lands, and limit development in flood plains, areas susceptible to wildfire, and lands with steep slopes and/or unstable soils.**
- OBJECTIVE 1A** Limit development in flood plains through the land use application process. Ensure continued Compliance in the National Flood Insurance Program.
- OBJECTIVE 1B** Permit non-residential development in the flood fringe (the area of the “100-year floodplain” or “Special Flood Hazard Area” located outside of the floodway) if it satisfies Federal Emergency Management Agency (FEMA) and local code requirements regarding the height of the structure’s main floor above floodwaters, ‘flood proofing’ construction, displacement of floodwaters, and similar matters.
- OBJECTIVE 1C** Identify and map potential areas for landslides – high, moderate, and low.
- POLICY 2** **Promote earthquake hazard awareness and hazard mitigation activities by providing information to residents, such as retrofitting measures that can reduce the vulnerability of dwellings.**
- POLICY 3** **Maintain procedures to advise applicants for development permits of the areas known to have a potential for natural hazard effects.**
- POLICY 4** **Develop a disaster preparedness plan that outlines how the city will prevent, protect against, mitigate, respond to, and recover from natural disasters.**
- OBJECTIVE 4A** Ensure key city services, such as water and sewer have the capability for back-up electricity during emergencies.
- OBJECTIVE 4B** Coordinate with other agencies and partners to ensure critical services are provided during emergencies.
- OBJECTIVE 4C** Develop and implement programs to coordinate maintenance and mitigation activities to reduce risk to public infrastructure from severe winter storms.
- OBJECTIVE 4D** Evaluate ash impact on stormwater drainage system, utility infrastructure, transportation network, public facilities, and develop mitigation actions.
- OBJECTIVE 4E** Coordinate wildfire mitigation action items through the Yamhill County Community Wildfire Protection Plan.
- OBJECTIVE 4F** Provide wildland fire information in an easily distributed format for all residents.
- OBJECTIVE 4G** Work to accomplish the mitigation actions the Mayor and City Council approved by Resolution #2020-303 dated 10/06/2020.
- POLICY 5** **Work with Yamhill County and neighboring jurisdictions to update the Yamhill County Multi-Jurisdictional Natural Hazard Mitigation Plan by December 21, 2025 to comply with new requirements from the Federal Emergency Management Agency.**



RECREATIONAL NEEDS

STATEWIDE PLANNING GOAL 8

Goal 8 requires local governments to plan for the recreation needs of their residents and visitors.

BACKGROUND

PARKS AND RECREATION

Parks and Recreation is a division within the Carlton Public Works Department. The City manages three public parks within the city limits. Wennerberg Park offers a disc golf course in the lower section of the park. Additionally, the City operates the Carlton Pool during the warm weather months of the year. Other recreation facilities include picnic facilities, a basketball court, three baseball diamonds, playground equipment, and three picnic pavilions.

CARLTON PARKS DEVELOPMENT PLAN

Developed in 2019, the *Carlton Parks Development Plan* prepares Carlton for population growth and an increase in residential development. The city has experienced only moderate growth in recent years, but several large residential

subdivision projects planned for the community will result in a steady increase in population in coming years. The *Parks Development Plan* includes a Capital Improvement Program for park facilities.

The purpose of the Plan is to identify park and recreation amenities that will meet the needs of the community. The Plan serves as a guide for future development of parks within the community. More specifically, the purpose of the Plan is to identify current and future park and recreation needs, park and recreation goals and policies, propose parks and recreation facility improvements designed to meet future needs, identify general areas where new parks facilities could be developed, develop costs estimates for proposed parks and recreation facilities improvements, and identify reimbursement and improvement system development charge (SDC) requirements.



ASSETS

The City of Carlton owns and maintains approximately 23.18 acres of parkland. These parklands are classified as mini parks, neighborhood parks, and community parks. City parks offer a range of opportunities and provide amenities for a variety of user groups.

