



City of Carlton Comprehensive Plan 2000

**AMENDED:
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**Prepared for the:
CITY OF CARLTON, OREGON**

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Prepared by:

**Mid-Willamette Valley Council of Governments
Salem, Oregon**

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NOTICE TO USERS

This **City of Carlton, Comprehensive Plan 2000** is a compilation and reprint of the original **City of Carlton, Comprehensive Land Use Plan, May 1979** as acknowledged by the Land Conservation and Development Commission on May 6, 1980 as subsequently duly amended by various actions of the City. All amendments have been incorporated along with the text and graphics with amendments to the **City of Carlton, Planning Atlas, May 1979**.

The original documents and amendments on file and available for inspection in the office of the City Recorder of the City of Carlton have been faithfully compared to this **City of Carlton, Comprehensive Plan 2000** which constitutes a true copy of the same following compilation of duly passed amendments.

Attested to this ___ day of _____, 2001.

Apryl Denman, City Recorder

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INTRODUCTION

The following document is divided into two major sections. The first is **Findings, Goals and Policies** that represent the efforts of the citizens of Carlton to provide a clear direction for the City's future. The plan was developed through local government and elected officials, responses to community surveys, attendance at public meetings and hearings, and responses to draft proposals. Those who have participated in the Planning process believe the goals and policies are accurate representations of the needs and desires of the community.

The goals contained within this Plan provide the directions for the future of the City of Carlton. The policies represent the specific actions the City feels are necessary to accomplish the goals. The policies are supported and enacted by the provisions of the **City of Carlton Development Code**. Some policies further require specific efforts on the part of the City or other public entities. Action on these policies may depend to a great extent on the availability of fiscal resources through time. Thus these goals and policies provide a basis for all future public resource decisions, so that the future changes in the City will be accommodated in the most timely, orderly and efficient manner possible.

The second section, **Planning Resources and Atlas** is a synthesis of the information gathered and discussed during the development and update of the Carlton Comprehensive Land Use Plan from which are derived the goals and policies.

This section is again arranged to show how the statewide land use goals were considered during development of Carlton's Plan, and provide the factual base for those goals and policies.

Oregon Revised Statutes require a "comprehensive" land use plan, one which includes a coordinated land use map and policy statements that interrelate "all functional and natural systems and activities relating to the use of the land." In addition, the plan is "coordinated," meaning that "the needs of all levels of governments, semi-public and private agencies and the citizens of Oregon have been considered and accommodated as much as possible." [ORS 197.015(4)] The plan must integrate and be compatible with the planning efforts of the county, region and state. It is believed that these standards are met.

The sections are arranged and referenced to show how the statewide land use goals were considered during development of the Plan.

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BACKGROUND NOTES

The preparation of the original May 1979 Planning Atlas and Comprehensive Plan documents were financed through a comprehensive planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended. These were adopted on June 11, 1979, Ordinance No. 472, and the original Atlas and Plan were subsequently amended during periodic review: January 12, 1987, Ordinance No. 526. Additional planning history is provided in the Bibliography and Reference Section at the end of this document.

A complete revision of the Planning Atlas and Comprehensive Plan was instituted during the next periodic review. The first phase of that review was adopted June 15, 1999, Ordinance No. 599. The first phase addressed, Citizen Involvement [Goal-1], Land Use [Goal-2], Economy of the City [Goal-9], Housing [Goal 10], and Urbanization [Goal-14]. The Transportation [Goal-12] element was adopted December 14, 1999, Ordinance No 605-A.

The process of periodic review was terminated on June 30, 1999, the effective date of SB 543 adopted during the 70th Legislative Assembly that changed the criteria for periodic review of city comprehensive plans. The city then applied for and was given a grant to complete work tasks which had been identified as critical to the maintenance of the planning effort prior to Carlton being removed from Periodic Review. These tasks included developing and adopting a unified Development, codification of the Comprehensive Plan into a single document, creation of a GIS planning map base, and updating those portions of the plan addressing Goals 7, 11 and 13. It was intended that the process would be done in a manner as to allow simultaneous adoption.

In 2007, the City completed updates to the following sections of the Planning Atlas and Comprehensive Plan: Economy of the City [Goal 9]; Population and Housing [Goal 10]; and Urbanization [Goal 14]. The updates were funded in part through a grant from the Department of Land Conservation and Development (DLCD). The City adopted the plan updates on July 9, 2007, Ord. No. 665.

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Air photo



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Carlton, Oregon



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FINDINGS, GOALS AND POLICIES

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CITIZEN INVOLVEMENT [Goal-1]

Carlton has an adopted Citizen Involvement Plan [**See Appendix A**] to ensure that the citizens of the City have an opportunity to be involved in all phases of the planning process. The City has designated its Planning Commission as the Committee for Citizen Involvement (CCI).

The ultimate purpose of the Citizen Involvement Plan is to establish effective communication and involvement between governing officials and the citizens of the Community. It is intended specifically to promote awareness of this opportunity and to provide channels of communication so that the public may express their views to appointed and elected officials. It also provides means whereby citizens are guaranteed an open response to those views.

Under Oregon land use laws, applications for land use decisions require a quasi-judicial hearing to be held. The standards for these hearings are set by statute and provide for a formal and structured level of citizen involvement.

Findings

The Carlton Planning Commission serves as the Committee for Citizen Involvement (CCI)

The body met regularly and provided the direction for plan and plan update development. All meetings were announced and open to the public.

- Technical reports were available for public review.
- Community surveys were conducted to obtain input and determine citizen needs, desires, and opinions.

Oregon Revised Statutes, 197.763 provide the rules for conduct of local quasi-judicial land use hearings to be used in the by the planning commission and/or city council when making a land use decision. The incorporation of these rules into the comprehensive plan and land use regulations is required by statute.

Goal

1. To maintain a Citizen Involvement Plan that ensures the opportunity for citizens to be involved in all phases of the planning process.

Policies

1. The City shall employ a variety of methods of informing citizens and obtaining their opinions and attitudes on matters relating to the planning process.
2. The City shall continue to involve citizens in all phases of the planning process.
3. In accordance with state law, the City shall conduct all hearings leading to a land use decision as quasi-judicial hearings.
4. The City shall incorporate into its land use regulations the provisions of state law regarding the conduct of quasi-judicial hearings and shall regularly review those regulations and make changes required to maintain them in conformance with state law and court interpretations.

LAND USE PLANNING
[Goal-2]

Findings

- Data inventories were prepared on the natural resources, man-made structures and utilities, developable lands, population and economic characteristics and projections to the year 2027 and are included as a part of the planning atlas.
- Land requirements were projected and facilities and services capability to meet future growth needs were analyzed.
- The plan and urban growth boundary were evaluated based on the above information, citizen input and governmental coordination.

Goal

1. 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.

Policy

1. The Planning Commission will conduct a thorough review of the Plan and Implementing Ordinances at least as often as directed by the Oregon Department of Land Conservation and Development in order to satisfy the periodic review requirements of ORS 197.633.

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NATURAL RESOURCES

Agricultural Lands [Goal-3]

About 98% of the Carlton planning area is in Class II and III soils which are considered to be potentially suitable land for agricultural purposes. These lands are generally favorable for building sites, as is evidenced by the existing developments on these soils. The agricultural lands have been determined to be necessary for the future urbanization of the City beyond the year 2017. Until such time as these lands are needed, agriculture shall serve as an interim land use within the urban growth boundary.

Findings

- Within Carlton's municipal boundaries there are approximately 280 acres of land devoted to agricultural uses. This represents 49% of the City's land area.
- All 280 acres are SCS Agricultural Capability Class II or III soils.
- Farm crops grown in the planning area range from grains and seed grasses to fruits and nuts. Grazing lands also make up a significant share of the agricultural activity in the area.

Goal

1. To preserve the economic livelihood of the farmer by preserving prime agricultural land for farming.

Policies

1. Agricultural land conversion to urban uses shall be done only when adequate public facilities and services are available to the area(s) proposed for development.
2. The City shall *retain* established agricultural *holding* zones until agricultural lands are needed for urban uses.¹
3. The City shall encourage Yamhill County to restrict commercial and residential development outside the Carlton Urban Growth Boundary.

Forest Lands [Goal-4]

There are no forestlands in the City of Carlton. 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.

¹ A rewording of original policy that does not change the basic meaning.

Because of the absence of forestlands within the planning area, the Planning Commission chose not to develop goals and policies at this time.

Open Spaces and Scenic Sites [Goal-5a]

There are areas within the City of Carlton that are desirable to preserve as open spaces. The most notable of these are the agricultural and undeveloped lands surrounding the urban core. However, it should be noted that as a rural community, Carlton is surrounded by scenic farmland and open spaces that lend an overall pastoral setting to the City.

Findings

- Two small creeks run through the northeast section of the City. These merge and flow out of the southeast corner of the City. The land adjacent to these creeks is primarily used for agriculture, open and wooded space. These areas 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.
- Other existing uses which provide open space in Carlton include school grounds and the City Parks. Scenic views are offered by the number of historic structures in the community and by the Coast Range Mountains to the west of the City.

Goal

1. To conserve open spaces and preserve, scenic, and resources.²

Policies

1. The City shall ensure that as development occurs, adequate land will be retained in permanent open space.
2. Efforts shall be made to preserve creeks and floodplain areas as open space. These areas shall be maintained to provide a natural storm water and drainage system. Bicycle and pedestrian pathways should be examined for possible inclusion in these areas.

² See Historic and Cultural Resources Section.

3. To maintain and improve the visual quality of the City, outdoor advertising signs shall be regulated, particularly in non-industrial and non-commercial zones. Signs throughout the City should be aesthetically pleasing.

4. through 8. [Moved to Historic and Cultural Resources Section]

Mineral and Aggregate Resources [Goal-5b]³

The Department of Geology and Mineral Industries completed an inventory of mineral and aggregate resources for Yamhill County in 1981. There are no existing quarrying or mining activities in the Carlton area at this time. One quarry was listed with no reserves of sand and gravel available.

Findings

- *Development of mineral and aggregate resources within Yamhill County impacts the cost of public infrastructure in Carlton.*

Policy

- *The City shall support the development and protection of mineral and aggregate resources throughout Yamhill County.*⁴

Energy Resources [Goal-5c]

[Not addressed in the 1987 plan]

Fish and Wildlife Resources [Goal-5d]

There are no major fish and wildlife habitats in the planning area. Therefore the Planning Commission and the Citizen Advisory Committee have decided not to develop specific goals and policies for this element at this time. The bodies felt that the North Yamhill River does not have a large enough sport fishery to attract anglers. The groups also felt that since the river was outside the City limits, the City had no jurisdiction over it.

It was decided that if the State were to show additional commitment to improve the fishery of the River to the point where it would directly benefit the community, and to reestablish Carlton Lake, then a mechanism for coordination with appropriate agencies would be developed.

³ A proposed update of this resource sub-section, based on readily available information.

⁴ A proposed added policy based upon existing data.

Within the Plan review process, it was decided that when and if wildlife resources became an important element in the community, then goals and policies would be developed.

Water Resources [Goal-5e]⁵

NOTE: Water Resources does not address water storage, distribution and treatment for domestic purposes, that subject is covered under the Public Facilities and Services Section.

Carlton is well situated in terms of water resources. Although the area lacks the necessary geologic formations to produce large groundwater supplies, surface water is plentiful and has been developed wisely. The impoundment on Panther Creek should provide an adequate municipal supply to the year 2000. The close proximity of the North Yamhill River provides excellent aquatic recreational opportunities.

Findings

- A survey of surrounding geological formations reveals that there are no major water bearing aquifers upon which the City could rely for supply. Therefore, water resource potential for municipal or industrial use is limited to surface water development.
- Surface water resources include the North Yamhill River and its tributary, Panther Creek.
- The Panther Creek impoundment of 23 million gallons of holding capacity can provide adequate municipal supply to the year 2000.
- The North Yamhill River provides scenic and recreational opportunities.
- The flow of the North Yamhill River is highly variable. The average summer flow is 3.8 cfs. A record high of 9,350 cfs was posted during the flood of 1955.
- The City of Carlton's water resources are influenced by the Middle Willamette River Basin Study.
- The City's water resource is influenced by the sensitive groundwater area that underlies the City.

⁵ Limited changes to this section are based upon a study done as part of periodic review entitled, City of Carlton, Panther Creek Watershed Protection, July 1997.

- Logging activities, coupled with major storm events, have increased siltation in the Panther Creek Impoundment Dam.

Goals

1. To protect Carlton's water quality through compliance with State, Regional, and Federal water quality standards.
2. To protect groundwater and aquifer resources from damage by residential, industrial, and commercial development.
3. *To protect Carlton's Panther Creek Watershed through coordination with Yamhill County, private landowners, and BLM.*

Policies

1. To protect Carlton's water resources through coordination with the Department of Water Resources.
2. The City has been identified as a major water table area with a sensitive aquifer by the DEQ. At the appropriate time, the City will coordinate with the DEQ in the implementation of its program for water table areas with sensitive aquifers. The DEQ anticipates this program may have an effect of the placement of septic tanks and underground storage tanks.
3. *The City shall propose a cooperative agreement between private industry, Yamhill County, and BLM for watershed protection and enhancement.*

Historic & Cultural Resources [Goal-5f]⁶

Findings

- 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) that was built in 1912 is contiguous to the UGB. It is listed on the Statewide Inventory of Historic Sites and Buildings.
- Local historians contend that the wooden barn, located on the southwest corner of Park and Taft, is the oldest structure in Carlton proper. It was on the farm of John Wennerberg, an early benefactor of the City of Carlton.

⁶ Goals and Policies found in this section can be found in the original 1987 comprehensive plan under Open Spaces.

Goal

1. To conserve *historic*⁷ and cultural resources.

Policies

1. The City's designated historic sites shall be protected, promoted, and enhanced as important community resources.
2. Preservation of Carlton's designated historic structures shall be promoted by prohibiting the construction of adjacent buildings that would detract from the visual and aesthetic qualities of the historic structures.
3. Carlton's inventory of historic resources shall be continually updated to include any additional qualifying sites or structures. Special funding sources and incentive programs for restoration and preservation should be investigated.
4. If archeological sites are identified in the City, the City will coordinate with the State Historic Preservation Office in establishing a review procedure that meets the requirements of Administrative Rule 660-16-025.
5. The City shall coordinate with and seek advice from the State Historic Preservation Office in matters regarding existing and potential historic sites and/or structures.

Air Resources [Goal-6]

Carlton exceeds the air quality standards set by D.E.Q, and there exists very slight potential that air pollution would pose a problem within the planning area. However, the City sees a need to maintain the present air quality and to evaluate the impact of future development of air resources.

Findings

- Federal and State air quality standards are presently being met.
- Field burning is a seasonal form of air pollution.
- The overall area is susceptible to temperature inversions.
- Increased automobile traffic will increase auto related air pollution.

Goals

1. To maintain and improve the quality of the air resources of the City and State.

⁷ Rewording for clarification that does not change the basic meaning of the goal.

Policies

1. The City shall support State and Federal agency efforts to maintain and improve the air resources of the City and the State.
2. The City shall restrict future developments, which would detrimentally affect the quality of the air resources.
3. The City shall encourage alternative forms of transportation to reduce automobile emission pollution.
4. All development within the City shall comply with D.E.Q. air quality standards.

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NATURAL HAZARDS [Goal-7]

The only identifiable natural hazards found in the Carlton area are due to flooding, seismic, soil and slope hazards. Approximately 11 percent of the planning area is subject to some form of non-seismic natural hazard. Although some of these areas are presently developed, agriculture and open space are the primary uses of the land. Those areas with severe building limitations should be extensively evaluated to adequately plan for future growth.

Flood Hazards

The flood hazard area within Carlton's city limits occupies only a negligible portion of the land. Most of this is in agricultural or open space use at the present time. Any use of flood hazard area should be carefully evaluated before future development is allowed to occur.

Findings

- Carlton abuts the 100-year flood plain of the North Yamhill River. A small portion of the area within the southwest city limits is affected.
- Areas along Hawn Creek may experience occasional flooding of under one-foot and are subject to serious flooding every 100-500 years.

Goals

1. To minimize danger to public safety and welfare from flooding and to improve the general welfare by reducing economic loss due to interruption of business and industry, or damage to homes and other properties.
2. To minimize damage to public facilities and utilities such as water, electric, telephone and sewer lines, and streets and bridges located in areas of specific flood hazard.
3. To help maintain a stable tax base by providing for the sound use and development of areas of specific flood hazard so as to minimize future flood blight areas.
4. To minimize expenditure of public money required for costly flood control and recovery programs.

Policies

1. The City shall 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.
2. The City shall designate areas of recognized flood hazard.
3. The City shall recognize and incorporate additional flood data as it becomes available.
4. The City shall make information regarding flood hazards available to the public to ensure that those who consider occupying areas of potential or existing flood hazard have access to appropriate information and assume responsibility for their actions.
5. The City shall require that uses vulnerable to floods, including facilities that serve such uses, be protected against flood damage at the time of initial construction.
6. The City shall ensure that public utilities be protected from flood hazard at the time of initial construction.
7. The City shall control the alteration of natural flood plains, stream channels, and natural protective barriers, which help accommodate or channel floodwaters.
8. The City shall control filling, grading, dredging and any other development that may increase flood damage.
9. The City shall prevent or regulate the construction of flood barriers that may increase flood hazards in other areas.
10. The City shall enforce its Flood Hazard Zone as a way to guide development within the flood plain and encourage expansion into areas not affected by the flood plain hazards.
11. The City shall control runoff from newly developed areas that increases flood hazard and/or erosion?

Seismic Hazards

Findings

No specific zone of seismic activity has been identified within Carlton, however, the location of Carlton in western Oregon provides a high degree of probability that Carlton could be subject to significant seismic at some point within the life span of structures and facilities currently in use.

Goals

1. To reduce the potential for loss of life and bodily injury from seismic activity.
2. To minimize the potential for earthquake related damage in Carlton.

Policies

1. Carlton will promote earthquake hazard awareness and hazard mitigation activities in the community by periodically providing information to residents such as on retrofitting measures that can reduce the vulnerability of dwellings.
2. Carlton will seek adequate funding sources to coordinate an assessment of the level of earthquake preparedness in the community and the vulnerability of key public facilities. The assessment will include the development of a prioritized list of hazard reduction activities.

Soil Hazards

Findings

Of the seven soil types present within the planning area, three soils, occupying *approximately* 11 percent of the land, are in the "severe" category.

Goal

1. To recognize areas of soil hazard and require that uses vulnerable to soil hazard be protected from future damage at the time of initial construction.

Policies

1. The City shall designate areas of recognized soil hazard.

2. The City shall make information regarding soil hazards available to the public to ensure that those who consider occupying areas of potential or existing hazard have access to appropriate information and assume responsibility for their actions.
3. The City shall request assistance and comment from appropriate agencies in evaluating development in areas of known soil hazard.
4. The City shall, through assistance from appropriate agencies, ensure that criteria for building in soil hazard areas are met.
5. The City shall ensure that building plans of large structures in areas of known hazard, including industrial and commercial structures, bear the stamp of an engineer, registered in the State of Oregon, and his statement that foundation plans are adequate for the soil conditions on the site.
6. The City shall ensure that public utilities and services be protected from soil hazard at the time of initial construction.

Slope Hazards

Building on steep slopes has implications not only in terms of public safety but economics as well. Design and construction costs must be taken into account when building on steep slopes. As slopes increase there is an increase in the construction cost of the structure.

Finding

- The steep slopes, those in excess of 20%, are found along the western city limits line near the North Yamhill River and the eastern portion of the City along Hawn Creek. While not necessarily a hazard themselves, slopes are a factor to be considered when combined with other hazards. Soils which have been identified as being slide prone present a higher risk of sliding as the degree or percentage of slope increase.

Goal

1. To designate areas containing steep slopes for land uses commensurate with the ability of the land to support the development.

Policies

1. The City shall make sure that proper grading and engineering procedures are followed when building on steep slopes to avoid soil erosion, roadway and structure collapse and mass movement of underlying geologic structure.
2. The City shall ensure that native vegetation is retained in sufficient amount to prevent soil erosion.

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RECREATION
[Goal-8]

Carlton recognizes the importance of places for recreation for the community's well being both in the variety of parks available and in the open space possibilities within the City. It is the City's intent to continue to maintain a balance between work, living, and play spaces.

Findings

- Carlton currently has two city parks. The smaller of these, located in the City Center, is 1.46 acres and contains picnic facilities, playground equipment, a sports court, and city pool. The pool is open daily during the summer months. A larger 15-acre park (Wennerberg Park) situated within the City limits along the banks of the North Yamhill River offers river access for swimming and fishing although these activities are rarely practiced. The park contains picnic tables, a baseball field, a softball field, and restrooms. Athletic fields around the elementary school are also available for use by the general public.
- According to standards released by the Parks and Recreation Branch of the Oregon Department of Transportation, a citywide park should be 2.50 acres per 1,000 people. With an estimated 1999 population of 1,555, Carlton's 15.5 acres of parkland easily satisfies this standard. In addition, there is sufficient parkland to meet the needs of the City's projected population to the year 2017.⁸
- While adequate acreages is available for park use, it is not well distributed and as the community grows there will be a need for additional small park/playground availability on the east side of the city.
- There are no county or state parks in the immediate vicinity of Carlton.
- While adequate park facilities and land exist in Carlton, there location on the west side of the community does not allow easy access to the whole community. A need exists for small neighborhood parks and playgrounds on the east side of the community.

Goal

1. To provide adequate park land and recreational facilities for the citizens of the community.

⁸ Updated to reflect June 1999 population estimates.

Policies

1. Recreational facilities and services shall be expanded as the need arises.
2. To the extent possible, the acquisition of park sites in advance of actual need shall be made to assure the availability of adequate, properly located sites. The City shall investigate and enact appropriate funding alternatives and other suitable techniques for the acquisition and development of park and recreational facilities.
3. Continued availability and use of school-owned recreational facilities by the general public shall be encouraged in the future. In addition, schools and parks shall be located on adjacent sites whenever possible.
4. Development of bicycle and pedestrian pathways should be examined as a potential recreational resource for the citizens of Carlton.
5. The City shall support Yamhill County in meeting its anticipated demand for future parkland for recreational uses.
6. The city shall seek funding for a park and recreational study sufficient to identify and program future park and recreational facility and property needs.

ECONOMY of the City
[Goal-9]

Like most of Yamhill County's small cities, Carlton has served chiefly as retail and service center supplying goods and services for those living and working in the surrounding area. Agriculture and the lumber industry have historically dominated the economy of the area. Today the lumber industry is no longer significant to the City and the local economy is largely concentrated in retail trade and services.

Findings

- Industrial and commercial land supplies exist to serve the community to the year 2027
- Commercial growth is most likely to occur in capturing weekend highway trade from the Portland metropolitan area.
- Industrial growth is most likely to occur in small specialty industries including the wine industry.
- The highest percentage of the work force commutes to either McMinnville or Newberg.

Goal

1. To provide for the needs of existing industries, encourage desired economic growth, develop a stable community-based economy, and provide for greater employment opportunities for Carlton's citizens.

Policies

1. Carlton shall encourage the type of industrial development that contributes substantially to the community's economy by assuring that revenues and wages generated will be recycled through the local economy.
2. Carlton shall encourage industry that will raise the wage scale in the community.
3. Carlton shall encourage industry that will offer employment to, and create a balance between, a broad range of workers, including professional, skilled and unskilled labor.

4. Industry shall be encouraged that provides training opportunities in skills that can be transferred to other job categories and opportunities.
5. The City shall encourage industry that would pay its fair share for services required for its establishment and maintenance.
6. An industrial facility proposal shall be evaluated to consider the social, environmental, and economic impacts to the City and surrounding area before being approved.
7. An industrial facility proposal shall be evaluated to consider both short and long term social, environmental, and economic impacts to the City and surrounding area before being approved.
8. Carlton shall encourage industry and/or economic activity that will be energy efficient and include, but are not limited to the following:
 - (a) efficient building, manufacturing and heating practices,
 - (b) co-generation systems including the burning of wastes, and
 - (c) utilization of new and alternative systems.
9. Carlton shall encourage industrial development that meets appropriate D.E.Q. pollution control requirements.
10. Carlton shall, encourage a strategy of economic development that will:
 - (a) efficiently utilize and develop existing resources,
 - (b) encourage further development and expansion of existing facilities and industries and/or economic activity,
 - (c) identify local, state, and federal resources to assist in the economic and industrial expansion (growth) desired in Carlton,
 - (d) identify and correct problems that discourage desired economic growth, and
 - (e) identify and promote industry and/or economic activity that will be compatible with, and enhance and maintain Carlton's small town character, quality of life and identity.

11. Carlton shall direct future industrial growth determined to be incompatible with residential neighborhoods away from existing or designated areas of future residential development. These industries shall be sited in controlled areas sufficiently buffered from adjacent uses to prevent conflict.
12. Industrial development along Highway 47, including the entrances to Carlton, shall be attractively designed with landscaping to screen industrial storage and work areas from view.
13. Carlton shall encourage business development that retains, strengthens and expands the business base in Carlton.
14. Carlton shall encourage businesses that will complement and improve the existing downtown commercial mix and will enhance downtown's attractiveness to its target markets.
15. Carlton shall maintain a long-term (20 year) supply of industrial and commercial lands that includes a variety of parcel sizes and locations. Redesignation of land to or from commercial or industrial zones may be allowed providing:
 - a. It serves the community's interests and does not impact the long-term continuity of the 20 year land supply; and
 - b. There is a demonstrated need to expand the industrial/commercial or non-residential land use supply.
16. Carlton will review the City's economic forecast and commercial and industry land supply as updated employment data and regional forecasts become available.

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HOUSING [Goal-10]

One of the major concerns of the City is to allow the opportunity for the provision of an adequate choice of housing for both its present and future residents. With the rapidly accelerating costs in the housing market, it is the City's intent to provide the opportunity for the development of a wide range of housing types.

Findings

- As of the end of 2006, there were 673 housing units in Carlton. Approximately 88% of these are single family including manufactured housing, and 12% are multifamily.
- The 2000 Census found that 75.4 percent of all residential units were owner-occupied units and the remaining 24.6 percent were rental units.
- Based on a population projection of 2,379 by year 2027, it is estimated that 233 additional dwelling units will be needed in Carlton.
- Using the Housing Needs Model developed by the Oregon Housing and Community Services Department there will be an estimated need for 176 new single-family and 57 multifamily units by the year.

Goal

1. To develop a variety of housing opportunities to meet the needs of all present and future residents at the lowest possible cost, and with the highest possible standards.

Policies

1. To permit new developments only when all urban services become available. These services shall include: public water, sanitary sewers, storm drainage, solid waste collection, streets, parks and recreation facilities, and adequate police, and fire protection.
2. To conserve and improve structurally sound existing housing stock in Carlton.
3. Within already-developed areas, a variety of infill housing types shall be made available using appropriate density and design standards.

4. The City recognizes manufactured housing as a significant source of housing supply, and manufactured dwelling units shall be permitted anywhere single-family dwellings are permitted, subject to the construction standards and exceptions allowed by State law.
5. To assist parties to access to federal, state, or other funds for the rehabilitation of existing housing.
6. Residential Land Use Policy
 - a. All residential development within the City of Carlton shall conform to the state building, electrical, plumbing, and fire codes. Residential development shall be encouraged in a compact and efficient manner to provide the needed housing units for varying income levels, reduce the amount of land used for residences, conserve energy supplies, and facilitate the provision of public facilities and services in an efficient and economic manner.
 - b. The City shall encourage a mix of housing types including duplex development within new subdivisions and residential planned unit developments until the City's housing mix more closely resembles the preferred ratio of 75 percent single-family to 25 percent multifamily.
 - c. Varying lot sizes and configurations shall be encouraged in order to provide for a variety of housing types, densities and designs.

PUBLIC FACILITIES AND SERVICES
[Goal-11]

The orderly and cost efficient provision of public facilities and services for present and future residents of Carlton is a high priority of the City. The City provides public water, sewer, and a limited storm drainage system service. Other public facilities and services that have been identified as necessary to promote the health, safety, and general welfare of the community are: educational facilities, solid waste disposal, fire protection, police protection, medical services, city government, social and cultural services, communications, electrical power, and street construction and maintenance.

Findings

City Government

- Carlton has an elected mayor-council form of government. The Mayor and six member Council are the policy making body for the City. A seven-member Planning Commission, appointed by the Council, considers and rules on various land use applications. Their decisions may be appealed to the Council.
- The City employs a staff of eight. These include: a city manager, a city recorder, two police officers, three public works employees, and an office worker.

Fire Services

- The Carlton Fire Department consists of a Fire Chief and about 25 volunteer fire fighters. The Department provides service to the City and surrounding fire district totaling approximately 30 square miles.
- Water pressure in the downtown area is considered sufficient for fire fighting needs.
- The City has a fire rating of five (5).
- The present firehouse facilities are inadequate to house newer equipment. With the replacement of existing fire equipment, as it becomes obsolete, a need exists for new or expanded firehouse facilities.

Police Services

- Carlton's City Police Department consists of a Chief of Police, one (1) full time officer and six (6) reserve officers. City officers are available to provide 24-hour service.

Medical Services

- There are presently only dental, veterinarian and limited medical services in Carlton. Providence Newberg Hospital and Willamette Hospital, McMinnville are the nearest facilities, and there are numerous health care providers in both cities. There is also a County Health Department that offers a number of health services to all County residents. These services include home nursing, clinics, counseling, and a mental health program.
- Emergency ambulance service comes from the McMinnville Fire District.

Social and Cultural Services

- Because of its close proximity to McMinnville, Portland, and Salem; Carlton residents are offered a variety of social and cultural activities. A number of local organizations supplement those services.
- The Chemeketa Regional Library System allows Carlton residents limited library service at Newberg and McMinnville. It is generally felt that added growth would necessitate changes in the City's commitment to library services.

Communication Services

- Local telephone service is provided by Sprint with extended area calling available to McMinnville and the Portland Metropolitan area.
- Carlton has its own post office. There is no mail delivery service at this time. All residents pick up their mail at post office boxes.
- Other communication facilities available to Carlton include newspapers published in surrounding towns and reception from several radio and television stations.

Water Supply System

- The approved City of Carlton, Master Water Plan, 1996; projects system demand and facility needs to the year 2016.
- The existing system should meet the average daily demand of 800,000 gpd and peak daily demand of 2,000,000 gpd projected for the planning period.

- With extensive emergency system modification now underway, an updated Master Water Plan should be considered.

Wastewater System

- The wastewater treatment plant was constructed in 1995 along with the Hawn Creek pumping station.
- Extensive I/I (Infiltration and Inflow) remains a critical system problem.
- Carlton shall continue to cooperate with DEQ and EPA and to resolve replacement and upgrading needs.
- Carlton shall require all development to comply with State and Federal environmental rules, regulations, and standards.

Storm Drainage System

- Carlton does not have an overall city storm drainage system. Storm drains exist in the commercial core area only. Residential areas of the community rely on surface drainage. Roadside swales assist in the collection of runoff water. The preparation and adoption of a Storm Water Master Plan is the essential first step toward adequate storm water management.

Energy Distribution System

- Portland General Electric provides Carlton's electric power. P.G.E. indicates that there exists no problem with the expansion of the Carlton system to meet expected growth trends.

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Solid Waste Disposal

- City Sanitary and Recycling Service provides solid waste and recycling services to Carlton and the immediate area. Solid waste is transported to the Riverbend Landfill site, 3 miles south of McMinnville. City Sanitary and Recycling has a 20 year disposal contract with the owner of Riverbend Landfill for this disposal
- Monthly curbside recycling service is provided the same day as solid waste pickup. A variety of commercial recycling services such as high-grade paper and cardboard pickup are provided. Recycled material is brought to a processing center and the material is marketed.

Goals

1. To develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for future development.

Policies

1. Public facilities and services plans shall coordinate the type, location, and delivery of public facilities and services in a manner that best supports the existing and proposed land use of Carlton.
2. The City shall promote the upgrading and maintenance of the wastewater system as a vital element to the continued well-being of the community, and shall cooperate with and coordinate such efforts with applicable regional, state, and federal agencies.
3. Existing residences not connected to the existing wastewater system shall receive first priority for sewer hookup when the system is upgraded and expanded.
4. The City shall identify and promote equitable sewer and water assessment schemes.
5. Developable areas which are most easily served by public facilities and services shall be identified and promoted as priority development areas.
6. Carlton shall examine, identify, and promote energy efficient and cost effective methods to provide and maintain public facilities and services. These include, but are not limited to street, curb, and sidewalk construction and provision of adequate drainage measures, both man-made and natural, to accommodate storm runoff.
7. A public facility and service should not be provided in a developable area unless there is provision for the coordinated development of all facilities and services applicable to the kind of development intended.
8. The City shall ensure that adequate sedimentation, erosion control, and drainage measures are taken for all new buildings and development.
9. The City shall investigate and promote measures to improve and maintain a high standard of water quality within the domestic water system.

10. Carlton, when in the best interest of the community, should support and promote the use of countywide social services. Particular attention shall be paid to the needs of the youth and the elderly.
11. A high standard of police and fire protection shall be maintained and expanded as needed.
12. The City shall coordinate efforts with the contracted disposal service to assure that the solid waste disposal needs in the community are being met in a most cost efficient and energy conserving manner.
13. The City shall promote recycling of solid waste materials.
14. The City shall encourage the Chemeketa Region Solid Waste Management Program to provide policy and implementation alternatives for an effective solid waste program.
15. The City shall coordinate with Yamhill County on all solid waste management decisions by the City of Carlton.
16. The City shall review land use applications relating to commercial/industrial activities to assure TMDL's are not exceeded at the City's point of wastewater discharge.
17. The City shall periodically review its Wastewater Plan, Water Plan, and Storm Drainage Plan as needed but no less than once every five years. If the review finds a plan to be deficient, it shall be updated.

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TRANSPORTATION
[Goal 12]

The City's transportation goals, objectives and policies provide the overall guidance for the future development of the transportation system.

The **overall goal** of the Carlton TSP is to:

Develop a balanced multi-modal transportation system that will accommodate future growth in a safe, convenient, and economically feasible manner. In developing the future transportation system of the City of Carlton, the existing character of the city should be preserved.

This goal is supported by more four (4) related transportation goals. The City's transportation goals are further defined and supported by specific transportation objectives and policies that help guide the future development of the Carlton transportation system. The goals, objectives and policies of the TSP include the following:

Goal 1 - Preserve the function, capacity, level of service, and safety of State Highway 47.

Objectives

- A. Maintain and implement access management standards that meet the requirements of the TPR and also consider the needs of the community.
- B. Construct an alternate truck route to mitigate current truck impacts through downtown Carlton.
- C. Preserve the capacity and function of the state highway by promoting alternative modes of transportation, transportation demand management programs (i.e. ridesharing and park and ride), and transportation system management (TSM) measures.
- D. Maintain a volume to capacity ratio of 0.85 or better along Highway 47 and 0.95 within the portion of Highway 47 designated as a Special Transportation Area (STA).
- E. Evaluate the need for traffic control devices along Highway 47.

Policies

- A. The City shall coordinate all transportation-related activities impacting Highway 47 with the Oregon Department of Transportation.
- B. The City shall conform to Oregon Department of Transportation standards and practices with transportation issues concerning Highway 47.
- C. The City shall coordinate with the Oregon Department of Transportation on all land use decisions impacting Highway 47.
- D. The City shall work with the Oregon Department of Transportation to further refine and implement the Highway 47 transportation improvements identified in the Transportation System Plan.

Goal 2 - Enhance the transportation mobility and safety of the local street system.

Objectives

- A. Continue to develop the road system as the principal mode of transportation.
- B. Maintain a volume to capacity ratio of 0.85 or better.
- C. Maintain and implement the adopted local street plan to preserve future rights-of-way for future streets and to maintain adequate local circulation in a manner consistent with Carlton's existing street grid system.
- D. Require developments to construct their accesses consistent with the local street plan.
- E. Maintain and implement access management policies for the local arterial, collector and local street system and direct commercial development access to local streets wherever possible.
- F. Encourage development to occur near existing community centers where services are presently available to minimize the need for expanding services and to more efficiently utilize existing resources.
- G. Work with the Oregon Speed Control Board to examine the need for speed reduction in specific areas such as adjacent to local schools.
- H. Identify local traffic problems and recommend solutions.

- I. Review and revise, if necessary, street cross section standards for local, collector, and arterial streets to enhance safety and mobility.
- J. Develop and adhere to a transportation improvement program implementing the improvement recommendations of the TSP as funding is identified.
- K. Consider the use of reduced street widths and other traffic calming techniques to provide safe passage for pedestrians and bicyclists, and a more livable neighborhood environment for residents.

Policies

A. Approval Processes for Transportation Facilities

The following policies relate to the approval process for transportation facilities:

1. The Transportation System Plan is an element of the City's Comprehensive Plan. It identifies the general location of transportation improvements. When a specific alignment is selected for proposed public road and highway projects it shall be permitted without a plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.
2. Except where specifically regulated, the operation, maintenance, repair, and preservation of existing transportation facilities shall be allowed without land use review when, under ordinary circumstances they do not have a significant impact on land use.
3. Except where specifically regulated, the dedication of right-of-way, authorization of construction and the construction of facilities and improvements, for improvements designated in the Transportation System Plan, and for improvement that are consistent with clear and objective dimensional standards, shall be allowed without land use review. The classification of the roadway and approval of road standards shall be in accordance with appropriate procedures.
4. Changes in the frequency of transit services that are consistent with the Transportation System Plan and that under ordinary circumstances do not have a significant impact on land use shall be allowed without land use review.
5. For State projects that require an Environmental Impact Study (EIS) or

Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required. Where the project is not consistent with the Transportation System Plan, formal review of the draft EIS or EA and concurrent completion of necessary goal exceptions or plan amendments shall occur prior to project commencement.

B. Protection of Transportation Facilities

1. The City shall protect the function of existing and planned roadways as identified in the Transportation System Plan.
2. The City shall include a consideration of the impact of proposed development on existing and planned transportation facilities in all land use decisions.
3. The City shall protect the function of existing or planned roadways and roadway corridors through the application of appropriate land use regulations.
4. The City shall consider the potential to establish or maintain accessways, sidewalks, walkways, paths, and trails prior to the vacation of any public easement or right-of-way.
5. The City shall preserve right-of-way for existing and planned transportation facilities through exactions, voluntary dedication, and setbacks.
6. The City shall coordinate with ODOT and the railroad owners/operators to preserve the railroad right-of-way for future rail service.
7. The review of development applications and associated conditions of approval for right-of-way dedications and street improvements shall consider the impact of the development and rough proportionality through an individual determination.

- C. The local street plan in the Transportation System Plan shall be implemented by local developments. The local street plan identifies general alignments of future local streets and maintains a grid system whenever possible. Developers shall be required to follow the local street plan. Flexibility is allowed only as the proposed modifications still meet the integrity of the overall local street plan and circulation objectives.

Any modifications to the local street plan shall be in accordance with the appropriate land use application for the modification proposed. The decision for modification shall be based on the criteria for the appropriate land use application and whether the integrity of the overall local street plan is still met and circulation objectives can still be achieved.

D. Railroad Crossing

In the event a developer is unable to acquire the necessary right-of-way and permission to cross the Union Pacific Railroad right-of-way, for the purposes of street extensions as shown in the City's Transportation System Plan, after good faith attempts, then the City shall consider proceeding to acquire such right-of-way through the exercise of the City's power of eminent domain. The street extension must serve proposed uses which are permitted under the City Zoning Code, and for which preliminary plat approval has been granted if required.

The City shall keep account of time and expenses incurred in acquiring said right-of-way, including court costs, and the developer shall pay all such expenses, together with the amount of judgement or settlement, as a condition of issuance of construction permits. The City may require the posting of a cash bond, or other security acceptable to the City, to cover the estimated costs of the proceeding and costs for compensation to the owner of the railroad right-of-way.