CITY OF CARLTON PARK ASSETS

Park	Size and Location
JR Meadows	East, currently under development
Ladd Park	Downtown, approximately 1.46 acres in size
Hawn Creek Park	Northeast (adjacent to Hawn Creek), approximately 2.88 acres in size and currently undeveloped
Wennerberg Park	West (adjacent to the South Yamhill River), approximately 18.85 acres in size

Source: 2019 Carlton Parks Development Plan

Ladd Park, located downtown, is approximately 1.46 acres in size and contains picnic facilities, playground equipment, a sports court, the city pool (1935) and site of the 1921 Ladd Fountain. The park is well situated regarding the downtown commercial core.

Hawn Creek Park is in the northeast section of the city, adjacent to Hawn Creek, it is approximately 2.88 acres in size and currently undeveloped. This park was dedicated as part of the Carlton Crest Subdivision, a 155-unit subdivision that was granted preliminary approval in June 2005.

Wennerberg Park, located at the western edge of the city limits and adjacent to the South Yamhill River, is approximately 18.85 acres in size. The park provides for a mixture of recreation activities, with three baseball fields, two picnic pavilions, barbecue sites, and access to the North Yamhill River.

IMPROVEMENTS

The *Carlton Park Development Plan* recognizes the need to provide additional parkland in developing areas of the city to maintain the existing level of service as the city grows. Carlton’s 23.16 acres of parkland represents 10.2 acres of parkland per 1,000 residents. In the year 2040, based on a population forecast of 3,204 residents, the city should have 32.68 acres of parkland to stay in line with the National average. This would require an addition of 9.5 acres.



GOALS, POLICIES, AND OBJECTIVES

GOAL

To satisfy the recreational needs of Carlton’s community and visitors alike.

POLICIES AND OBJECTIVES

POLICY 1 **Develop a high-quality, diverse system of parks and park programs that provide adequate and equitable park access to all residents.**

OBJECTIVE 1A Identify and reserve land for parks and recreation within the urban growth boundary.

OBJECTIVE 1B Encourage developers to dedicate park sites as a part of the land use process.

OBJECTIVE 1C Ensure adequate park and trail development in high density development and neighborhoods currently disconnected from these amenities.

POLICY 2 **Create a network of shared-use pedestrian and bicycle trails to enable connectivity between parks, neighborhoods, schools, and public amenities.**

OBJECTIVE 2A Work with community recreation organizations to establish and promote trails and other outdoor recreation projects.

POLICY 3 **Coordinate with adjacent jurisdictions to plan for and create parkland and recreational facilities.**

OBJECTIVE 3A Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.

POLICY 4 **Establish and maintain a healthy urban forest by encouraging a diverse selection of trees in parklands.**



ECONOMIC DEVELOPMENT

STATEWIDE PLANNING GOAL 9

Under Goal 9, all local governments should have a working inventory of areas suitable for economic growth that can be provided with public services.

BACKGROUND

Carlton's economy has historically been based on the agricultural and forest industries. In the early 1900s, the area was identified as the state's "logging center". Over the years, Carlton has been home to several logging companies and the Carlton Manufacturing Company sawmill operations. Changes in the economy drove many lumber companies out of business and eventually led to the closure of the Carlton Manufacturing Company. Early agricultural activities were centered on hops, hay, pigs, and fruit and nut trees.

Traditional extractive industries continue to have a significant impact upon the local economy. Carlton is currently home to many wineries and a dozen horse farms. The city has also experienced recent growth in other industries such as the service, construction and trade, transportation and utilities sectors. Despite the recent diversification of the Carlton economy, the area continues to rely heavily upon McMinnville and other larger cities for most of its commercial and other service needs.

INDUSTRY

The largest employment industries in Carlton are Education and Healthcare, Manufacturing, Retail Trade, Public Administration, and Construction. Nearly 72% of Carlton’s workforce is employed by one of these industries.