Any settlement of condemnation action must be concurred in by the developer. In the event the developer decides to abandon the development, the developer shall pay to the City all costs incurred in preparing for and prosecuting the condemnation action.

All rights-of-way acquired by the developer, or for the developer, shall be dedicated to the City prior to construction of any street.

Goal 3 - 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. The City of 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.

Objectives

- A. Maintain and implement the Transportation System Plan's pedestrian and bicycle plan providing for sidewalks, bikeways, and safe crossings.
- B. Promote alternative modes and rideshare/carpool programs through community awareness and education.
- C. Plan for future expanded transit service by coordinating with regional transit service efforts.
- D. Seek Transportation and Growth Management (TGM) and other funding for projects evaluating and improving the environment for alternative modes of transportation.
- E. Seek further improvement of mass transit systems to the City of Carlton by encouraging more frequent scheduling of commercial carriers and by continued support of those systems presently developed for mass transit in the region.
- F. Transportation Disadvantaged
 - 1. Continue to support programs for the transportation disadvantaged where such programs are needed and are economically feasible.
 - 2. Increase all citizens' transportation choices.
 - 3. Create a customer-oriented focus in the provision of transportation services.
 - 4. Hold any regional system accountable for levels and quality of service.
 - 5. Enhance public transportation sustainability.
 - 6. Promote regional planning of transportation services.
 - 7. Use innovative technology to maximize efficiency of operation, planning, and administration of public transportation.
 - 8. Inter-community and intra-community transportation are equally necessary for the transportation disadvantaged.

Policies

A. Pedestrian and Bicycle Circulation

1. The City shall maintain and implement the Transportation System Plan's network of streets, access-ways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.
2. The City shall require streets and access ways where appropriate to provide direct and convenient access to major activity centers, including downtown, schools, shopping areas, and community centers.
3. The City shall maintain and implement the Transportation System Plan's sidewalk improvement plan to develop the pedestrian system. Included within the pedestrian plan is a priority system that shall be followed.
4. Bicycle facilities on local streets shall be shared facilities with general traffic since local street traffic volumes are low and narrow local roads create a hardship in the development of exclusive bike lanes.
5. Retrofitting existing arterials and collectors within the Urban Growth Boundary with bike lanes shall be considered only when deemed appropriate and practical by the City Council.
6. The development of bike lanes shall be considered for all new arterials and collectors within the Urban Growth Boundary. Consideration of the development of bike lanes shall be based on availability of right-of-way and financial ability.
7. Where practicable, bikeways and pedestrian accessways shall connect to local and regional travel routes.
8. Bikeways and pedestrian access ways shall be designed and constructed to minimize potential conflicts between transportation modes. Design and construction of such facilities shall follow the guidelines established by the Oregon Bicycle and Pedestrian Plan.
9. Bicycle parking facilities shall be provided at all new residential multifamily developments of four units or more, commercial,

industrial, recreational, and institutional facilities.

10. The City will coordinate with the Yamhill-Carlton School District to develop and promote the use of safe and convenient pedestrian and bicycle facilities to the elementary school and high school bus stops.

B. Transit

1. Supporting the continued operation of existing public transit services is a priority.
2. The City shall support efforts to coordinate with governmental and private agencies in the planning and provision of public transportation services and support a regional program to improve services, particularly for the transportation disadvantaged.
3. The City will cooperate with Yamhill County and other agencies in expanding public transit opportunities, including bus and rail.
4. The City will coordinate with other jurisdictions when the need for park-and-ride facilities is studied.
5. The City will coordinate with local businesses to increase transit and shuttle service and the use of park-and-ride and overflow parking lots during special events such as festivals and peak wine tasting events.

Goal 4 - Improve coordination between the City of Carlton, Yamhill County, and the Oregon Department of Transportation (ODOT).

Objectives

- A. Cooperate with ODOT in the implementation of the Statewide Transportation Improvement Program (STIP).
- B. Encourage improvement of state highways, especially Highway 47.
- C. Work with Yamhill County and ODOT in establishing cooperative road improvement programs and schedules.
- D. Work to obtain the right-of-way needed for roads identified in the TSP.
- E. Take advantage of federal and state highway funding programs.

Policies

- A. The City shall coordinate with the Oregon Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan and comprehensive plan.

- B. The City shall consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as an integral part of the land use decision-making procedures if the documents are received in a timely manner for review by the City of Carlton. A timely manner shall constitute a minimum time frame of 45 days for review and comment by the City of Carlton. Other actions required, such as a goal exception or plan amendment, will be combined with review of the draft EA or EIS and land use approval process.

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ENERGY⁹
[Goal-13]

Electricity, heating oil, propane and wood are the principal fuel types supplying the energy needs for Carlton. The City is not presently served by natural gas. With the exception of wood, these major fuels are imported into the County. Electricity is primarily generated from hydroelectric and thermal plants elsewhere in Oregon. Fuel oil comes from other parts of the United States and from foreign imports.

The City recognizes that rising costs of energy will affect the well-being of the community, and the importance of greater energy conservation and self-sufficiency.

Findings

- Approximately 78 percent of the household energy budget goes toward space and water heating.
- All energy fuels, with the exception of wood, are imported into the County. The harnessing of solar radiation is a potential energy resource for the City.
- The demands for energy, and the costs to produce energy, are continually rising.

Goal

1. To conserve existing energy resources and develop alternative sources to ensure that an adequate future energy supply will be available to Carlton's citizens at a reasonable cost.

Policies

1. The City shall request assistance from appropriate agencies, when necessary; to evaluate energy considerations for planned development.
2. The City shall solicit support for and otherwise encourage the weatherization of existing structures to minimize health and economic impacts due to rising fuel prices.
3. The City shall encourage the siting, design and layout of structures that minimize the electrical and fossil fuel energy consumed by these structures.

⁹ Changes to the Energy Section are primarily cosmetic to delete obsolete material without materially changing any goal or policy.

4. The City shall, when feasible and practical, solicit support for renewable and indigenous energy sources, including but not limited to wood, solar and wind.
5. The City shall encourage landscaping which provides summer shade to structures and paved areas, protection-from winter winds and access to solar radiation.
6. Special consideration shall be paid to avoiding landscape/tree conflict with overhead lines.
7. Power lines should be encouraged to be established underground whenever possible.
8. The City shall promote preservation of solar rights through encouragement of proper development planning.
9. The City shall encourage a tree-planting program consistent with preservation of solar rights and shall request assistance to evaluate landscape potential for new development.
10. The City shall encourage developments that contain provisions for energy efficiency and/or retain options for future considerations of renewable sources of energy.
11. The City shall encourage new housing developments that provide for natural design opportunities, including but not limited to, the use of solar energy, and natural drainage patterns.
12. The City shall encourage the use of innovative design and development techniques which will save energy in new residential and commercial structures.
13. The City shall request assistance to inventory local potential for natural, renewable and unique sources of energy. Special consideration shall be paid to utilizing the small-scale hydroelectric potential of Carlton Lake if the Lake is re-established, and utilizing methane gas potential of the Carlton sewage system.
14. The City shall request assistance to inventory current energy uses.
15. The City shall request assistance to account for changes in energy supply and price when updated housing and employment projections are made.

URBANIZATION
[Goal 14]

Carlton's city limits and Urban Growth Boundary have been identical since the time of the Urban Growth Boundary **(UGB)** adoption on January 9, 1978 except for a 1985 simultaneous UGB and annexation action to include Wennerberg Park. The following findings of fact indicate that there was sufficient buildable land within the city limits to accommodate the City's projected needs to the year 2017. There is no demonstrated need to expand the City's UGB. at this time.

The City recognizes the need to wisely manage and plan for growth inside its adopted UGB, and to assure that the coordinated development of all public facilities and services occurs with the urbanization of available land.

Findings

- Existing land use data show there is a total of approximately 306 acres of vacant, redevelopable, and/or agricultural land in the city.
- Of the 289.5 acres that are classified as residential, commercial or industrial, there are approximately 101.6 acres that are vacant or redevelopable, which could be used for development.
- Based upon land use projections to the year 2027 it is estimated that Carlton will need a total of 17.9 acres of commercial and industrial land. The 2007 buildable lands inventory shows that only 12.5 acres of commercial and industrial zoned land is available to meet future demand. An additional 11 acres of land was rezoned from Agricultural-Holding to General Industrial to provide sufficient land to meet the projected need.
- Based upon an estimated projection of an additional 437 dwelling units by the year 2027, residential land needs will call for an additional 81.6 acres of land by the year 2017, the City has a total of 89.5 acres of vacant property designated for residential development.
- The existing developable land base within the city is sufficient to meet projected needs.
- The existing developable land base within the city is sufficient to meet projected needs.

Goal

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

Policies

1. The City shall define a growth policy consistent with population projections and expectations and identify possible future development areas on the Plan map.
2. Change of the Urban Growth Boundary shall be based upon consideration of the following factors:
 - (a) Demonstrated need to accommodate long-range urban population growth requirements,
 - (b) Need for housing, employment opportunities and livability,
 - (c) Orderly and-economic provision of public facilities and services,
 - (d) Maximum efficiency of land uses within and on the fringe of existing urban area,
 - (e) Compatibility between the proposed urban uses and nearby agricultural activities, and
 - (f) Environmental, energy, social and economic consequences.
3. The City shall encourage the availability of sufficient land for various urban uses to ensure choices in the market place.
4. The size of the parcels of urbanizable land that are converted or developed shall be of adequate dimension to maximize the utility of land resources and to enable the logical extension of services to the parcels.
5. Methods and devices for guiding urban land use should include but not be limited to the following as they become feasible:
 - (a) Tax incentives and disincentives,
 - (b) Multiple use and joint development practices,
 - (c) Fee and less than fee acquisition techniques, and

(d) Capital improvement programming.

7. The City shall investigate the use of growth management techniques to promote a reasonable rate of growth consistent with the availability of public facilities and services and the fiscal ability of the City to provide public facilities and services.
8. The City shall require new developments to pay all costs of capital improvements to that development.
9. Encourage the location of housing to minimize the consumption of prime agricultural land and other areas of natural resource that contribute to the community's rural character.
10. Development shall avoid locating in areas, which are subject to, and/or generate adverse environmental impacts.
11. Development shall be encouraged to utilize vacant parcels of bypassed land in order to achieve a more compact community.

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PLANNING RESOURCES AND ATLAS

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CITIZEN INVOLVEMENT and LAND USE PLANNING

Carlton has an adopted Citizen Involvement Program to ensure that the citizens of the City have an opportunity to be involved in all phases of the planning process. Due in part to the size of the community, the Planning commission is broadly representative of both the geographic areas and interests related to land use. The mayor and council select the commission members by an open and well-publicized process. For this reason the City designated its Planning Commission as the Committee for Citizen Involvement (CCI) and LCDC accepted this designation.

The ultimate purpose of the Citizen Involvement Program is to establish effective communication and involvement between governing officials and the citizens of the Community. It is intended specifically to promote awareness of this opportunity and to provide channels of communication so that the public may express their views to appointed and elected officials. It also provides means whereby citizens are guaranteed an open response to those views.

As the designated CCI, the Planning Commission has had the major responsibility for the overall development of the Comprehensive Plan and for the implementation of a citizen involvement program.

At its regular meetings, all of which were open to the public, the Planning Commission reviewed and discussed background information on the numerous topic items that make up the Comprehensive Plan. A council member is designated by the council to attend Planning Commission meetings and report back to the council. The Planning Commission examined specific issues concerning the plan and future growth needs. On the basis of these discussions, the Planning Commission formulated draft goal and policy statements for consideration by the general public and the City Council.

Major methods of communication used by the CCI to solicit widespread citizen involvement in the planning process have been news releases and meeting notices in local newspapers; and person-to-person contact.

Through its citizen involvement program a cross-section of residents have been involved in the development of the plan during all phases of the planning process. This includes data gathering and review formulating goals and policies, recommending ordinance changes, participating in development, adoption and application of legislation to carry out the Comprehensive Plan and ordinances, and evaluating the final plan. Citizens expressing views during the planning process have received responses to their concerns from the policy makers, making the communication network a two-way street.

To enhance the citizen involvement program, the goals and policies of the proposed plan were made available to citizens for their review and comments. Copies of the final plan and supporting documents will be available to the public for review. The availability of the final plan and supporting documents at City Hall will serve as a means of educating and informing the local citizenry about planned future actions and policies by the City of Carlton. This will enable and provide for continued citizen involvement in the future.

In the conduct of quasi-judicial land use hearings the notice requirements and hearings procedures of Oregon Revised Statutes, Chapter 197, as modified by legislative and judicial actions from time to time should be followed.

NATURAL RESOURCES

Topography

Carlton occupies the “highland” between Hawn Creek and the North Yamhill River both of which flow south approximately 6 miles to enter the main stem of the Yamhill River. The terrain within the Carlton planning area is generally flat. Elevations range from 120 feet along the North Yamhill River to 200 feet in the center of the City. Slopes of 0-5 percent occur over about three-fourths of the area. 5-15 percent slopes are found over approximately one-fifth of the area. The remainder of the City has slopes greater than 15 percent. These are predominantly found along the western fringe of the City and along Hawn Creek. [See, Topographic Map]

Geology

Alluvial deposits of Willamette Silt predominantly characterize the Carlton planning area. This formation includes bedded silt and fine sand with occasional layers of clay, and lenses of pebbly fine to medium sand with locally scattered granite and quartzite cobbles. The formation is approximately 50 feet thick in the center of the valleys and thins toward the valley edges. Generally, the formation has a low permeability resulting in a slow transition to wells and springs.

Deposits of a more recent young alluvium are also present in the Carlton area. This includes silt, sand, clay and peat of present floodplains. The average thickness is 20 to 30 feet. The young alluvium formation contains poorly drained swampy areas having a permanently high water table. Young alluvium consists primarily of alternating layers of sand and gravel blanketed by flood plain silts.

Finally, a narrow band of Yamhill formation deposits stretches along the western section of the City. This formation consists of a complicated mix of shale and basalts of volcanic origins. It displays generally low permeability characteristics.

Soils

Through weathering and other processes that act on parent material, soil is formed, thereby providing man, animals and plants with life support requirements. The characteristics of the soil depend upon the parent material, climate, plants, animals, and time. Because many variables effect soil formation, soil types are numerous. Different soil types are, of course, suited for different uses. One soil may be highly suited for agriculture but, because of

certain properties, it may be totally unsuitable as a building site. A soil may be flood-prone or susceptible to landslides, conditions that can be very costly or even impossible to overcome for building purposes, while posing only slight problems for agricultural uses. By determining the various properties of each soil, it is possible to determine for which use(s) each soil is best suited.

Agricultural Land Capability

Class II soils have moderate limitations that restrict their use.

Class III soils have severe limitations that reduce the choice of plants, require special conservation practices, or both.

Class VI soils have very severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife habitat.

There are no Class I, IV or V soils present in the Carlton area.

Building Site Limitations

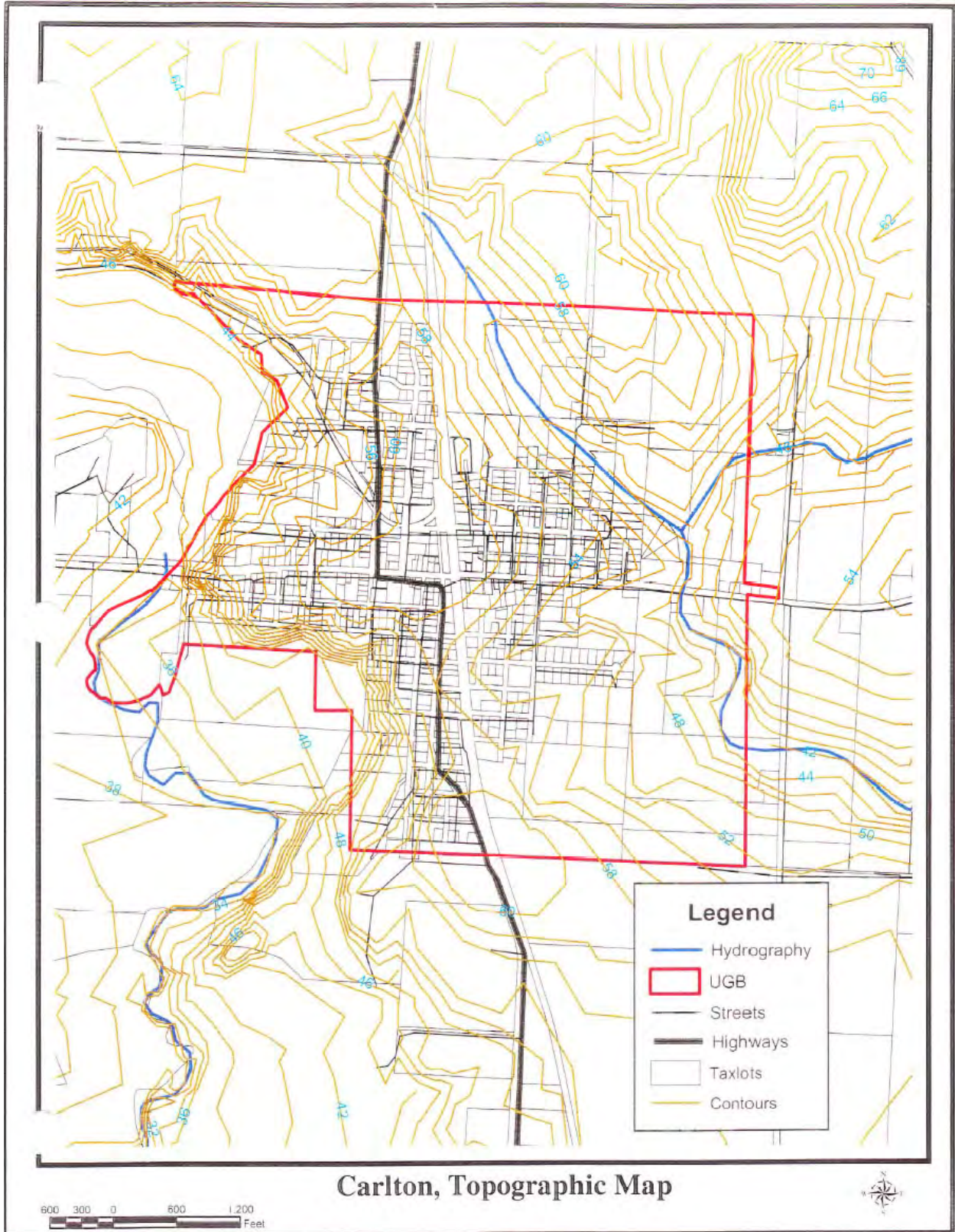
The ratings and limitations are for houses and other buildings that are not more than three stories high.

Soils that have **slight limitations** for use as building sites for residences have slopes of less than 12 percent, are well drained or moderately well drained, and are not subject to flooding. Hard rock is at a depth of more than 40 inches.

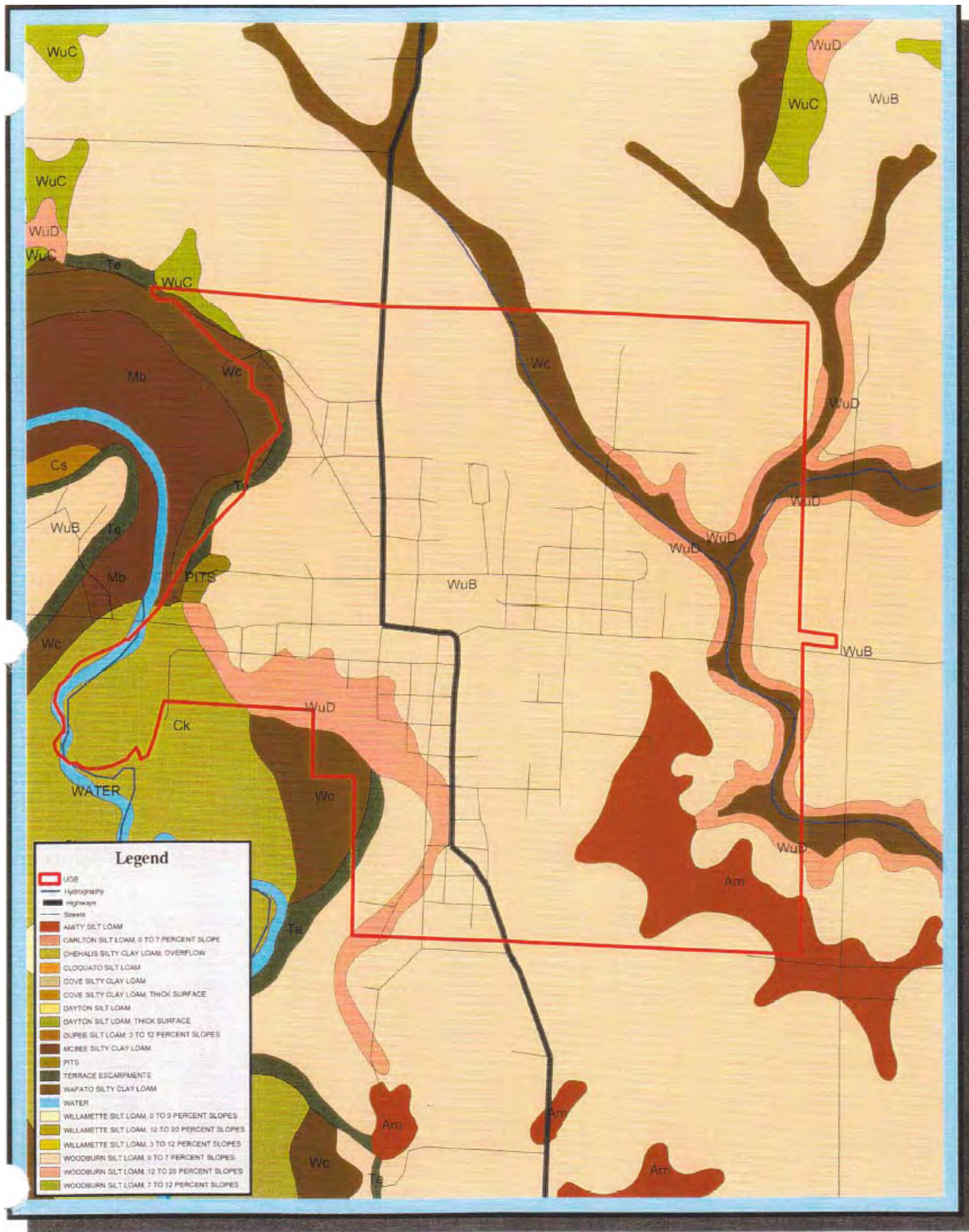
Soils that have **moderate limitations** for this use are somewhat poorly drained and are not subject to flooding. They have a seasonal high water table, fair stability, or moderate shrink-swell potential in the subsoil. They have slopes of 12 to 20 percent. Moderately rated soils have limitations that normally can be overcome with planning, careful design, and good management.

Soils that have **severe limitations** for this use are poorly drained or are subject to flooding. They have poor stability, high shrink-swell potential, low shear strength, or high slide hazard. They have slopes of more than 20 percent. A severe rating indicates that the particular use of the soil is doubtful and careful planning and above average design and management is required to overcome the soil limitations.

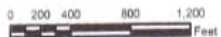
There are seven soil types in the Carlton planning area. [See, Soils & Class Map] The important properties and limitations of each soil type are listed in **Table 1** to serve as a guide for determining building suitability on the basis of soil characteristics.



Carlton, Topographic Map



Carlton, Soils and Class Map



About 98% of the Carlton planning area is in Class II and III soils which are considered to be potentially suitable land for agricultural purposes. These lands are generally favorable for building sites, as is evidenced by the existing developments on these soils. The agricultural lands have been determined to be necessary for the future urbanization of the City beyond the year 2017. Until such times, as these lands are needed, agriculture could serve as an interim land use within the urban growth boundary.

Some of these soils have certain limitations for residential development; as is noted above. Applicants for building permits within areas rated as moderate or severe should be directed to the Soil Conservation Service of Yamhill County for additional information regarding soil management and land use.

Table 1. CARLTON SOIL FACT SHEET

Soil Name	Agricultural Land Capability Class	Building Site Limitations	Limiting Soil Characteristics	Percent of Carlton UGB Area	Existing Land Use
Woodburn Silt Loam WuB	IIw	Slight	None	74%	Urban Use (60%) Agricultural & Vacant (40%)
Woodburn Silt Loam WuD	IIIe	Moderate	Slopes	9%	Residential (20%) Agricultural & Vacant (80%)
Wapato Silty Clay Loam Wc	IIIw	Severe	High water table; Flood hazard	7%	Urban Use (10%) Agricultural & Vacant (90%)
Amity Silt Loam Am	IIw	Moderate	Somewhat poorly drained; seasonal high water table	5%	Urban Uses (20%) Agricultural & Vacant (80%)
Chehalis Silty Clay Loam Ck	IIw	Severe	Flood hazard	2%	Agricultural & Vacant
Terrace Escarpments Te	VIe	Severe	High slide hazard Slope of 20-40 percent	2%	Vacant
Woodburn Silt Loam WuC	Iie	Slight	None	1%	Agriculture

Sources: Soil Survey of Yamhill Area, Oregon; U.S. Department of Agriculture, Soil Conservation Service, January 1974.

Climate

The nearest measurement location for climatic factors is the North Willamette Experiment Station (Elevation, 198') located at Aurora. In summary:

Temperature:

Lowest Monthly Average: 32°F - January
Highest Monthly Average: 80°F - August
Driest Month: July
Wettest Month: December

Precipitation:

Average Annual Precipitation: 40.780"

Humidity:

Average July Afternoon Humidity: 57 %
Average January Afternoon Humidity: 84 %

Source: Oregon Climate Service, 1996 Special Reports (Climate Data)

Precipitation averages between 40-45 inches a year with less than 2% in the form of sleet or snow. Approximately three-quarters of the precipitation fall from November through March. Dry periods of 60 to 90 days in the summer with no measurable precipitation occur frequently.

The monthly temperature mean is 52.1° F. Daily temperatures in January range from 31° to 44°F, and in July they range from, 48° to 83°F. Humidity values are not available locally; however for Portland, January's average is 81° and July's is 66%. There is an average growing season of 170 days based on the last occurrence in spring and first occurrence in fall of a temperature of 32°F.

Agricultural Lands

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. All 280 acres are SCS Agricultural Capability Class II or III soils. [See, Soils]

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.

Forest Lands

There are no forestlands in the City of Carlton or its immediate environs. There are a few large clusters of fir and oak trees scattered around the planning area. Trees and brush line the Yamhill River that runs along the western edge of the City, as well as, portions of Hawn Creek on the North and East.

Open Spaces

There are areas within the City of Carlton that are desirable to preserve as open spaces. The most notable of these are the agricultural and undeveloped lands surrounding the urban core. However, it should be noted that as a rural community, Carlton is surrounded by scenic farmland and open spaces that lend an overall pastoral setting to the City.

Two small creeks run through the northeast section of the City. These merge and flow out of the southeast corner of the City. The land adjacent to these creeks is primarily used for agriculture, open and wooded space. These areas 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 that also served as a wildlife refuge. The lake was drained in 1972, but the prospect of it being re-established makes this lakeside area a potential site for park development. Other existing uses, which provide open space in Carlton, include school grounds, and City Parks. Scenic views are offered by the number of historic structures in the Community and by the Coast Range Mountains to the west of the City.

Mineral and Aggregate Resources

A study done by the Department of Geology and Mineral Industries in 1981 reported that there had been one quarry for sand and gravel in Carlton. The site was listed as inactive with no reserves of sand and gravel available. No other sources for minerals or aggregates are indicated by the report.

Energy Resources

The Carlton planning area has no identified reserves of fossil fuels such as petroleum, coal, or natural gas. Nor does it have sufficient water resources for hydroelectric generation.

With respect to energy use as a localized natural resource, there is little data available to identify the importance of local energy resources within the planning area.

Solar energy is a feasible energy source in this area and is presently utilized in other parts of the County. The use of solar energy is growing rapidly, and within the near future it could be fairly common in the planning area.

The topography of some parts of the City lends itself very well to solar energy use. The area from W. Grant Street south to the city limits falls a total of 60 feet in a linear distance of 500 feet, or a south slope of about 12.7%. This area would be ideal for solar structures.

The area along the southwestern boundary of the City also has a slope of 12% or greater. Part of this slope extends to the west and part to the south. This area also offers ideal solar access.

The rest of Carlton is also relatively well suited to solar structures. There are no steep north slopes that could cause excessive shadow patterns. The basic block pattern of the City is on a north-south grid so that any street running east-west should have good solar access.

Wind power, like solar, is a potential energy source in the County. However, this source of energy is very site specific and no data has been collected regarding its direct application in Carlton.

Wood burning for heating purposes is the most common form of localized energy presently being used.

Source: Yamhill County Energy Office

Fish and Wildlife Resources¹

Fish habitats in the Carlton Planning Area are the North Yamhill River and Hawn Creek. The North Yamhill River is a large perennial stream with many long, deep pools interspersed with gravel bars. Hawn Creek often becomes intermittent along certain reaches by late summer. It is typically mud-bottom with limited areas of gravel for trout spawning. Channel alteration has occurred in the streams, resulting in a reduction in fish habitat.

Cold water game fish utilizing the North Yamhill River include: Coho salmon, winter steelhead trout, and cutthroat trout. The river serves as a migration route for these species and supports cutthroat trout throughout the year. Higher water temperatures during the summer precludes cold water game fish presence year round.

¹ Updated to reflect information provided city by ODOFW letter dated May 1, 1997.

A small fishery occurs on the North Yamhill at Carlton for winter steelhead. Trout angling on the river takes place primarily in the spring.

Cutthroat trout from the North Yamhill River move into Hawn Creek during the fall and winter months. Small populations of cutthroat will remain in the stream throughout the year wherever sufficient flow is maintained.

Although not federally listed as “threatened or endangered”, winter steelhead and Willamette Valley cutthroat trout are each identified by ODFW as a “a stock of concern”. Owing to a variety of causes, winter steelhead numbers are down substantially throughout the Willamette basin and have recently been proposed for a state listing as “sensitive”. In regards to cutthroat trout, continued degradation and loss of stream habitat within the Willamette Valley, particularly within drainages along the eastern slope of the Coast Range, has led to a suspected decline in overall cutthroat abundance.

Nongame fish species found in both streams include: dace, sculpin, stickleback, redbreast shiner, carp, largescale sucker, and squaw fish. In addition, pacific lamprey and sand rollers are found in the North Yamhill River near Carlton. Pacific lamprey are listed by the state of Oregon as “sensitive” while sand roller have been classified as a “stock of concern” It is likely that both streams harbor several species of warm water game fish such as bluegill and bass.

Wildlife in the planning area consists primarily of small animals such as opossum, rabbits and muskrats, however, occasional sightings of other species including Red Fox have been reported. These generally inhabit the riparian edge of the river and creek but can also be found in areas where sufficient vegetative cover exists.

Numerous small birds and several game birds, such as pheasant, quail and Hungarian partridge inhabit the planning area plus occasional sightings of other species including Blue Heron. These are most commonly found in open space areas that offer some protective vegetation.

No threatened or endangered fish or wildlife species have been identified as living within the Carlton planning area at this time.

The 1994 National Wetlands Inventory [NWI] Map depicts several areas of mapped wetlands along Hawn Creek tributary in the eastern portion of Carlton.² Additional areas of un-mapped wetlands along with important riparian areas likely exist along both the North Yamhill River and Hawn Creek. Riparian vegetation is important to protect fish and wildlife habitat and to promote stream bank stability. For fish, riparian vegetation provides shade cover, helps to regulate temperature, and provides food sources. A

² Division of State Lands, National Wetlands Inventory Map 1994

disproportionate number of wildlife species also use riparian vegetation during at least a portion of their life cycle.

The North Yamhill River is contained along the westerly border of the City and is buffered from development potential by a City Park and the wastewater treatment plant. The Hawn Creek Drainage is in an area of the City that is predominately undeveloped at this time.

It is the responsibility of the city to notify the Division of State Lands [DSL] when certain development proposals occur on wetlands shown on NWI maps or, where developed, on a local wetland Inventory [LWI].

Water Resources³

The City of Carlton is located on the North Fork of the Yamhill River. Bordered on the east by the Red Hills of Dundee and on the west by the Coast Range, Carlton lies on the level-to-rolling valley floor between. This "valley floor" provides a major drainage basin for several tributaries of the North Yamhill River. Among these, Panther Creek is the most important to Carlton. Approximately eight miles west of Carlton on Panther Creek, the City maintains a 23 million gallon (MG) impoundment reservoir with design criteria to meet expected population demands to the year 2017. Willamette Industries, a private timber company, and U.S. Bureau of Land Management (BLM) own the Panther Creek Watershed. Logging activities coupled with major storm events has increased siltation within the impoundment reservoir. A survey of the surrounding geologic formations reveals that there are no major water bearing aquifers upon which the City could rely for supply. Well logs of the area around Carlton indicate that yields of 5 to 15 gallons per minute (gpm) are the average with a few yielding as high as 35 gpm. The predominant geologic formations of this area are:

Young Alluvium - found mostly along waterways, consisting primarily of alternating layers of sand and gravel. It is generally too thin and of too low permeability to yield large quantities of water.

Willamette Silts - permeability generally quite low, resulting in slow transition to wells and springs. It may sustain domestic use but is too slow to sustain irrigation.

Yamhill Formation - a complicated mix of shale and basalts of volcanic origins. It has low permeability and low yields.

The North Yamhill River forms Carlton's western boundary and provides water recreational opportunities throughout the year. Canoeing, fishing, and swimming are a few of the activities local residents reportedly enjoy. River flows fluctuate markedly

³Updated to reflect results of a Study entitled: *City of Carlton, Panther Creek Watershed Protection*. Michael D. Henry. July 1997.

through the year with summer flows averaging 3.8 cubic feet per second (cfs). A record high of 9,530 cfs was posted during the flood of 1955.⁴ The Department of Fish and Wildlife has recommended that a minimum river flow of 10 cfs be maintained in the North Yamhill River to ensure protection of aquatic life. This flow is rarely achieved, however, as irrigation rights of record above Carlton amount to approximately 39.8 cfs.

The North Yamhill River, down stream of Carlton, is a “water quality limited stream” based on violations of state pH standards during low flows. This is an indicator of excess nuisance algal growth. Water bodies exhibit no major pollution problems; however, water quality is occasionally impaired by soil erosion, urban storm runoff, and seepage of chemical fertilizers and pesticides from nearby agricultural lands. The Oregon Department of Environmental Quality supervises water quality.

Carlton seems to be well situated in terms of water resources. Although the area lacks the necessary geologic formations to produce large groundwater supplies, surface water is plentiful and has been developed wisely. The impoundment on Panther Creek should provide an adequate municipal supply to the year 2017. The close proximity of the North Yamhill River provides excellent aquatic recreational opportunities. Care should be taken in all future planning to ensure the continued development and protection of these valuable assets.

Historic and Cultural Resources

Carlton had its earliest beginnings in 1844 when Peter Smith and his family settled on their land claim where the town of Carlton is now located. Over time the Smith farm became the site of the Methodist Episcopal Church and the Smith Church School.

In 1872, the Oregon Central Railroad completed construction of a rail line from Portland to St. Joe through this area. Mr. Wilson Carl, a resident of the area, persuaded the railroad company to make a flag stop in the little settlement. By about 1874 a station was built and the settlement became a regular train stop. Because of his efforts, the stop was at first designated as Carl's Town and later shortened to Carlton.

Once the rail stop had been established, the village of Carlton began to experience steady growth. Its first post office and general store were set up in 1874. In about 1875 Carlton School District No. 11 was formed and the first school was held in the Smith Church school building until the district could build its own schoolhouse. The district school was rebuilt or enlarged several times until construction of the present school in the 1950's.

⁴ North Yamhill River Station (1419700) at Pike, Lat. 452210, Long. 1231515, approximately 8.7 miles above the Carlton and Smith Bridge.

The town of Carlton formally incorporated in 1899. A mayor and city council were elected at that time. This was followed by enactment of ordinances for the protection of the citizens and the municipal concern for the improvement of city streets.

In 1904, a local businessman became interested in the lumber business and built a dam across the North Yamhill River to form the Carlton Lake for log storage. The first mill was built in 1906. To further these logging operations, the Carlton and Coast railroad was constructed to bring logs from the mountains to the mill. The ensuing expansion of the local logging industry brought prosperity to the City.

For many years the state of Carlton's economy was to be dictated by the logging and mill industries. This period saw more businesses open in the area and two large hotels built. Carlton's first City Hall was built in 1913. Following destruction of the local saw mill by fire in 1914, the City's business community experienced a period of recession.

The city of Carlton continued to experience periods of "boom" and "bust". These cycles were associated with events connected to the logging industry. Major forest fires in 1933 and 1939 threatened to severely cripple the City's principle logging operations. Later fires destroyed mills in Carlton. They were rebuilt, but currently (2000) there are no longer any lumber mills in Carlton and there place has been taken by a new and thriving winery industry.

Reminders of Carlton's historic past are still evident in the community today.

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 contiguous to the city limits. It 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 proper. It was on the farm of John Wennerberg, an early benefactor to the town of Carlton.

Source: *Old Yamhill: The Early History of its Towns and Cities*, Yamhill County Historical Society, 1976.

Air Resources

The Federal and State Government to protect the health and public welfare from known adverse effects of air pollution have adopted air quality standards. There are two divisions within the standards, primary and secondary. The primary standards are to protect the public health and the secondary standards are to protect the public from effects such as

visibility reduction, soiling, nuisance and other forms of damage. McMinnville has the nearest air monitoring station and its air quality is well within the Federal and State standards. It can be safely assumed that the air quality of Carlton is also well within Federal and State standards.

Due to topographic and meteorological conditions, this area, as well as the entire Willamette Valley, experiences temperature inversions. Basically, inversions prevent the rising of air currents, thus trapping them near the ground; and by preventing airborne materials from escaping, cause air pollution. Without careful observation and monitoring of air pollutant sources in this area, there is a potential for serious short-term pollutant problems to occur.

During certain periods of the year local agricultural activity, particularly open field burning and tilling, generates suspended particulate matter, which, for a period of time can reduce visibility and be quite irritating. It also can be hazardous to people suffering from respiratory illnesses. Overall, though, the local agricultural pollutant contribution is rather insignificant.

Industrial activity has the potential of creating localized air pollution problems. However, air pollution problems due to industrial activity in the Carlton area have been historically low. One activity in the planning area that monitors source emissions for the Department of Environmental Quality is Madsen Grain Company, located within the City.

Source: Oregon Department of Environmental Quality, 1978.

Noise Inventory

Within the Carlton Planning Area, significant noise pollutants do not exist. State Highway 47 has the highest potential for providing noise pollution; however, the normal traffic noise generated by motorists has not provided major problems for residents of the City. A good portion of the highway is surrounded by commercial use that is generally not as sensitive to noise levels as residences. In addition, traffic volumes are generally light during the evening hours.

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NATURAL HAZARDS

The only identifiable natural hazards found in the Carlton area are due to inundation, seismic, soil, and slope hazards. Approximately 11 percent of the planning area is subject to some form of natural hazard other than seismic. Although some of these areas are presently developed, agriculture and open space are the primary use for most of these areas.

Flood Hazards

Flood plains are those areas that are dry during some seasons of the year but may be inundated with water when heavy rain, melting snow, or other conditions cause adjacent rivers or streams to overflow their banks. The determination of the extent of this overflow is the first consideration in planning for the use and control of such areas. This overflow area, or flood hazard area of Carlton has been mapped for the National Flood Insurance Administration. The map panel for Carlton⁵ illustrates two areas of flooding within the UGB. **[See, Flood Hazard Map]**

Approximately 25.5 acres in the southwest portion of the city are in a Zone A. Zone A is an area subject to 100-year flooding or a 1% chance of flooding in any year. The source of this flooding potential is the North Yamhill River.

Approximately 26.8 acres in the east and northeast portion of the city are in a Zone B. Zone B is an area subject to 100-500 year flooding or a 1% chance of flooding at a depth of less than one foot in any year. The source of this flooding potential is Hawn Creek.