PERCENT OF TOTAL CARLTON WORKFORCE BY INDUSTRY

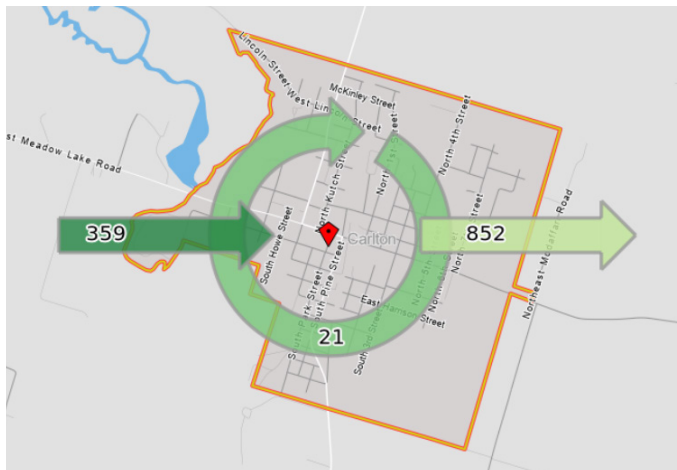
Industry	Percent
Trade/Transportation/Utilities	17%
Natural Resources/Mining	13%
Government	14%
Manufacturing	14%
Education/Health Services	15%
Construction	4%
Leisure/Hospitality	8%
Professional/Business Services	6%
Other services	3%
Financial Activities	5%
Information	1%
Total	100%

Source: US Census Bureau 2020 US Census Data. Carlton city, Oregon

COMMUTING

2019 US Census Data shows that only 2.4% of people who live in Carlton, also work in Carlton. The graphic below depicts that 359 people live outside of Carlton, but work in Carlton. 21 people live and work in Carlton, and 852 people live in Carlton, but work elsewhere.

CARLTON EMPLOYMENT GROWTH FORECAST, 2005 – 2027



Source: US Census Bureau. ‘On the Map’ 2019

URBAN RENEWAL

In June 2009, the Carlton City Council adopted the *Carlton Urban Renewal Plan* that identifies several projects for the urban renewal area, including improving fire flows (replace water main), streetscape and sidewalk improvements, underground utilities, downtown park improvements, and administration. The Carlton Urban Renewal Agency (CURA) is made up of the mayor and six City Councilors, also known as the Board of Directors.



ORGANIZATIONS

Economic Development in Carlton is presided over by both the Carlton Business Association and Yamhill County. The Business Association is “an association of businesses and individuals, organized to promote the economic vitality of the greater Carlton business community, while preserving its civic, cultural, and historic well-being.”¹² Yamhill County produced the 2009 *Yamhill County Agri-Business Economic and Community Development Plan* to look to the future for the county’s agriculture and tourism industries.

TRENDS

A 2017 report titled *Carlton, OR: Economic and Demographic Profile* produced by the Northwest Economic Research Center concluded that “while data limitations preclude exact figures, it is reasonable to assume that the wine industry creates a cluster of economic activity that includes large segments of employment in Manufacturing and Leisure and Hospitality. In fact, the wine industry is a key “traded cluster” that brings outside dollars into the city. While it should not be emphasized to the detriment of the many industries that indirectly support it, wine will remain an important facet of the local economy and trends should be noted. The persistent employment growth in Leisure and Hospitality over the last decade is likely to continue, thanks to wine tourism.”¹³

The following table projects total employment growth through the year 2027. This projection shows that 281 new jobs will be added over the planning horizon, for a total employment of 1,070 by 2027. This represents an increase of 35.6 percent over 2005 total employment.¹⁴



CARLTON EMPLOYMENT GROWTH FORECAST, 2005 – 2027

Sector	2005		2027	
	Percent	Total	Percent	Total
Agriculture, Forestry, Fishing & Hunting	30%	237	30%	321
Construction	10.3%	82	10.3%	111
Manufacturing	23.7%	187	23.7%	254
Wholesale Trade, Transportation, and Warehousing	8.0%	63	8.0%	86
Retail Trade	3.9%	31	3.9%	42
Finance and Insurance	2.3%	18	2.3%	24
Services and Real Estate	9.4%	157	9.4%	213
Public Sector Employment	1.8%	14	1.8%	19
Total		789		1070

Source: *Carlton Comprehensive Plan as amended June 2009, Table 8, Total Employment Projection, Mid-Willamette Valley Council of Governments, 2007*

¹³ [Carlton, OR: Economic and Demographic Profile \(pdx.edu\)](#)

¹⁴ See *Comprehensive Plan Appendix: Inventory (August 2023)* for year 2007 inventory of buildable commercial and Industrial lands, in addition for needs assessment from year 2007.