The flood hazard area within Carlton's city limits occupies only a negligible portion of the land. Most of this is in agricultural or open space use at the present time. Any use of flood hazard area should be carefully evaluated before future development is allowed to occur.

Seismic Hazards

According to the United States Geologic Survey when Peak Ground Acceleration (PGA) expressed as a percent of the acceleration of gravity (%g) exceeds 10% pre-1965 dwellings or dwellings not made to resist earthquakes are likely to experience damage. In general all pre-1940 dwellings are likely to perform poorly in earthquakes and pre-1975 will have vulnerabilities to earthquakes. It must be recognized that individual buildings differ greatly.

⁵ FIRM, Flood Insurance Rate Map, City of Carlton, Oregon, Yamhill County. Community-Panel Number 410251 0001 C, January 29, 1980.

The National Seismic Hazard Mapping Project of the USGS provides data by ZIP Code area on the Probability of Exceeding (PE) certain PGA values in a 50-year period. The data for Carlton as of August 1998, reads as follows.

ZIP CODE	97111		
LOCATION	45.2901 Lat.	123.1867 long.	
DISTANCE TO NEAREST GRID POINT	1.5177 kms		
NEAREST GRID POINT	45.3 lat.	123.2 long.	
Probabilistic ground motion values, in %g, at this point are:			
	10% PE in 50 yr.	5% in 50 yr.	2% in 50 yr.
PGA	18.89	27.67	39.28
0.2 sec. SA	47.97	64.82	110.57
0.3 sec. SA	44.40	62.98	106.62
1.0 sec. SA	20.42	30.63	45.48

To interpret the above, there is as 10% probability that an earthquake reaching a PGA near 20%g [19.89%] occurring in Carlton in any 50-year period. There is a 5% probability of a PGA 26%g occurring and a 2% probability of a PGA 38%g occurring. These may also be expressed as 500, 1,000 and 2,500-year Recurrence probabilities. Clearly the level of seismic hazard changes significantly as the time lengthens. Another easily consulted source is Earthquake Hazard Maps for Oregon [GMS-100], 1996, Oregon Department of Geology and Mineral Industries.

To equate the Uniform Building Code zone requirements to meet the above hazard would require for the 500 year, Zone 2B; 1,000 year, Zone 3; and 2,500 year, Zone 4.

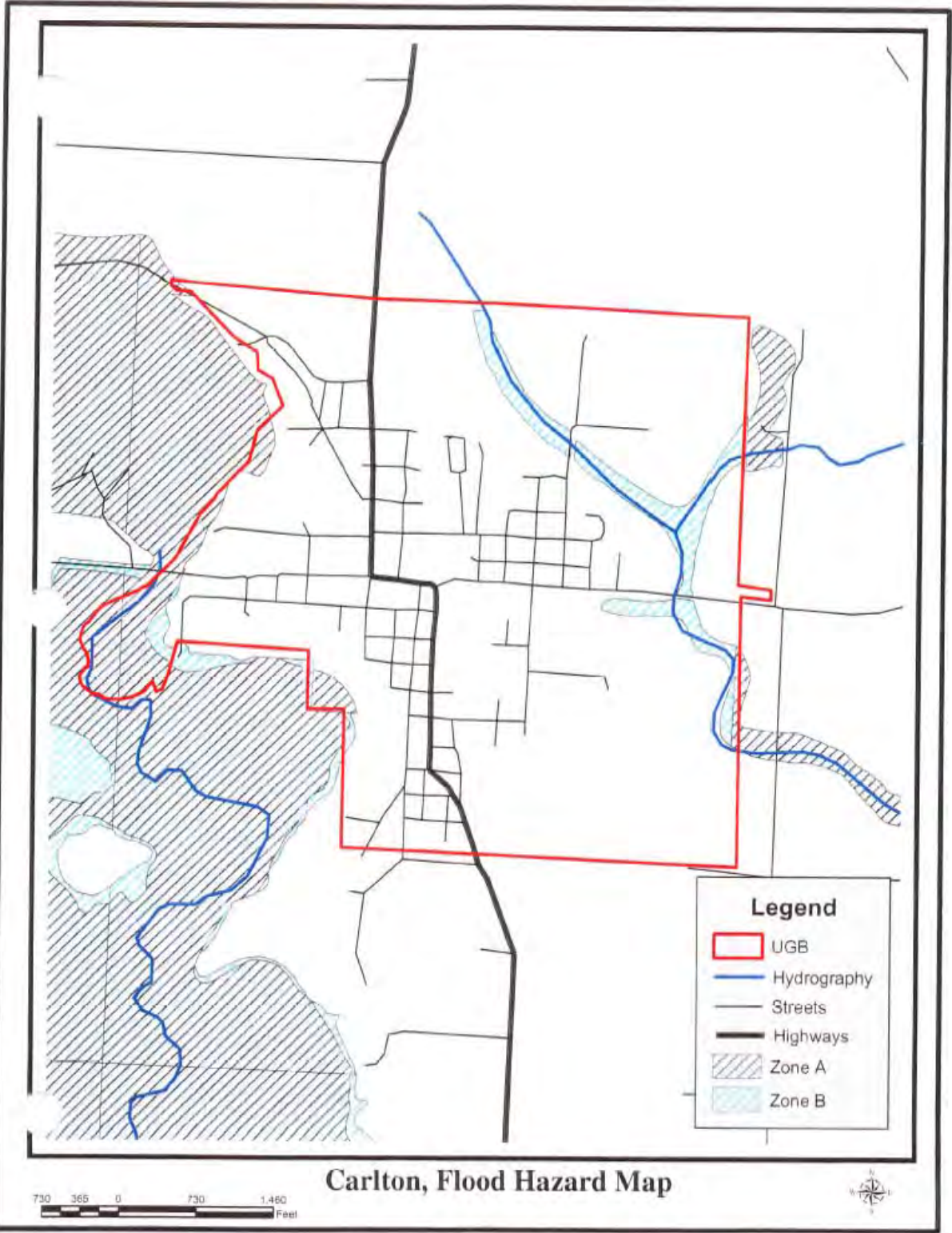
Carlton has experienced recorded significant earthquakes:

April 2, 1896	6.0 (est.)
December 29, 1941	5.6

Other significant earthquakes probably experienced in Carlton occurred in 1846, 1877, 1882, 1891, 1892, 1953, 1964 and 1993.

Research at Nestucca Bay suggests that 500-year probability quakes have occurred in western Oregon as a result of movements along the Cascadia Subduction Zone. During the past 5,000 years, 12 of these great earthquakes have occurred at approximately 300 to 600 year intervals. The last such earthquake being an 8.8 on the Richter Scale, January 26, 1700.⁶

⁶ Wang, Yumei and J. L. Clark. Earthquake damage in Oregon: Preliminary estimate of future earthquake Losses. Special Paper 29. DOGAMI, Portland, 1999. 60p.



Carlton, Flood Hazard Map

There are many simple retrofit measures that can greatly reduce the vulnerability of dwellings;

1. Bolt house to foundation.
2. Provide resistant paneling or bracing to cripple walls.
3. Reinforce brick chimneys or replace with patent metal chimneys.
4. Secure water heaters.

Soil Hazards

Of the seven soil types present within the planning area, two soils, occupying approximately 75 percent of the land, are in the category of "slight building limitations." These soils present little or no problems for urban development. Of the remaining five soil types, two soils, occupying about 14 percent of the land are in the "moderate" category and three soils, occupying 11 percent of the land, are in the "severe" category.

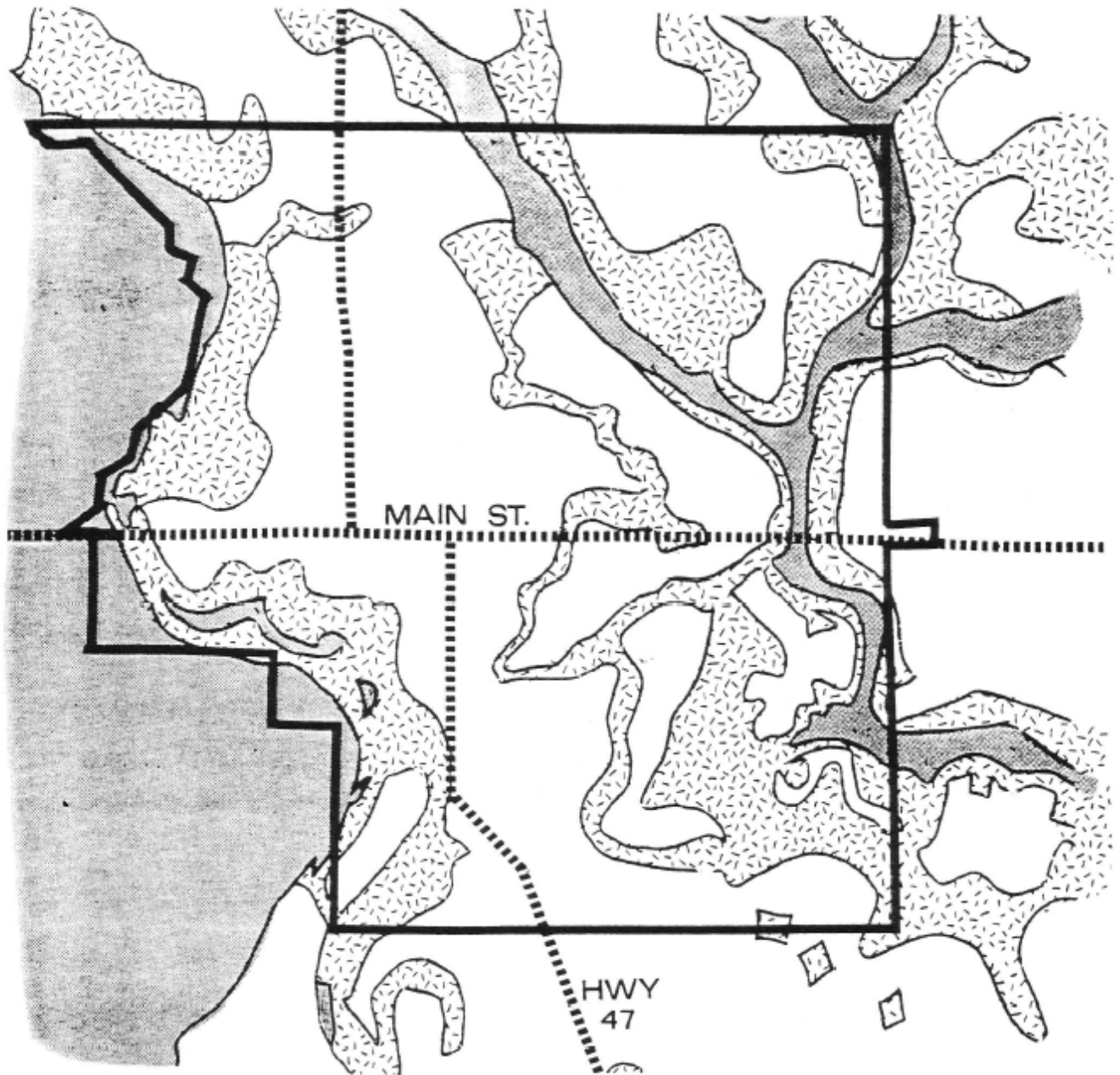
Soil characteristics, which severely limit building on approximately 11 percent of the Carlton land area, include flooding hazard, seasonal high water table, poor drainage, and excessive slopes. [**See, Building Limitations Map**]

Slope Hazards




The steepest slopes in Carlton are found along the western city limits line near the North Yamhill River and along Hawn Creek. Slopes in excess of 20 percent can be found in both of these areas. Steep slopes, while not necessarily a hazard themselves, are a factor to be considered when combined with other hazards. Soils, which have been identified as being slid prone, present a higher risk of sliding as the degree or percentage of a slope increase.

Building on steep slopes has implications not only in terms of public safety but of economics as well. Design and construction costs must be taken into account when building on steep slopes. As the percentage of slope increases there is an increase in the construction cost of the structure.

Steep slopes also exhibit soil structure and structural geology problems. There exists a potential for roadway and structure collapse and land sliding to occur when soil and geologic structure have been modified and weakened by development.



Building Limitations Map

-  Severe Limitations
-  Moderate Limitations
-  Slight Limitations

[Reprinted from May 1979 City of
Carlton Planning Atlas]

NOTE: This map should be
updated as part of a Goal 5 review
of the Comprehensive Plan

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RECREATION

City Parks

Carlton currently has two city parks. The smaller of these, located in the City center, is 1.46 acres and contains picnic facilities, playground equipment, a sports court, the city pool (1935) and site of the 1921 Ladd Fountain. The pool is open daily during the summer months with classes and special swims. A larger 18.86-acre park (Wennerberg Park) is situated along the banks of the North Yamhill River on the westerly boundary of the city. It was originally acquired by the city in 1918.⁷ In 1984 an additional 1.68 acres was acquired to bring it up to its current size. It offers river access for swimming and fishing although these activities are rarely practiced. The park contains picnic tables, a softball field and restrooms. Athletic fields around the elementary school are also available for use by the general public.

Other Nearby Parks

There are no county or state parks in the immediate vicinity of Carlton.

Standards of Need

According to standards released by the Parks and Recreation Branch of the Oregon Department of Transportation, a citywide park should be 2½ acres per 1,000 people. With an estimated 1999 population of 1,555 Carlton's nearly 20 acres of parkland easily satisfies this standard. With a 2017 population estimate of 2,480⁸ or a need for 6.20 acres of parks, there is sufficient parkland to meet the needs of the City's projected population to the year 2017. The distribution of park property, however, is concentrated on the extreme western part of the community and the acquisition of additional property while still available within the UGB should be planned.

Sources of Funding

Should the City desire to acquire and develop additional park and recreational facilities there are primarily three funding alternatives available to it. The City can either: (1) seek outside agency funding (2) seek local methods of funding through levies, taxes or other measures; or (3) require additional park lands in future subdivisions.

To meet the needs of its present and future population a more detailed plan for the acquisition of additional park and/or recreational facilities is needed. The plan should identify likely funding sources to include but not be limited to the use of systems development charges.

⁷ Vol. 73, Page 503, Yamhill County Deed Records, May 24, 1918.

⁸ Updated to reflect 1999 population estimates.

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ECONOMY OF THE CITY

Statewide Planning Goal 9 (Economic Development) requires cities to provide an adequate supply of suitable sites for a variety of industrial and other employment uses. This section of the Carlton Comprehensive Plan serves as an Economic Opportunity Analysis (EOA) to fulfill the Goal 9 requirements and ensure an adequate supply of land is available for new and expanding businesses in Carlton over the 20 year planning horizon. This element of the Comprehensive Plan includes a description of the economic trends combined with an assessment of the community's economic strengths and weaknesses to determine the economic development potential of the area. This chapter also includes a description of the amount of land and types of sites needed to fulfill Carlton's economic needs over the next 20 years. This assessment of future land needs is compared with the supply of vacant and underutilized commercial and industrial lands available to determine whether or not there are any deficiencies in the land supply. The chapter concludes with a discussion of the planning implications and policy recommendations.

Economic Trends

Economic activity within the Carlton area is influenced by greater economic forces found at the national, state and regional levels. How well the overall economy is performing at the national level will in turn have an impact on which businesses experience prosperity and decline in Carlton and the Willamette Valley region. Recent economic trends and the economic outlook for these areas are the primary basis for our expectations of future economic development in Carlton.

Population

Oregon's economic conditions are strongly related to population growth. As shown in **Table 2**, growth was slow for the State and Carlton due to the recession in the early 1980s. Population increased during the economic expansionary period of the 1990s. Population growth has continued for the State and County through today, although at a slower rate than the expansionary period of the 1990s. Unlike the State and County's population growth, Carlton's growth rate continued to increase slightly since 2000. This suggests Carlton has been less susceptible to the most recent business cycles than the State and County as a whole.

Table 2
Population - Oregon, Yamhill County, and Carlton 1980-2006

Location	1980	1990	2000	2006	Average Annual Growth Rate		
					1980-90	1990-00	2000-06
Oregon	2,633,156	2,842,321	3,421,399	3,690,505	0.8%	1.9%	1.3%
Yamhill County	55,332	65,551	84,992	91,675	1.7%	2.6%	1.3%
Carlton	1,302	1,289	1,514	1,670	0%	1.6%	1.7%

Source: U.S. Census and the Center for Population Research and Census, Portland State University, 2006.

Personal Income

Table 3 shows median household income and the percentage of households below the poverty level in Carlton, Yamhill County, and Oregon for 2000. Median household income for Yamhill County exceeded that for Oregon. In Carlton, median income was lower than Yamhill County but higher than Oregon. The percentage of families living below the poverty level was lower in Carlton than the state, but greater than in the county.

Table 3
**Median Household Income and Percent of Households Living Below Poverty Level
 Carlton, Yamhill County, and Oregon, 2000 (in 2000 dollars)**

Location	Median Household Income	Families Below Poverty Level
Carlton	\$41,827	6.0%
Yamhill County	\$44,111	4.5%
Oregon	\$40,916	7.9%

Source: 2000 U.S. Census.

Region Employment

Table 4 shows covered employment data for the McMinnville area, which includes the communities of McMinnville, Amity, Lafayette, Dayton, Yamhill, and Carlton. Combined employment in these communities reached 16,074 in 2003. The Employment Division reports that the largest employment industries for the area include: trade, transportation and utilities; education/health services; manufacturing; and government. Natural resources employment at 13 percent, is much larger than the state's percentage at three (3) percent and is largely in nurseries, greenhouses, and fruit and nut crops, including wine grapes.

Table 4
McMinnville Area Covered Employment by Industry
2003

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	100.0%

Source: State of Oregon Employment Department,
Employment Snapshot of McMinnville Area, 2005.

Economic Outlook

Long-range economic forecasts generally predict growth at the national level, despite short-term national trends, which may run counter to the long-term trend. Several national economic trends will continue to impact Oregon and the Willamette Valley. These include continued population increase due to migration of the U.S. population to the western United States and the decline of employment in resource-intensive industries and the increase in employment in service-oriented sectors of the economy.

The State of Oregon is predicted to perform at least as well in the long-term forecast as the nation, due to its economic advantages that include, location, labor force, and diversity. According to the Oregon Employment Department, the three (3) industrial sectors that are expected to account for most of the state's job growth include: professional and business services; education and health services; and trade, transportation and utilities. The State forecasts additional job losses in the resource-based manufacturing sectors, although at a decreasing rate from the previous forecast period. The Willamette Valley, combined with the Portland Metro Area, is expected to add the majority of jobs over the forecast period.

Region Forecast

The Oregon Employment Department provides an employment forecast for each market region in Oregon. Carlton is located in Region 3, which is comprised of Yamhill, Marion and Polk counties. Like the state economy, the region continues to make the transition

from a reliance on resource extractive industries and manufacturing towards information, and services and high-tech manufacturing. As a result, jobs are being lost in some sectors as they are being added in others.

Table 5 shows projected employment within Marion, Polk, and Yamhill counties for the period from 2002 through 2014. Employment in Region 3 is projected to increase by 15 percent during the period from 2004 through 2014. The Oregon Employment Department indicates that service and construction industries will experience the most significant job growth within the region through 2014. Government employment is forecast to grow more slowly than the average of all industries over the period through 2014.

Table 5
Employment Projections by Selected Industry
Marion, Polk, and Yamhill Counties, 2004 and 2014

Industry	2004	2014	Percent Change
Total Non-Farm Payroll Employment	169,400	194,900	15.1%
Manufacturing, Total	20,100	20,000	-0.5%
Durable Goods	10,900	10,800	-0.9%
Non-durable Goods	9,200	9,200	0.0%
Non-Manufacturing, Total	149,300	174,900	17.1%
Construction	8,800	10,700	21.6%
Financial activities	8,300	9,200	10.8%
Trade, transportation and utilities	28,000	32,300	15.4%
Services	58,100	72,000	23.9%
Government	42,500	46,800	10.1%

Source: State of Oregon, Employment Department. *Regional Profile Industry Employment in Region 3, 2005.*

Carlton Economy

Carlton’s economy has historically been based in 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 through today. Carlton is currently home to over nine (9) 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 the majority of its commercial and other service needs. **Table 6** shows recent covered employment data by industry for the Carlton area based on employer records with a 97111 zip code. The agriculture, forestry, fishing & hunting and the manufacturing industries make up approximately 53 percent of the area's employment.

Table 6
Carlton Covered Employment
2005

Industry	Covered Employment	Percent of Covered Employment
Agriculture, Forestry, Fishing & Hunting	147	24.3%
Construction	60	9.9%
Manufacturing	176	29.1%
Wholesale Trade, Transportation, and Warehousing	55	9.1%
Retail Trade	26	4.3%
Finance and Insurance	11	1.8%
Services and Real Estate	116	19.2%
Public Sector Employment	14	2.3%
Total	605	100.0%

Source: State of Oregon Employment Department sorted and summarized by MWVCOG, 2007.

Covered employment includes only those workers covered under unemployment insurance. The data tends to underestimate total employment by excluding certain employees, such as business owners and some agricultural workers. Overall, covered employment accounts for only about 81 percent of all employment in Oregon. In **Table 7**, covered employment is converted to total employment using statewide conversion ratios.

Table 7
Carlton Covered and Total Employment
2005

Sector	Covered Employment Percentage	2005 Covered Employment	2005 Total Employment
Agriculture, Forestry, Fishing & Hunting	62%	147	237
Construction	73%	60	82
Manufacturing	94%	176	187
Wholesale Trade, Transportation, and Warehousing	87%	55	63
Retail Trade	84%	26	31
Finance and Insurance	60%	11	18
Services and Real Estate	74%	116	157
Public Sector Employment	100%	14	14
Total		605	789

Source: State of Oregon Employment Department sorted and summarized by MWVCOG, 2007.

Economic Opportunities and Constraints

This section examines factors that influence economic growth opportunities in Carlton, including a discussion on the City's economic strengths and weaknesses. Through identifying Carlton's strengths and weaknesses, the city can begin to understand which types of industries have the greatest potential for growth and expansion, and what areas the city should work on to improve economic opportunity within the area.

Location

Carlton is located in Yamhill County's wine region with a number of local vineyards within close proximity to the City. The proximity to vineyards and availability of fruit to produce wine was one of the key strengths to doing business in Carlton indicated during interviews with local wine makers. Given these economic advantages and the tendency for related businesses to locate in close proximity to one another, the wine industry is an area of Carlton's economy that is likely to continue to grow and expand in the future.

While wineries themselves do not typically have large numbers of employees, an area where there is additional employment opportunity is the wine tourism industry. The Oregon wine industry indicates that there is a great potential for increasing tourism related to the Oregon wine trade. A recent report commissioned by the Oregon wine industry noted the need for additional tourism infrastructure services and facilities such as hotels, restaurants and shopping opportunities. An increase in the availability of the types and number of overnight accommodation services would encourage wine tourists to extend their stays and increase the demand for tourist-related services in Carlton and the surrounding area. Interviews with local wineries indicate support for this type of development.

While Carlton's location serves as an advantage to the local wine industry, Carlton's location in close proximity to McMinnville and Newberg, put it at a disadvantage for meeting shopping needs of the local market. Carlton residents have access to a wide and deep selection of shopping and restaurants within a few short miles of the City. Local businesses identified the need to drive to larger cities such as McMinnville, to buy business goods and services as one of the weakness to doing business in Carlton.

Transportation

State Highway 47 passes through the west side of Carlton and connects Carlton with Forest Grove and the Portland Metro Area to the north. To the south, State Highway 47 connects with State Highway 99W 4.4 miles south of Carlton. State Highway 99W connects Yamhill cities such as McMinnville and Newberg, with the Portland Metro Area markets. Interstate 5 serves as the primary transportation artery in the Willamette Valley. Cities in Yamhill County lack direct access to Interstate 5. Lack of direct access to I-5 will limit the ability of Carlton and surrounding cities to attract firms that require access to that facility.

North Yamhill Street and West Main Street, are identified as arterial streets in the Carlton Transportation System Plan and provide direct access to industrial zoned properties in Carlton. Industrially zoned parcels in Carlton also have access to the Southern Pacific Railroad that runs north/south through the city. Railroads can be an important form of transportation for businesses that need to transport bulky inputs and finished products.

Utilities

The City owns and operates its own wastewater collection treatment and disposal system. The City's sewer system is generally in good condition and is accessible to most commercial and industrial zoned parcels within the City. The recently completed Sewer Master Plan identifies system improvements needed including, routine repairs to rehabilitate and replace old lines and pump stations, and some plant improvements to expand the system's capacity. These improvements are generally funded through SDC sewer funds.

The City also owns and operates its own water distribution system. Currently there are major improvements needed to the City's water system to meet fire flow requirements. Improvements needed to the City's water system include constructing a larger water line that connects the city to the reservoir site. The estimated cost to complete these improvements is approximately \$900,000. The City is currently exploring sources of funding to fix the problem. The inability to meet fire flow requirements is a major constraint for economic development within the City of Carlton.

The majority of the vacant and commercial sites located within the Carlton UGB have access to city services. Future industrial sites located in the northwest section of the City may require a pump station to provide adequate sewer service.

Quality of Life

Quality of life is a subjective standard that is hard to quantify. It includes economic factors, such as income, employment, and housing costs, as well as, non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Quality of life plays a role in economic development because it affects the relative attractiveness of the city to migrants. A more attractive quality of life may help Carlton attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, such as construction, services, and retail trade, but some may also start new businesses in the community.

One of Carlton's comparative advantages is that it has a relatively intact commercial district, as it existed 100 years ago, giving it a unique sense of place. The City recently completed work on a downtown improvement project, which included, water and sewer line replacements, road resurfacing, installation of sidewalks and other pedestrian improvements such as, street lights, trees, park benches, trash receptacles and crosswalk repainting. All of these improvements help contribute to an active downtown that is welcoming to business activity and pedestrians.

One of the disadvantages of the downtown area is the heavy truck traffic, which can be an intimidating and noisy environment for pedestrians. Additionally, there are a number of vacant buildings and lots within the downtown area that create a shopping district that lacks cohesiveness. A unified pedestrian-friendly district requires uninterrupted storefronts and active retail or entertainment businesses with strong street appeal. The City's continued efforts to make improvements to the downtown area are intended to increase the appeal of the downtown area and help attract additional businesses and also to serve as a unique destination for visitors. The City is exploring the formation of an urban renewal district as a funding mechanism to further aid revitalization in the downtown area.

Business Support

One of the strengths noted during interviews with local businesses was the City's support for local businesses and ease of working with City staff through the permitting process. A study completed with assistance from the Oregon Downtown Development Association in 2001, also identified a number of local factors that create support for businesses. Some of the comparative advantages identified in this study include, a strong volunteer base through local organizations such as, the Carlton Together Cares group; local investment in Carlton's economic future through new residential and commercial development and the passing of a recent school bond levy. There is also the presence of a strong core group of individuals that believe in a healthy and positive future for Carlton that help others see the benefits to doing business in Carlton.

Land Cost

The OregonProspector.com is the state's official public-private website for site consultants and businesses interested in relocating or expanding a business in Oregon. This site

provides an on-line database of available commercial and industrial properties in Oregon. The most recent database listing shows four (4) vacant properties in Yamhill County with advertised sales prices, three (3) of which are in McMinnville. These properties range in size from 0.78 acres to 26 acres. Sale prices for the properties range from \$50,000/acre to \$485,897/acre with an average sales price of \$199,411/acre.

While none of the properties listed are in Carlton, Yamhill County Assessor records show that the real market value of several vacant industrial properties in the community is approximately \$84,813/acre. While this obviously does not represent a comprehensive market survey, it does indicate that land costs, particularly in relation to the McMinnville market, may be lower in the Carlton area. Lower land cost is often a primary reason for the firms to locate in smaller communities.

City Policies Affecting Economic Development

The Carlton Comprehensive Plan includes a number of supportive economic development related policies stated as follows. In general Carlton supports economic development that adds to the quality of life of the community that does not detract from the small town character of the city.

1. Carlton shall encourage the type of industrial development that contributes substantially to the community's economy by assuring that revenues and wages generated will be recycled through the local economy.
2. Carlton shall encourage industry that will raise the wage scale in the community.
3. Carlton shall encourage industry that will offer employment to, and create a balance between, a broad range of workers, including professional, skilled and unskilled labor.
4. Industry shall be encouraged that provides training opportunities in skills that can be transferred to other job categories and opportunities.
5. The City shall encourage industry that would pay its fair share for services required for its establishment and maintenance.
6. An industrial facility proposal shall be evaluated to consider both short and long term social, environmental, and economic impacts to the City and surrounding area before being approved.
7. Carlton shall encourage industry and/or economic activity that will be energy efficient and include, but are not limited to the following:
 - (a) efficient building, manufacturing and heating practices,
 - (b) co-generation systems including the burning of wastes, and
 - (c) utilization of new and alternative systems.

8. Carlton shall encourage industrial development that meets appropriate pollution control requirements.
9. Carlton shall, encourage a strategy of economic development that will:
 - (a) efficiently utilize and develop existing resources,
 - (b) encourage further development and expansion of existing facilities and industries and/or economic activity,
 - (c) identify local, state, and federal resources to assist in the economic and industrial expansion (growth) desired in Carlton,
 - (d) identify and correct problems that discourage desired economic growth, and
 - (e) identify and promote industry and/or economic activity that will be compatible with, and enhance and maintain Carlton's small town character, quality of life and identity.
10. Carlton shall direct future industrial growth determined to be incompatible with residential neighborhoods away from existing or designated areas of future residential development. These industries shall be sited in controlled areas sufficiently buffered from adjacent uses to prevent conflict.

Summary of Economic Opportunities and Constraints

Carlton has a number of economic advantages that will help foster additional economic development over the planning horizon. The city has a high quality of life and is supportive of local businesses and efforts to improve the city's downtown area. The city is located in close proximity to local wineries and a number of visitor support services have developed in the city recently such as, wine tasting rooms, restaurants and retail stores that attract wine tourist in the region. As the wine industry and general population continue to grow in the Carlton area, there will be an increasing need for establishments that provide support goods and services to the wine industry and the general population.

A major limitation to new commercial and industrial development is the City's water system, which currently cannot provide adequate fire flows. This is a critical limitation to overcome in order to encourage economic development within the Carlton area. Future economic opportunity in Carlton is also constrained by its proximity to McMinnville and lack of major highway or Interstate access. Due to these constraints, it is unlikely that the City will be able to attract large scale manufacturing firms or become a retail service center for the larger area.

However, as Carlton's population continues to grow, there will be an increased demand for convenience shopping.

Carlton Employment Growth Projection

Given the national, state and regional economic forecasts and comparative advantage to doing business in Carlton, the City can be expected to perform at least as well as the region over the 20 year planning horizon. Rather than attempt to project the number of new jobs created as a percentage of the region, which is relatively small, this analysis uses the “Safe Harbor” method to determine employment needs as identified in Oregon Administrative Rules (OAR) 660-024-0040(8). The Safe Harbor method assumes the number of jobs created in the City will grow at a rate equal to the regional job growth rate provided in the most recent forecast published by the Oregon Employment Department. The most recent forecast provided by the Oregon Employment Department estimates the region's employment will grow by 15 percent from 2004 to 2014. This same growth rate was extrapolated throughout the 20-year planning horizon through the year 2027. This moderately conservative employment growth rate continues to reflect Carlton’s identity as a bedroom community to McMinnville, while still anticipating some economic growth in the community, especially in the wine manufacturing and support service sectors. The City should review and update the economic forecast as more recent employment data and forecasts for the region become available in the future.

Table 8 shows the projected 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.

Table 8
Total Employment Projection
Carlton, 2005 and 2027

Sector	2005		2027	
	Percent	Total	Percent	Total
Agriculture, Forestry, Fishing & Hunting	30.0%	237	30.0%	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		1,070

Source: MWVCOG, 2007.

Land Demand Analysis

A primary function of the economic opportunities analysis is to determine if sufficient land is available to accommodate projected employment over the planning horizon. In order to accomplish that, the employment growth forecasted above must be aggregated into general land use categories. Next, the number of new jobs created for commercial and industrial use must be converted into the number of acres needed for commercial and industrial uses over the 20 year planning horizon.

The employment sectors forecasted above were allocated to two (2) land use categories as follows:

- Commercial: Retail Trade; Finance and Insurance; and Services (including Real Estate).
- Industrial: Construction; Manufacturing; and Wholesale Trade, Transportation, Communications and Utilities.

This analysis assumes growth in the public sector employment will occur on existing public lands and that growth in agriculture, forestry and fishing industries will occur primarily on adjacent agricultural lands outside the urban area.

Table 9 shows the 2027 employment growth by land use type. **Table 9** shows that there will be approximately 73 new commercial jobs created and 136 new industrial jobs created, for a combined total of 209 new commercial and industrial jobs created by 2027.

Table 9
Total Employment Growth by Land Use Type
Carlton, 2027

Sector	2027
Commercial	73
Industrial	136
Total	209

Source: MWVCOG, 2007.

To convert the employment growth shown in **Table 9** above to the number of acres needed by land use type, an assumption must be made regarding the density of employment per acre. One of the common methods used to determine the job density of an area is to calculate the number of employees per developed acre of land. Using employment data and the buildable lands analysis, estimates of commercial and industrial employment per

acre in Carlton were determined.⁹ Based on this information, this analysis assumes 15.8 employees per acre for commercial uses and 10.2 employees per acre for industrial uses.

Table 10 shows the amount of land needed to accommodate new commercial and industrial employment growth through 2027. Approximately 4.6 acres will be needed to accommodate projected commercial employment growth through this period. Approximately 13.3 acres will be needed to accommodate projected industrial employment growth through this period.

**Table 10
Land Need by Land Use Type
Carlton 2027**

Sector	Total Employment Growth	Employees Per Acre	Land Demand (acres)
Commercial	73	15.8	4.6
Industrial	136	10.2	13.3
Total			17.9

Source: MWVCOG, 2007.

Commercial and Industrial Site Requirements

An additional consideration is the type of sites needed for future commercial and industrial developments. Site requirements include the physical characteristics required for a particular type of industrial or commercial use to operate, such as parcel size, site configuration, and access to a specific type of transportation facility. Employment growth is forecasted for all of the major commercial and industrial sectors in Carlton over the planning horizon; therefore, it is important that a variety of sites be available to meet the forecasted employment needs.

Table 11 shows the size characteristics of developed commercial and industrial properties in Carlton. Commercial uses in Carlton have developed on properties that are between 5,000 and 17,000 square feet (0.1 and 0.4 acres) in size. Developed industrial properties average about 1.0 acre in size. The current size of commercial and industrial parcels in Carlton indicates the need for a number of small to medium sized parcels.

⁹ Approximately 7.7 acres are developed in the Commercial-Industrial (CI) Zone, which allows a broad mixture of industrial and commercial uses. It is estimated that approximately 5.0 acres in this zone are developed with commercial uses and approximately 2.7 acres are developed with industrial uses.

Table 11
Size Characteristics of Developed Properties by Zone
Carlton 2007

Zone/Plan Designation	Average (acres)	Median (acres)	Parcel Size Range (acres)
Commercial Business Zone (CB)	0.2	0.2	0.1 - 0.4
Commercial Industrial (CI)	0.4	0.3	0.1 - 0.7
General Industrial Zone (IG)	1.0	1.0	0.5 - 1.7

Source: Yamhill County Assessor data, MWVCOG, 2007.

As discussed under the economic opportunities and constraints section above, Carlton is well positioned to see economic growth in the small scale manufacturing industry (wineries) and visitor commercial services (retail, restaurant, lodging). A discussion of the specific site requirements for these types of industries is provided as follows.

Small Scale Manufacturing

Site characteristics for small-scale manufacturing include building sites with slopes less than 15 percent, on soils without severe building limitations. These businesses often locate on parcels between one (1) to three (3) acres in size that are preferably rectangular in shape with a lot depth of 200 to 300 feet. Small-scale manufacturers prefer direct access to a state highway or other well-travel transportation facility. Wineries in particular, often desire visibility to a major highway to attract visitors to wine tasting rooms found on the premise. Buildings configurations should allow for a variety of ancillary uses such as show rooms, or tasting rooms in the case of wineries, and office space. These types of industries do not have as large of an impact as large-scale manufacturers and heavy industries, and thus do not require larger land use buffers of 50 to 100 feet. However, consideration should be given to provide some buffering between industrial and residential uses and avoiding truck traffic through residential areas.

Visitor Commercial Services

Services typically needed for visitors include, specialty retail shops, lodging and restaurants. The majority of employment growth in these services will take place in small businesses. Small businesses often lack capital to construct new buildings and therefore, require existing buildings with leaseable space. Due to the high turnover in small business start-ups, it is also desirable that building sites provide enough flexibility to accommodate various users. Typically building sizes for restaurant and specialty retail shops are 5,000 to 10,000 square feet. Commercial uses require access to streets with high traffic volumes and

visibility to attract customers. These types of uses often locate in close proximity to one another to allow customers the ability to access other commercial services. Good pedestrian access and attractive streetscapes are important to encourage customers to access nearby services by walking.

Commercial and Industrial Land Inventory

In order to determine whether or not there is sufficient employment land over the planning horizon, an up-to-date inventory of the current land supply is needed. The following section identifies the supply of vacant and underutilized employment land within the Carlton Urban Area.

Table 12 shows a summary of the amount of vacant and redevelopable commercial and industrial land available within the Carlton urban area. Table 12 shows a total available acreage of 10 acres of vacant and redevelopable commercial land and 2.5 acres of industrial land.

**Table 12
Commercial and Industrial Buildable Lands Inventory
Carlton, 2007**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total Acres
Commercial Business (CB)	6.0	1.0	7.0
Commercial Industrial (CI)	2.1	0.9	3.0
Commercial Acreage	8.1	1.9	10.0
General Industrial (GI) ¹	1.0	1.5	2.5
Industrial Acreage	1.0	1.5	2.5
Total	9.1	3.4	12.5

Source: Yamhill County Assessor data, MWVCOG, 2007.

¹ An additional 2.0-acre vacant industrial-zoned parcel has recently been purchased for development of a new fire station.

Table 13 shows the number of vacant and redevelopable commercial and industrial land by parcel size. There are a number of small size commercial and industrial parcels one-half acre or less in size. However, the table indicates the Carlton area lacks any vacant or redevelopable parcels in the 1.5 to 3.0 acre parcel size. Additionally, there are no industrial parcels 3.0 acres or greater in size that could be subdivided to create smaller parcels. To create additional opportunity for employment growth in the target industries, additional parcels should be added to the industrial land supply that are 1.5 acre in size or greater.

Table 13
Commercial and Industrial Vacant Land Inventory by Parcel Size
Carlton, 2007

Parcel Size	Number of Commercial Parcels	Number of Industrial Parcels
0.0 - 0.5 acres	24	1
0.6 - 1.5 acres	1	1
1.5 - 3.0 acres	0	1
3.0 acres or greater	1	0
Total	26	3

Source: Yamhill County Assessor data, MWVCOG, 2007.

Comparison of Land Demand and Supply

Table 14 shows a comparison of land needed to accommodate new employment growth (demand) through 2027 and the available supply of vacant and redevelopable land. The comparison shows that there is sufficient commercial land available within the Carlton urban area to meet the projected land demand. The table indicates there is a surplus of 4.9 acres of commercial land and a projected deficit of approximately 10.8 acres of industrial land based upon the need through 2027.

Table 14
Comparison of Supply and Demand for Commercial and Industrial Land
Carlton, 2027

Land Use Type	Vacant/Redevelopable Acres
Supply	
Commercial	10.0
Industrial	2.5
Total Supply	12.5
Demand	
Commercial	4.6
Industrial	13.3
Total Demand	17.9
Surplus (Deficit)	
Commercial	4.9
Industrial	(10.8)

Source: MWVCOG, 2007.