GOALS, POLICIES, AND OBJECTIVES

GOAL

To diversify and improve the economy of Carlton.

POLICIES AND OBJECTIVES

POLICY 1 **Plan for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future.**

OBJECTIVE 1A Identify current and potential commercial and industrial land within the urban growth boundary and analyze it based on market factors and its suitability for economic growth.

POLICY 2 **Create conditions that encourage growth of existing businesses and entrepreneurs, and attract new businesses to create jobs with a range of wages.**

OBJECTIVE 2A Support heritage industries such as agriculture and forestry.

OBJECTIVE 2B Limit the amount of commercial use allowed on land with an industrial zone designation.

OBJECTIVE 2C Promote commercial development in the downtown core that will diversify the local economy where those businesses are compatible with the city's small-town character, provide necessary services and limit large commercial options.

POLICY 3 **Implement policies and programs to support and encourage local, commercial development downtown.**

OBJECTIVE 3A Seek input from existing local businesses downtown during decision-making processes.

OBJECTIVE 3B Ensure land uses and transportation connections that provide access for residents and support tourism within the downtown core.



HOUSING

STATEWIDE PLANNING GOAL 10

Under Goal 10, all local governments should have a working inventory of areas suitable to provide an adequate housing supply that offers a range of different places to live, different community densities to choose from, and does not overburden the financial resources of any group living there.

BACKGROUND

CURRENT HOUSING

The housing stock in Carlton totals approximately 870 units and consists predominantly of owner-occupied detached single-family units. As of 2020 there is a 5.9% vacancy rate in Carlton or approximately 55 vacant housing units. The median gross rent in Carlton is about \$1,270, slightly above the Oregon average.¹⁵



TRENDS

Carlton last analyzed its housing needs in 2007 when the Mid-Willamette Valley Council of Governments conducted a buildable land inventory for the City of Carlton and used it in conjunction with a 2027 population forecast. The housing needs analysis determined that 233 new residential units would be needed to accommodate the projected 2027 population of 2,379 people. The 233 units include 176 single family dwelling units and 57 multifamily dwelling units as shown in the table below.¹⁶



CARLTON HOUSING NEEDS 2007-2027

Dwelling Unites needed by 2027	Single-Family Units	Multi-family Units	Total
Dwelling Units needed to Meet 2007 Rental Demand	9	18	27
Rental Units Needed by 2027	18	39	57
Owner-Occupied Units Needed by 2027	149	0	149
Total Units	176	57	233

Source: Carlton Comprehensive Plan as amended June 2009, Table 26, Additional Dwelling Units Needed in Carlton by 2027, Mid-Willamette Valley Council of Governments, 2007

¹⁶ See *Comprehensive Plan Appendix: Inventories (August 2023)* for year 2007 inventory of buildable residential lands, in addition for needs assessment from year 2007

GOALS, POLICIES, AND OBJECTIVES

GOAL

To provide housing options to meet the needs of current and future residents.

POLICIES AND OBJECTIVES

- POLICY 1** **Permit new developments only when all urban services become available. These services include: public water, sanitary sewers, storm drainage, solid waste collection, streets, parks and recreation facilities, and adequate police, and fire protection.**
- POLICY 2** **Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.**
- POLICY 3** **Encourage a mix of housing types dispersed throughout the city and within neighborhoods including attached and detached single-family housing and multifamily options.**
- POLICY 4** **Encourage the development and preservation of housing affordable to low-to moderate-income households.**
- OBJECTIVE 4A** **Protect existing manufactured home parks to retain existing homes.**
- OBJECTIVE 4B** **Review development code to remove barriers to middle housing types, including plexes, townhomes, and cottage clusters.**
- POLICY 5** **Encourage the development of housing options that are accessible to people of all abilities and allow residents to age in place. Specifically smaller, single-level housing options.**



PUBLIC FACILITIES AND SERVICES

STATEWIDE PLANNING GOAL 11

Goal 11 requires municipalities to prepare Public Facilities Plans to plan and identify necessary infrastructure to serve development within the UGB. The Public Facilities Plan is required to be adopted as a supporting document to the comprehensive plan.