Short Term (5 Year) Land Needs

Table 15 identifies short-term land needs for the City of Carlton. Short-term land needs are characterized by those lands that will be needed for employment growth within the next five (5) years. Ideally, land available for short-term employment growth is not constrained by the lack of infrastructure or those lands considered unavailable due to land speculation. Carlton’s short term supply of vacant commercial and industrial lands is currently constrained by immediate improvements needed to the City’s water system to meet fire flow requirements. In addition to improvements to the City’s water system, there is currently a need to redesignate parcels 1.5 acres or greater in size to industrial in order to provide additional opportunities for industrial growth.

Economics - Table 15
Short Term Demand for Commercial and Industrial Land
Carlton, 2012

Land Use Type	Vacant/Redevelopable Acres
Demand	
Commercial	1.1 ac
Industrial	3.3 ac
Total Demand	4.2 ac

Source: MWVCOG, 2007.

As shown in Table 14, the city does not have enough land available to meet the projected need for industrial land through 2027. Oregon Administrative Rules 660-009-0025 requires that, as part of an Economic Opportunities Analysis, the city must designate enough land to meet the total projected land needs for each industrial or other employment use category identified in the plan during the 20-year planning period.

The City has identified an area for rezoning that would meet the projected need for industrial land. The area is approximately 12 acres in size and part of an approximately 21.8-acre parcel located north of McKinley Avenue and west of Highway 47. The property is identified as Tax Assessor Map 3421, Tax Lot 300. The property is currently designated as Agricultural-Holding in the Comprehensive Plan and is zoned Agricultural-Holding and is located adjacent to the industrial development near the northern city limits and Urban Growth Boundary.

Future Planning Implications and Recommendations

Economic trends and local comparative advantages support economic growth in the Carlton area over the next 20 years. While employment opportunities in the large-scale

manufacturing sectors may be limited in Carlton, the City is in a prime location for attracting small scale manufacturers such as, wineries, and commercial visitor services, such as specialty retail shops, restaurants and lodging.

Total employment in Carlton is projected to reach 1,070 by 2027, an increase of 281 jobs from 2005. A review of the City's updated land inventory indicates the City has sufficient land of suitable sizes to accommodate projected commercial land needs. However, there is a shortage of approximately 10.8 acres of industrial land and a need to redesignate land for industrial purposes. Due to changing economic conditions over the planning horizon, the City should review the employment forecast and land inventory at least every five (5) to ten (10) years and make adjustments where necessary.

Additionally, in order for Carlton to reach its full economic potential, water system improvements are needed to enable new development to meet fire flow requirements. The City should also encourage further economic development by approving quality commercial and industrial developments, and supporting continued efforts to revitalize the downtown area to create a pedestrian friendly area that is inviting to visitors.

POPULATION

Historic Population Trends

Carlton's historic population trends have been highly variable and inconsistent with population trends in other cities in the Yamhill County area. Most of this can be credited to significant local economic impacts, such as mill closures, at a period in time when commuting significant distances was neither acceptable nor a physical option. **Table 16** demonstrates these historic fluctuations.

Table 16
Carlton Population
1910 - 1970

Chapter 2 Year	Population	Percent Change	AAGR ¹
1910	386	---	---
1920	552	43.0	3.58
1930	749	35.7	3.05
1940	864	15.6	1.43
1950	1,081	25.1	2.24
1960	959	-11.3	-1.20
1970	1,126	17.4	1.61

Source: US Census

¹Average Annual Growth Rate

Recent Population Trends

During the period from 1970 through 2000, the population of Carlton grew from 1,126 to 1,514 persons. During the 1980s population growth slowed dramatically in many cities in Oregon, during this period, the population of Carlton actually declined slightly. From the period from 1990 through 2006, the city's population has grown at an average annual rate of approximately 1.60 percent. As shown in **Table 17**, for the 36-year period from 1970 through 2006, Carlton's population has grown at an average annual rate of 1.10 percent.

Table 17
Carlton Population
1970 - 2006

Year	Population	AAGR ¹
1970	1,126	---
1980	1,302	1.50%
1990	1,289	0.00%
2000	1,514	1.60%
2006	1,670	1.60%
AAGR 1970-2006		1.10%

Source: US Census, Portland State University, and MWVCOG, 2007

¹Average Annual Growth Rate

² Population estimate from Portland State University Center for Population Research

Yamhill County's population increased significantly during the period from 1970 through 2006 as shown in **Table 18**. The County's population increased at an average annual growth rate of 1.98 percent annually, with most of the growth occurring in the periods from 1970 through 1980 and 1990 through 2000. Yamhill County's population grew at an average annual rate approximately 1.0 percent higher than that of Carlton during this 36-year period.

Table 18
Population Trends, Yamhill County and Carlton
1970 - 2006

Location	Population					Average Annual Growth Rate				
	1970	1980	1990	2000	2006 ¹	1970-80	1980-90	1990-00	2000-06	AAGR 1970 - 2006
Yamhill County	40,213	55,332	65,553	84,992	90,310	3.20%	1.70%	2.60%	1.22%	2.10%
Carlton	1,126	1,302	1,289	1,514	1,670	1.50%	0.00%	1.60%	1.60%	1.10%

Source: US Census, Portland State University Center for Population Research, and MWVCOG, 2007

¹ 2006 population estimates from Portland State University Center for Population Research

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. Table 19 shows the forecast population for Yamhill County for the period from 2000 through 2030. By 2030, the County's forecast population is 141,505 persons. The average annual growth rate for the period from 2000 through 2030 is 1.21 percent.

Table 19
Yamhill County Population Forecast
2000 - 2030

Year	Population	AAGR ¹
2000	85,500	---
2005	90,098	1.05%
2010	98,932	1.87%
2015	108,812	1.90%
2020	119,011	1.79%
2025	129,850	1.74%
2030	141,505	1.72%
AAGR 2000-2030		1.70%

Source: Oregon Office of Economic Analysis, 2004
¹Average Annual Growth Rate

Population Projection

Oregon Revised Statutes (ORS) 195.036 requires that counties “establish and maintain a population projection for the entire area within its boundary for use in maintaining and updating comprehensive plans” and to “coordinate the forecast with the local governments within its area”. In 1999, Yamhill County adopted a 2017 population projection for Carlton. The projection was for the period from 1998 through 2017 and was based on an analysis of regional growth trends of Carlton and neighboring cities of Dayton, Dundee, Newberg, and Yamhill. The 2017 projection for Carlton was 2,480 persons. The projection translated into an average annual growth rate of 2.60 percent for the period from 1998 through 2017.

Based on growth trends projected for Yamhill County, Carlton adopted a revised population projection in 2007 that extends through 2027. This projection is based on an average annual growth rate of 1.70 percent. The growth rate is the same as that forecast for Yamhill County for the period through 2030. The proposed growth rate is also consistent with the 1.60 percent annual growth rate that has occurred in Carlton since 1990. Although the annual growth rate in Carlton lagged behind that of Yamhill County over the period from 1970 through 2000, recent growth trends in the city indicate that population will grow at a faster rate than in previous years. Development of the 31-unit Vineyards Subdivision and the recent approval of some 200 new residential building lots, indicate that it is reasonable to expect that the city’s growth rate in the coming years will more closely approximate that of Yamhill County.

Table 20 shows the population projection for Carlton through 2027. The 2000 Census figure is used in the table as well as the 2006 population estimate for the city developed by Portland State University. The 1.70 percent growth rate is applied to the 2006 population estimate to derive the population projections through 2027.

Table 20
Carlton Population Projection
2000 - 2027

Year	Population
2000	1,514
2006 ¹	1,670
2010	1,724
2015	1,876
2020	2,121
2025	2,220
2027	2,379
Population change 2000 - 2027	709

Source: U.S. Census, Portland State University Center for Population Research and MWVCOG, 2006

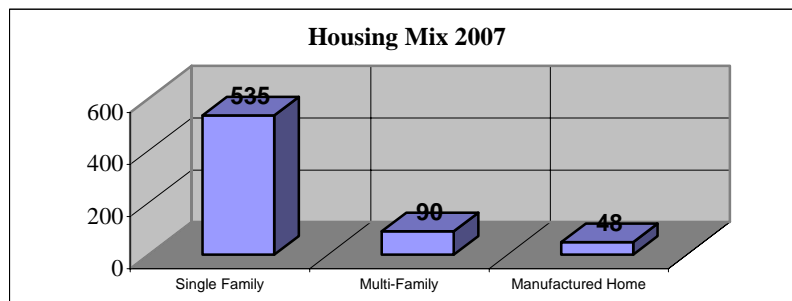
¹ 2006 population estimate from Portland State University

HOUSING

Existing Conditions

Figure 1 shows the mix of residential housing units within the Carlton city limits in 2007. These figures use 2000 Census data as well as building permit records for the period from 2001 through 2006. Of the 673 residential units, 535 units, or 79 percent are detached single-family residential units. Approximately 13 percent of the units are multi-family residences and the remaining seven (7) percent of the units are manufactured homes.

Figure 1



The 2000 Census identified 588 residential dwelling units in Carlton. Of these, 498 units, or about 85 percent, were single-family residential units (including both “stick-built” units and manufactured homes). The remaining 90 residential units were multi-family dwellings. Of the 540 occupied housing units identified in the 2000 Census, 407 or approximately 75 percent were owner-occupied units and the remaining 133 units were rental units. The Census identified 38 vacant units within the community for an overall vacancy rate of approximately 6.3 percent.

Table 21 shows that 85 new dwelling units have been constructed in Carlton from the period since the 2000 Census through 2006. This new construction brings the total number of dwelling units within the city to 663 units. Of the 85 new units added between 2001 and 2006, all were single-family dwellings.

Table 21
Housing Development, Carlton
2001-2006

Year	Housing Starts	
	Single-Family	Multi-Family
2001	0	0
2002	1	0
2003	3	0
2004	9	0
2005	29	0
2006	43	0
Total	85	0

Source: City of Carlton building permit data, 2007

Housing Needs Analysis

This section presents estimates of housing need for various housing types. The needs analysis data in this chapter come from Housing and Land Needs Model S developed in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on Census figures. Other sources of information include the *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.*, a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both owner-occupied and rental housing units at either end of a 20-year period from 2007 to 2027.

The analysis of housing need is based on the following assumptions:

- (1) Vacancy Rates. At any given time, a number of homes within the community are vacant. The 2000 Census identified a 6.25 percent vacancy rate in Carlton. The analysis assumes that this rate will remain the same in 2027.

- (2) Persons per household. The analysis uses the 2000 Census household size of 2.8 persons per household and assumes that this household size will remain the same in 2027.

- (3) The analysis does not include any reference to persons living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories. The 2000 Census did not identify any persons living in group quarters in Carlton. The analysis assumes that this trend will continue through 2027.

(4) The ratio of owner-occupied units to rental units found in the 2000 Census would remain the same in 2027. It is assumed that 75.4 percent of all units will be owner-occupied units and the remaining 24.6 percent of all units will be rental units.

(5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. The analysis assumes that economic conditions in 2027 are similar to those in 2000.

Current Housing Needs

Table 22 shows various elements of the local housing market in 2006. The table uses the 2006 population projection for Carlton developed by The Center for Population Research at Portland State University.

**Table 22
Housing Status
Carlton, 2007**

Population	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
1,670	2.80	673	631	42	507	166	75.4	24.6

Source: 2000 U.S. Census, Center for Population Research at Portland State University, and MWVCOG, 2007

The housing needs model shows that 160 rental units are currently needed in Carlton. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. Census and building permit data shows that 90 multi-family units are currently located in Carlton. The 2000 Census showed that approximately 67 percent of all rental units were multi-family residences and the other 32 percent of all local rental units were single-family residences. Using this percentage, as many as 43 single-family residences are currently used as rental units. Combined with the 90 existing multi-family units, the estimated supply of rental units in Carlton consists of 133 units where 160 units are needed. As shown in **Table 23**, the estimated supply of rental housing units in Carlton does not meet the current need for rental units. An additional 27 rental units, consisting of 18 additional multi-family units and nine (9) single-family dwelling units are needed to meet the current housing needs.

Table 23
Rental Housing Supply and Need
Carlton, 2007

Rental Units Needed	Existing Multi-Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
160	90	43	133	(27)

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2007

Projected Housing Needs

The 2027 population projection for Carlton is 2,379 persons. This projection has been adopted by Yamhill County for the City of Carlton through a coordinated process required under state law (ORS195.036). As shown in **Table 24**, 906 dwelling units will be needed in Carlton by 2027 to accommodate this population.

Table 24
Projected Housing Status
Carlton, 2027

Population (projected) ¹	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units ²	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
2,379	2.80	906	850	56	679	227	75.4	24.6

Source: 2000 U.S. Census and MWVCOG, 2007

¹ The 2027 population projection has been coordinated with the projections for Yamhill County as required by Oregon Revised Statutes 195.036.

² Based on an assumed vacancy rate from the 2000 U.S. Census of 6.25 percent.

Table 25 shows the total number of additional dwelling units that will be needed for the period from 2007 through 2027. With 980 residential units in 2006, an additional 233 new housing units will be needed to accommodate the 2027 population.

Table 25
Additional Dwelling Units Needed in Carlton by 2027

Total Dwelling Units 2006	Total Dwelling Units 2027	Additional Dwelling Units Needed
673	906	233

Source: U.S. Census, City of Carlton, and MWVCOG, 2007

Table 26 shows the residential units needed by 2027. Of the 233 new residential units, an estimated 57 new rental units will be needed, assuming approximately 24.6 percent of the local housing market is comprised of rental units, as was the case in 2000. The analysis of

new rental units assumes that approximately 67 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, then, approximately 39 new multi-family residences and 18 additional single-family dwellings will be needed to meet the projected need for rental units in 2027. In addition, as shown in Table 3, the number of rental units currently available is about 27 units (18 multi-family and nine (9) single-family dwelling units) short of meeting the existing need. Consequently, in order to meet existing and projected need for such housing, a total of 57 new multi-family units will be needed over the next 20 years in addition to 176 new single-family dwelling units.

Table 26
Additional Dwelling Units Needed in Carlton by 2027

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

Source: MWVCOG, 2007

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PUBLIC FACILITIES AND SERVICES

ORS 197.712(2)(e) requires that a city or county shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The 1,999 population of Carlton was 1,555 and the 2,017-projected population is 2,480, consequently, Public Facilities Planning as defined by OAR 660-011-0000 to achieve the requirements of Goal 11 is not required.

Educational Services

Educational services are provided by the Yamhill-Carlton School District #1 that operates the City's only school. The 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 both developmentally delayed and students considered talented and gifted (TAG). The Yamhill Educational Service District (ESD), with headquarters in McMinnville, provides some additional alternative education programs.

CARLTON ELEMENTARY SCHOOL ENROLLMENT

1st Quarter Reports	
<u>Year</u>	<u>Enrollment</u>
1970	317
1975	319
1985	319
1990	361
1995	380
1997	358
1998	354
1999	338

Source: Oregon Department of Education.

The school, originally built in 1953, It has been considerably expanded and remodeled since that time, the last following a fire in 1990. It has 16 classrooms and a design capacity for 384 students. No future expansion is planned until the population indicates the need. The whole district has experienced a decline of enrollment from 1383 to 1312 between 1997 and 1999.

The Yamhill-Carlton School District #1 also operates Yamhill-Carlton High School as well as Yamhill Grade School. Both schools are located in the neighboring town of Yamhill. The

High School currently has an enrollment of 468 students in grades 9-12. Yamhill-Carlton High School has an estimated capacity of 500. Approximately 40% of the students attending the school are from Carlton.

Two private Liberal Arts Colleges within the County offer opportunities for continuing higher education for Carlton residents. These are Linfield College in McMinnville and George Fox University in Newberg. Carlton is within the Chemeketa Community College [CCC] District that offers a variety of courses throughout the County. There is a CCC outreach center at 500 North Hill Road in McMinnville. A property tax levy of .8022/\$1,000 supports the CCC and the citizens of Carlton participation in 1999-2000 was \$37,548.

The City of Carlton does not have a public library. The Chemeketa Regional Library System provides limited public library services. A special levy of .0810/\$1,000 supports this system and the citizens of Carlton participation in 1999-2000 was \$3,791. The nearest libraries within the system are city libraries located in Newberg and McMinnville. Residents have minimum access to services including a one-item limit on book loans. A library card for \$25 per household per year allows full service access at any public library in the Yamhill, Marion or Polk county area. Bookmobile service is not available.

City Government

Carlton was incorporated in 1899. The most current City Charter was adopted June 4, 1962. The Mayor, elected every two years, and six-member Council, elected to four-year terms, are the policy making body for the City. A seven member Planning Commission, appointed by the Council, serves as an advisory body to the Council and considers various land use applications. During fiscal years 98-99 and 99-00, user fees reimbursed 42% of the city's requirements for professional planning services. The current City Hall with administrative, public works and police officers was constructed in 1974.

Major functional areas of city government include fire protection, policing, water service, wastewater service, parks & swim pool, planning, and streets. The City employs a staff of eight. These include: a city manager, a city recorder, an office worker, two police officers, and three public works employees.

The 2000-2001 adopted budget was \$4,842,328. The City has a permanent property tax rate limit as computed by the Oregon Department of Revenue of \$5.0098/\$1,000 assessed value. The 1999-2000 assessed value \$51,474,145. In 2000-2001, the estimated operating fund levy was \$4.42/\$1,000, and a Bond levy outside of the limit of \$0.49/\$1,000.

Fire Services

The Carlton Fire Department provides fire protection services for the City of Carlton, 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 consisting of a Fire Chief and about 25 fire fighters. Equipment includes three (3) pumpers, one (1) reserve pumper, one (1) tanker/pumper and one (1) rescue truck. In 1999, the department responded to incidents 148 times of which only one was a fire incident, 24 mutual aid to other departments and 90 were rescue, usually vehicle related.¹⁰ Fire flows are provided through approximately 51 hydrants within the city and a significant number along the City of Carlton's rural water system. Many of the hydrants are located on 4" lines which make could mean the water quantity may be problematic at those locations. The operating budget for 2000-01 was \$86,545 with the district providing \$23,012 or 27%. An equipment sinking fund exists to which \$18,000 per year is transferred. The real market value of the area protected is estimated at \$131,960,000 in 1999. Of this property, approximately 52% is in the city and 48% in the district.

Carlton currently has a fire rating of five/six (5/6). Water pressure in the downtown area is approximately seventy-five (75) pounds per square inch, which is considered sufficient for fire fighting needs. The fire department is experiencing no current problems in providing adequate fire protection services for the district. The present firehouse facilities are adequate to house equipment currently in service but not the design (size) of newer equipment. With the replacement of existing fire equipment as it becomes obsolete, a need will exist for new or expanded firehouse facilities.

Police Services

Carlton's City Police Department consists of a Chief of Police, two (2) full time officer and six (6) reserve officers. Carlton has received a grant for a four years program for an added Carlton In-school Officer starting in 2001 to work with all School District #1 schools. The 2000-2001 operating budget for the department was \$159,356. 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). To assist in dispatch payment the city received \$5,730 of 911-telephone excise tax, which amounted to only 37% of the total cost for such service. Police service appears to be adequate at this time.

¹⁰ Oregon Office of the State Fire Marshall.

Streets

With the exception of State Highway 47 [1.08 miles] and Main Street from Hawn Creek east [0.11 miles, county], all street maintenance and lighting are the responsibility of the City of Carlton. This system amounts to approximately 8.83 miles of public rights-of-way, 7.34 miles paved and 1.49 aggregate surfaced. [Note: Also see Transportation, Page 101.] In 2000-01, the annual revenues received for this activity were \$69,940 of which \$67,200 was in the form of state gas tax revenues. The street lighting costs alone consume 21% of the budget. Sidewalk maintenance is the responsibility of the property owner.

Medical Services

Carlton's only pharmacy closed in 1999. A veterinary hospital and dentist office are located in Carlton. Numerous additional medical services are located in McMinnville and Newberg.

The Yamhill County Emergency Services Advisory Committee administers the Yamhill County, Ambulance Service Area Plan adopted on June 8, 1988. The plan allocates the Carlton area to the McMinnville Ambulance Service District. Working through the McMinnville Fire District emergency medical response services are normally provided by EMT personnel and ambulances based at McMinnville Main Station, 175 E. 1st Street a distance of approximately 7.25 miles from the City of Carlton. The approximate normal response time for 90% or more of the calls within the City of Carlton is 8 to 10 minutes.