BACKGROUND

WATER RESOURCES

Carlton's original water system was constructed in about 1911. The initial infrastructure appears to have included a 30 foot long, 3-foot-high concrete dam across Panther Creek just downstream of the current reservoir dam and a 9-mile-long pipeline into town. In 2003 the water treatment plant was expanded and upgraded, and steel reservoir was constructed.

The *2014 Carlton Water Master Plan* evaluates the city's water system with respect to existing and future needs, identifies improvements and associated costs, and provides the city with a framework for water service through 2033.

The report outlines a series of ranked recommendations to increasing resiliency of the water systems. Regarding water supply, the findings suggest that the Panther Creek/Carlton Reservoir source serves the city well, but it is subject to at least two challenges that can reduce its reliability. One is the high sediment and silt loads that can occur in conjunction with major winter storms. The other is the occurrence of higher temperatures and algae blooms that are believed to be exacerbated by the significant silt accumulation in Carlton Reservoir.

STORMWATER MANAGEMENT

The 2002 *Carlton Storm Drainage Master Plan* includes an evaluation of the existing storm water system and recommendations for improvements. Drainage from the western portions of Carlton flow to the northwest and southwest into the North Yamhill River. Drainage from the eastern portions of Carlton flow to the northeast and southeast into a tributary of Hawn Creek. The railroad right-of-way running through town roughly defines the east-west runoff and Monroe Street divides the north-south drainage. Carlton's storm drainage systems are comprised of a series of roadside ditches or swales that often are discontinuous across individual properties.

WASTEWATER SERVICES

The 2018 *Carlton Wastewater Facilities Plan* reviews existing conditions, determines regulatory requirements, identifies future needs, deficiencies, alternatives, sets actions for upgrading the collection and treatment facilities for the next 20 years. Existing wastewater facilities consist of a conventional sewer collection system, including two pump stations, which convey flows to a wastewater treatment plant that provides secondary treatment and disinfection. Effluent is discharged to the North Yamhill River from November through April and is used for irrigation on land adjacent to the treatment plant lagoons in the summer.

OTHER SERVICES

Police & Fire

The Carlton Police Department is responsible for enforcement of state and local laws in the city. The Police Department enforces the state traffic laws within the city and has the primary responsibility for enforcement of the Municipal Code. Incarceration facilities are provided by Yamhill County in McMinnville. Backup law enforcement services are available as required from the Yamhill County Sheriff's Department and the Oregon State Police. City officers are available to provide 24-hour service. The Primary Public Safety Answering Point (PSAP) serving Carlton residents with 9-1-1 answering and dispatch for the police, ambulance and fire services is provided through the Yamhill County Communications Agency (YCOM).

The Carlton Fire Department provides fire protection services for the city, and on a contract basis, the surrounding Carlton Rural Fire Protection District. The total district encompasses an area of approximately 30 square miles. The department is a volunteer organization.

Civic Facilities

The City of Carlton City Hall building on Main Street constructed in 1974 was recently demolished to make way for the new City Hall building under construction slated to open in 2024. The City also maintains the Carlton City Pool.

Schools

Educational services are provided by the Yamhill-Carlton School District #1 that operates the city's only school. The Yamhill Carlton Elementary School services an area encompassing approximately 45 square miles. Besides basic education for kindergarten through grade eight, the elementary school also offers a pre-school program for four-year-olds and provides for the education of students with special needs. The Yamhill Educational Service District (ESD), with headquarters in McMinnville, provides some additional alternative education programs.

The Yamhill-Carlton School District is composed of Yamhill Carlton High School, Yamhill Carlton Intermediate School, Yamhill Carlton Elementary School, and Alliance Academy. The 2016-2017 school year saw a total enrollment of 1,033 students from kindergarten to grade 12¹⁷.



GOALS, POLICIES, AND OBJECTIVES

GOAL

To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development consistent with the city's vision.

POLICIES AND OBJECTIVES

POLICY 1 **Modernize and maintain municipal facilities in the most efficient and cost-effective manner to adequately serve the existing population and anticipated growth.**

OBJECTIVE 1A Plan, operate and maintain the water distribution, stormwater, and sewer management systems for all current and anticipated city residents within its existing urban growth boundary and plan strategically for future expansion areas.

POLICY 2 **Identify and promote equitable sewer, water, and stormwater assessment methodologies.**

OBJECTIVE 2A Identify and remediate areas currently underserved by infrastructure.

OBJECTIVE 2B Make investments to support the equitable provision of infrastructure.

OBJECTIVE 2C Coordinate with franchise utilities to encourage equitable access to services.

POLICY 3 **Examine, identify, and promote energy efficient and cost-effective methods to provide and maintain public facilities and services.**

POLICY 4 **Ensure adequate and responsive emergency services for the Carlton community.**

POLICY 5 **Establish and maintain a healthy tree canopy by encouraging a diverse selection of trees adaptable to the changing climate for the city's streetscapes.**

POLICY 6 **Preserve and protect existing healthy mature trees along streets, especially in rights-of-way and planting strips, through development and maintenance of those rights-of-way.**



TRANSPORTATION

STATEWIDE PLANNING GOAL 12

Goal 12 requires cities, counties, and the state to create a transportation system plan that takes into account all relevant modes of transportation: mass transit, air, water, rail, highway, bicycle and pedestrian.

BACKGROUND

ASSETS

The City of Carlton is effectively divided into four quadrants by two major arterials. Highway 47 divides the city east and west. Highway 47 enters the city from the south as Pine Street, it makes a series of turns through downtown providing a two-block east-west segment along Main Street, then exits the city to the north as Yamhill Street. Main Street divides the city north and south.

This chapter of the Comprehensive Plan will be updated upon completion of the 2024 Carlton Transportation System Plan to ensure that the two documents are aligned in background information, goals and policies.

West of the city limits, Main Street becomes Meadowlake Road. East of the city limits Main Street becomes Hendricks Road.

Carlton is currently served by the Yamhill County Transit Route 33 bus that runs from McMinnville to Hillsboro. It runs Monday through Friday to the shelter located on North Pine Street. There are currently five northbound pickup times and five southbound pickup times per day.¹⁸

18 [Yamhill County Transit Route 33](#)



TRANSPORTATION SYSTEM PLAN

The *2009 Carlton Transportation System Plan (TSP)*¹⁹ establishes the city’s goals, policies, and strategies for developing and improving the transportation system within the Carlton Urban Growth Boundary. The Carlton TSP serves as a 20-year plan to guide transportation improvements and enhance overall mobility for vehicles, pedestrians, and bicyclists throughout the city. The goals are:

- Preserve the function, capacity, level of service, and safety of State Highway 47.
- Enhance the transportation mobility and safety of the local street system.
- Increase the use of alternative modes of transportation (walking, bicycling, rideshare/ carpooling, and transit) through improved access, safety, and service. Increasing the use of alternative transportation modes includes maximizing the level of access to all social, work, and welfare resources for the transportation disadvantaged. Carlton seeks for its transportation disadvantaged citizens the creation of a customer-oriented regionally coordinated public transit system that is efficient, effective, and founded on present and future needs.
- Improve coordination between the City of Carlton, Yamhill County, and the Oregon Department of Transportation (ODOT).

TRENDS

Key needs and trends associated with the city’s transportation system as written in the TSP, are outlined below.

- Recently Rezoned Areas - identify transportation improvements needed to serve areas recently rezoned to meet the city’s projected residential and employment land needs through the year 2027.
- Local Street Network Plan - incorporate recent amendments to the Local Street Network Plan and update for recently rezoned areas.
- Bicycle and Pedestrian elements - were not adequately addressed in 1999 TSP and are outdated. An update is needed to identify and provide detailed project descriptions and cost estimates for an improved system of pedestrian and bicycle routes and investigate the feasibility of a trail within or along railroad right-of-way and spur routes. A recent city emphasis is sidewalk construction, so pedestrian needs identified in the TSP must be updated and prioritized, with cost estimates.
- Roadway Functional Classifications and Street Design Standards - review all classifications and street design standards, including street width and sidewalk requirements, to ensure they match the needs of the community and provide for adequate pedestrian facilities. Work with the Oregon Department of Transportation (ODOT) to establish a cross section for Highway 47, considering the Special Transportation Area designation within the downtown.
- Downtown Truck Bypass -review with ODOT the need and feasibility of routing truck traffic around the downtown.
- Rail Crossings - review rail crossing needs with the ODOT Rail Program and update as necessary.
- Capital Improvement Program - update and develop a Transportation Systems Development Charge (TSDC) for adoption.
- Safe Routes to School (SRTS) - inventory pedestrian and bicycle facilities within the walk zone of Carlton Elementary School and identify key deficiencies and barriers to students walking or biking to school.

IMPROVEMENTS

The conclusion of the TSP divides its recommendations by roadway, pedestrian, bicycle, and transit improvements. Roadway improvements consist of improving the turning radius of identified areas, installing center left-turn lanes, constructing a Main Street bypass, and connecting street access to the railroad right-of-way. Pedestrian improvements consist of installing sidewalks, providing connection across the railroad, and constructing a multi-use path along right-of-way. Bicycle and transit improvements consist of installing bike lanes, providing local funds to expand the Yamhill Transit service, and constructing a transit stop on Main Street.

GOALS, POLICIES, AND OBJECTIVES

GOAL

To provide and encourage a safe, convenient, and economic transportation system.

POLICIES AND OBJECTIVES

- | | |
|---------------------|--|
| POLICY 1 | Plan for a multi-modal transportation system accessible for all users. |
| OBJECTIVE 1A | Make investments to accommodate multi-modal traffic on major and minor arterial roads. |
| OBJECTIVE 1B | Inventory bicycle and pedestrian networks and plan for needed infrastructure improvements. |
| POLICY 2 | Establish and design facilities that improve safety of all users of the transportation system. |
| OBJECTIVE 2A | Identify and implement ways to minimize conflicts between different modes of travel. |
| POLICY 3 | Support improvements that make downtown inviting and access to businesses safe and convenient for pedestrians and bicycles. |
| POLICY 4 | Coordinate facility improvements and services with regional partners such as Yamhill County and Oregon Department of Transportation (ODOT). |
| POLICY 5 | Explore opportunities to provide or participate in local or regional public transit programs to provide transportation services to local residents. |
| POLICY 6 | Preserve the function, capacity, level of service, and safety of State Highway 47. |
| OBJECTIVE 6A | Coordinate all transportation-related activities impacting Highway 47 with the Oregon ODOT. |
| OBJECTIVE 6B | Conform to ODOT standards and practices with transportation issues concerning Highway 47. |
| OBJECTIVE 6C | Coordinate with ODOT on all land use decisions impacting Highway 47. |



ENERGY CONSERVATION

STATEWIDE PLANNING GOAL 13

Goal 13 encourages communities to look within existing urban neighborhoods for areas of potential redevelopment before looking to expand in order to “recycle and re-use vacant land.”

BACKGROUND

As the city continues to expand, the demand for energy in building and transportation networks is expected to increase. Oregon Statewide Planning Goal 13 requires jurisdictions to manage and control the development of land and uses to maximize the conservation of all forms of energy, based on sound economic principles.

HEATING SOURCES

Electricity, wood, other fuel types, and gas are the principal fuel types supplying the energy needs for Carlton.

SOLAR ENERGY

Within the Carlton Municipal Code²⁰, the Downtown (D) District Design Standards allows rooftop “small-scale renewable energy” in the form of mini-wind turbines, solar panels and similar features. These are granted the exception of being visible from the street, alley, pedestrian access way, or civic space.

STREET TREES

Carlton maintains an Approved Street Tree guidance document which offers instructions for siting, planting, and caring for your tree. There is also a list of approved tree species that contains mature height, canopy spread, form, color, and flower information.



ELECTRIC VEHICLES

The Carlton Municipal Code currently allows for Electric fueling stations within the Downtown District, subject to Site Review.

ENERGY EFFICIENCY

Electricity service is provided by Portland General Electric (PGE). The Carlton Municipal Code governs the promotion of energy conservation and efficiency in development through site planning and landscaping in its General Development Standards.

GOALS, POLICIES, AND OBJECTIVES

GOAL

To conserve existing energy resources and develop alternative sources.

POLICIES AND OBJECTIVES

POLICY 1

Encourage energy conservation and climate resiliency in new development through site planning, drought and fire-resistant landscaping, stormwater mitigation, and construction practices that take advantage of climatic conditions of light, heat, cooling, and ventilation.

POLICY 2

Encourage land use patterns that locate various land use activities (residential, employment, recreation, education, etc.) within close proximity.

OBJECTIVE 2A

Promote mixed-use development and increased densities near activity centers and along major transportation routes.

POLICY 3

Plan and solicit support for renewable energy sources.

OBJECTIVE 3A

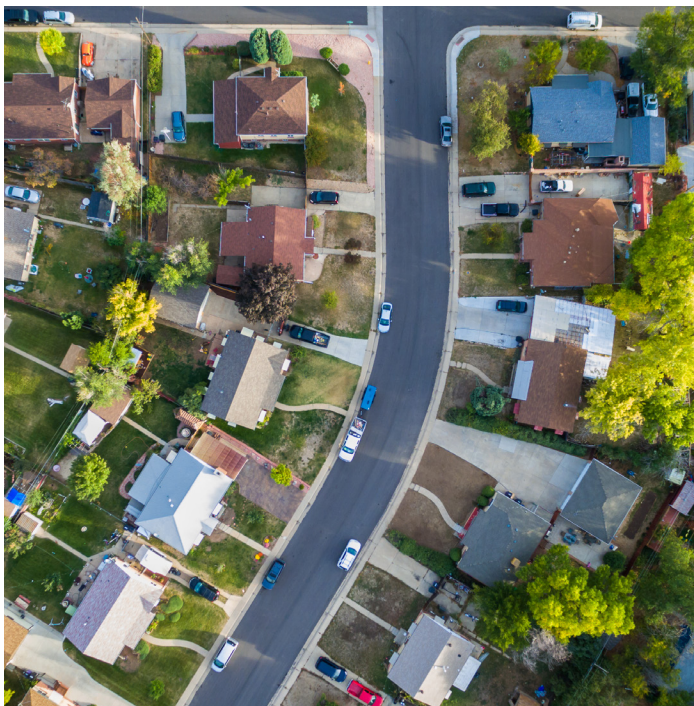
Promote the design and development of public facilities and housing developments to take advantage of solar energy and co-generation.



URBANIZATION

STATEWIDE PLANNING GOAL 14

Under Goal 14 all local governments must adopt an urban growth boundary in the comprehensive plan as a tool to contain urban development and plan for orderly growth.



BACKGROUND

URBAN GROWTH HISTORY

Carlton's city limits and urban growth boundary (UGB) have been identical since the time of the UGB adoption in 1978 and have not changed except for a simultaneous UGB and annexation action in 1985 to include Wennerberg Park. Over the years, the city has seen residential and commercial infill within the existing UGB.

DEVELOPMENT TRENDS

Single family homes have consistently held the highest percentage of occupied housing units in Carlton, up until 2018, when the percentage dropped from 88.7% to 87%. 2000 to 2009 saw the highest percentage of housing development with 211 units built, with a substantial decrease in new units from 2010-2013 at only 83, and since 2014 only 26 new units have been built.²¹

GOALS, POLICIES, AND OBJECTIVES

GOAL

To provide for an orderly and efficient transition from rural to urban land use.

POLICIES

- POLICY 1** **Update and expand the urban growth boundary when conditions exist that satisfy adopted local and state standards for amendments to urban growth boundaries.**

- POLICY 2** **Encourage the location of housing to minimize the consumption of prime agricultural land and other areas of natural resources that contribute to the community's rural character.**

- POLICY 3** **Encourage infill development to utilize vacant parcels and achieve a more compact community.**

- POLICY 4** **Use intergovernmental agreements with Yamhill County and other public agencies as needed to establish areas of mutual interest and coordination procedures relative to urban growth management.**