Willamette Valley Medical Center (formerly McMinnville Community Hospital) constructed in McMinnville in 1996, is an 80-bed facility with a staff of 65 physician and 350 employees.

Providence Newberg Hospital (formerly Newberg Community Hospital) in Newberg has recently updated and expanded its facilities and services.

Home Health Services are available through both local hospitals, as well as through various private agencies. In addition, Health Dynamics Hospice (formerly Hospice of Yamhill County) provides in-home hospice services.

The Yamhill County Public Health Department, McMinnville, provides a variety of health services to county residents. Assessment of health needs of the community, policy making, and specific health services to identified populations are the overall functions. Specific areas of health services include communicable disease control, reproductive health services, prenatal care, maternal-child health services, environmental health, vital records, and school health.

Parks and Recreation

The City of Carlton maintains two parks and a city owned swimming pool. [Also see Recreation, Page 71.] The city in 2000-01 budgeted \$12,380 for that purpose to parks and \$37,000 to the pool fund. Approximately 33% of the pool costs will be reimbursed through user fees. A fifteen-year bond levy [Also see City Government above] raises \$21-24,000 annually to pay off the indebtedness of the reconstruction of the pool in 1991.

Social and Cultural Services

Because of its close proximity to McMinnville, Portland, and Salem; Carlton residents are offered a variety of social and cultural activities. Local organizations include the, Civic Club, Girl Scout Troop # 429, Carlton Together Cares, Carlton Parent Organization (CPO), Carlton Youth Athletic Association, Carlton-Yamhill Lions Club, American Legion Post #173 & Auxiliary and Bloated Rhino Racing Team. Faith based organizations include the First Baptist Church, Grace Baptist Church, and Assembly of God Church.

Communication Services

Carlton has no established internal communication network other than a monthly community newsletter, Carlton Community news, published by the Carlton Together Cares (Community Progress Team). However, because of the proximity to a large urban center, it has a variety of communications facilities available. Local news and public information is printed in the News-Register published in McMinnville and The Graphic published in Newberg. Daily newspapers of general circulation are The Oregonian, published in Portland, and The Statesman-Journal, published in Salem.

There is one local radio broadcast station (KLYC-1260AM) in McMinnville providing local news and public information to Carlton residents. Residents of the Carlton area can receive a variety of radio and television stations broadcasting from Portland. The City is provided cable telecommunications service by AT&T Cable. As of 2000 there was a 3% cable service franchise in the City of Carlton. The franchise provided city government \$7,016 in revenues. Many residents receive television broadcasts directly by satellite (TVRO).

Local telephone service is provided by Sprint with extended area calling available to McMinnville and the Portland Metropolitan area. As of 2000 there was a 3% telephone service franchise in the City of Carlton. The franchise provided city government \$8,316 in revenues in 1999. Various cellular phone services exist.

Carlton has had its own Post Office [97111] since 1874. Mail to all City residents and businesses is delivered or picked up at mailboxes located at the post office or to centralized drop boxes. A new 4,500 square foot postal facility on a 0.75 acre site on West Main was

occupied during 2000. Rural postal customers in the Carlton area receive direct delivery through Rural Free Delivery (RFD), provided out of the Carlton Post Office.

Water Supply System

In accordance with OAR Chapter 333 a Master Water Plan is required to evaluate future needs for at least a 20-year period and should be updated ever 10 years. Accordingly a Water Master Plan was completed in 1996 projecting the needs of the city to 2016. It will require an update in 2006.¹¹ The following is intended as only a brief synopsis of the report. For further details the Water Master Plan should be consulted.

The plan was prepared using the following minimum service standards:

- Water quality shall be maintained at the highest possible level and meet all Oregon and EPA standards at all times.
- The quantity of water delivered by the system shall meet peak daily and hourly and fire demands for the next 20 years.
- The water system shall be capable of maintaining pressures of between 50 and 95 psi under both normal and peak demand periods, except fire flows where minimum pressures shall remain above 20 psi.
- Stored treated water for the system shall equal at least three average days usage plus fire design.
- A design fire should be 3,500 gpm for 3.5 hours at schools and 1,500 gpm for 1.5 hours elsewhere.
- All new distribution piping shall be at least 6 inches in diameter.
- Valves shall be installed at least as often as ever mile in supply pipelines, and every 500 to 800 feet, or at least every intersection in town, whichever is shorter.
- Fire hydrants shall be placed a maximum of every 400 to 500 feet in the distribution system.

The average water system demand between January 1986 and March 1995 was 307,611 gallons per day or 182 gallons per capita per day. Excessive water loss from leaking pipes may contribute to this relatively high usage.

Carlton’s main water source is Panther Creek, which flows out of the Coast Range from the east, then continues on to the Willamette River. Carlton holds the following water permits:

<u>Source</u>	<u>Number</u>	<u>Quantity</u>	<u>Priority Date</u>
Panther Creek	Certificate 1869	0.5 cfs	08/12/1911
Panther Creek	Permit S32489	2.5 cfs	10/27/1967
Panther Creek	Permit S34661	0.5 cfs	10/22/1969

¹¹ *City of Carlton, Water Master Plan*, KPFF Consulting Engineers, June 1996.

Panther Creek	Permit S50218	0.07 cfs	11/30/1987
Panther Creek	Permit R5527	66 AF	10/22/1969
Res.			
Panther Creek	Permit R10900	9 AF	11/30/1987
Res.			
Fall Creek	Permit S32488	2.0 cfs	10/27/1967

The Panther Creek Reservoir constructed around 1970 has a capacity of 75 acre/feet of stored water.¹² **[See, Panther Creek Watershed Map]** The drainage basin above the dam is approximately 3.19 square miles.¹³ During rainy seasons the water is turbid and tree removal activities by other land owners leads to erosion problems. A strategy for protection of the watershed has been developed and requires implementation.¹⁴ To date, the water right for 2.0 cfs on Fall Creek have never been exercised. The main 4.5 mile long 10" diameter transmission line to the city includes a 6-inch emergency connection with the McMinnville Water and Light main transmission line. No agreement exists as to the conditions under which this connection can be used.

The water treatment plant was constructed in 1985. The direct pressure filter plant was originally rated at a capacity of 880,000 gallons per day (gpd). However, the plant does not have a sedimentation step prior to the pressure filtration. Because of this, the State of Oregon downgraded the capacity of the treatment plant to 407,000 gpd. When water needed for backwash is factored in, the water plant can produce less than 400,000 gpd of usable water. Peak demands were estimated at 800,000 gpd for 1996.

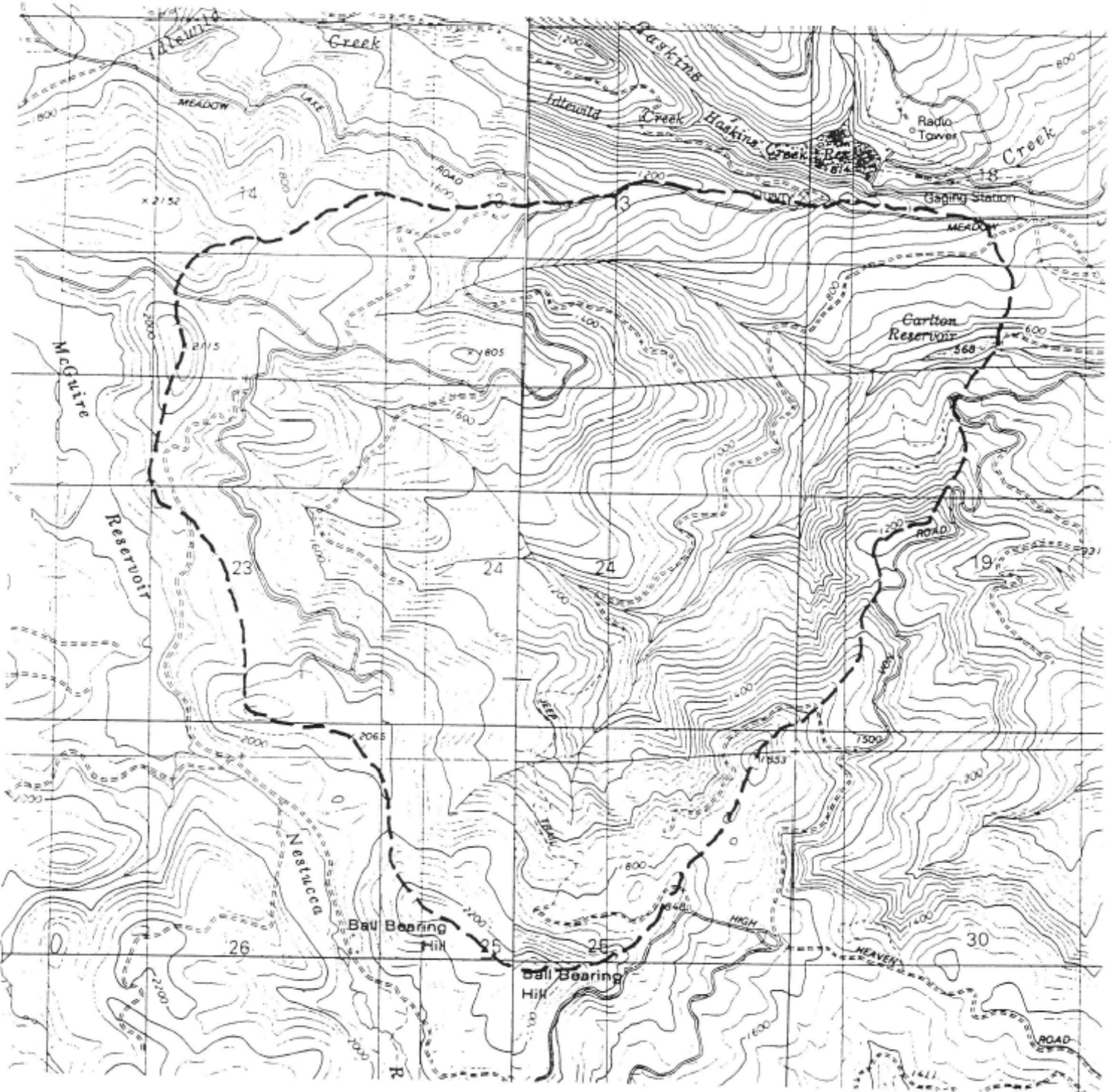
Existing water storage is a 390,000-gallon covered concrete reservoir located approximately 2.5 miles west of the city. The reservoir was constructed in the early 1900's.

¹² Located in the south half, Sec. 18, T3S R5W WM.

¹³ Panther Creek Station (14197300), Lat. 451820, Long. 1232100.

¹⁴ Panther Creek Watershed Protection, July 1997.

PANTHER CREEK WATERSHED MAP



SCALE 1:24,000
Vertical Datum of 1929
SOURCE: U. S. Geological Survey

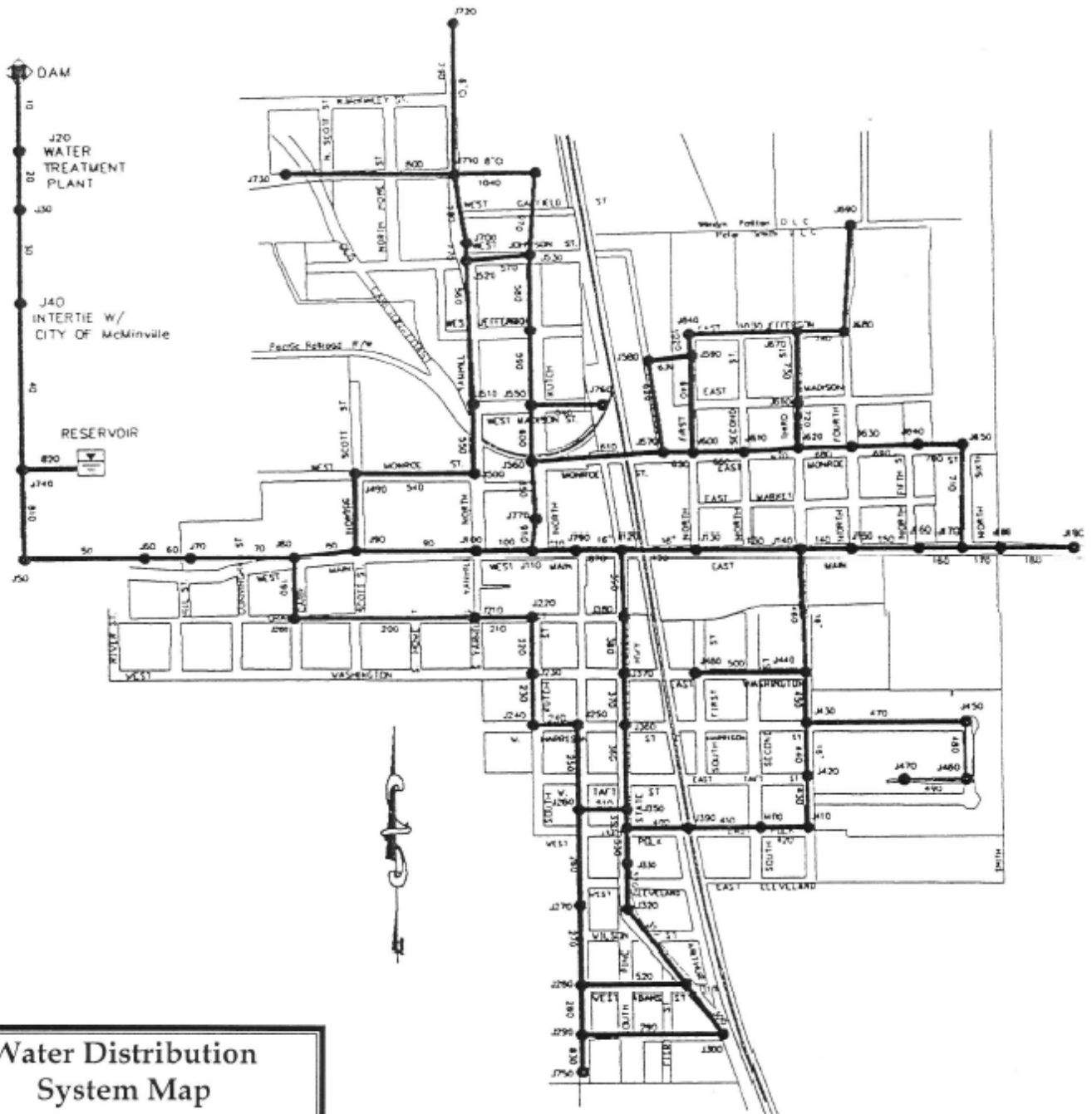
The system serves 682 single family equivalent service connections inside the urban growth boundary and 140 outside services of which 41 are on the Valley View Water Company system, 30 on the main transmission line and the remaining 69 at other locations outside the city. An estimated 350 persons are served outside the city. Water sales revenues for 2000-2001 were estimated at \$308,000 and on going operations and maintenance [O&M] at \$232,588 and capital outlay and debt service are not included in this figure. The city in the process of a \$2,638,000 water project that is incurring the city a water system debt of \$2,267,680. Water service SDC revenues were estimated to be \$27,000 per year.

The approximately 30,700 foot distribution system is generally poorly looped, with the majority of the pipes being 4 and 6 inches in diameter. The distribution system can supply only 430 to 568 gallons per minute (gpm) of fire flow. **[See, Water Distribution System Map]** This represents only 1/3 of the required fire flow for residential areas and 1/7 of the required flows for the larger commercial structures or the school.

The Water Master Plan recommended construction of the following public water facilities to meet the projected average daily demand of 800,000 gpd and peak daily demand of 2,000,000 gpd in the year 2016:

1. 500,000-gallon treated water reservoir at the treatment plant for chlorine contact time;
2. 1,000,000 gpd water treatment plant;
3. 9,400 feet of 16-inch transmission pipe' and
4. 1,000,000-gallon water reservoir in the city.

In addition to these recommended improvements, recommendations were made for increasing the size of pipes within the distribution system.



**Water Distribution
System Map**

Junction Nodes [J270, etc]
 Prepared: 3-12-96
 Reprinted: June 2001
 Prepared by:

KPFF, Consulting Engineers
 707 S. W. Washington Street, Suite 600
 Portland, OR 97205

NOTE: This schematic should be replaced upon completion of automated system mapping.

Wastewater System¹⁵

The City of Carlton owns and operates its own wastewater collection, treatment and disposal system. Carlton's sewer system was originally constructed in 1911 and has been enlarged several times since then. The wastewater system currently consists of a gravity system; two pump stations, treatment plant, and river outfall. The system serves 670 single-family equivalent services, all within the incorporated city and urban growth boundary.

The collection system is a conventional gravity system with two pump stations. The system is made up of approximately 35,000 feet of pipe, which vary in size from 6-inch to 16-inch. **[See, Wastewater Collection System Map]** Most of the collection system was constructed before 1960. Over 17,000 feet of the collection system was constructed in 1928. The lines constructed in 1928 are vitrified clay and concrete with concrete-mortar joints. The majority of the other pipes are concrete with bell and spigot joints.

Only 1,700 feet of the collection system is asbestos cement pipe. Sewer service revenues for 2000-2001 were estimated at \$241,800 and on going operations and maintenance [O&M] at \$186,365 and capital outlay and debt service are in addition to this figure. Wastewater SDC revenues were estimated to be \$47,260 per year.

Due to the prevalence of concrete-mortared pipe, the collection system experiences a large amount of inflow and infiltration (I/I). Inflow is rainwater entering the sewer pipe from the ground surface, roof drains, and storm sewer cross-connections. Infiltration is groundwater entering the sewer through defects in the pipes and manholes. The large amount of I/I taxes the pump stations and treatment plant. In an attempt to remove a portion of the I/I, portions of the sewer lines were pressure-grouted. Unfortunately, this was not effective. I/I in the collection system remains excessive.

Carlton's wastewater system includes two pump stations. The Hawn Creek Pump Station serves all of Carlton east of the railroad right-of-way. This pump station underwent a major reconstruction in 1995. The other pump station is at the wastewater treatment plant.

The wastewater treatment plant is a two-lagoon system constructed in 1995. Floating aerators were then added to increase the treatment capacity of the plant. Treated water is disinfected with chlorine and discharged to the North Yamhill River. To meet dilution requirements the City can only discharge during the months of November through April.

¹⁵ Source: *Facilities Plan Update, City of Carlton, Russ Fetrow Engineering Inc., July 1989.*

WASTE WATER COLLECTION SYSTEM MAP

NOTE

This page Reserved. It should be replaced upon completion of automated wastewater system mapping.

A total Mass Discharge Limit (TMDL) has been established for the North Yamhill River. Because of this, the City will have difficulty obtaining future mass load increases as the demand on the system increases. It is likely that the City will need to dispose of more effluent through irrigation.

Storm Drainage System

Carlton does not have an overall city storm drainage system. An old and deteriorating system of storm drains exist in the commercial core area. The ultimate disposition of storm water entering the system is unknown in some instances. Residential areas of the Community rely on surface drainage. Roadside swales assist in the collection of runoff water. Uncontrolled discharge of storm water onto adjacent public and private property is a continuing and increasingly a problem. Preparing a storm water plan which includes a capital improvement plan identifying specific needs would provide the basis for establishing systems development charges, design standards, and position the city to leverage federal and state loan and grant funds.

Source: Sewer System Facilities Planning Report and Sewer System Evaluation Study, Westech Engineering, Inc., August 1978. [?]

Energy Distribution System

Portland General Electric provides Carlton's electric power. As of 2000 there was a 3% electric power franchise in the City of Carlton. P.G.E. indicates that there are no problems with the expansion of the system to meet expected growth trends. The franchise provided city government \$25,629 in revenues in 2000. The City is not presently served by a natural gas distribution system.

Solid Waste Disposal

City Sanitary and Recycling Services of McMinnville provide the solid waste and recycling service for Carlton and the immediate area. Service rates are submitted to the City Council for approval. The franchise provided city government \$2,469 in revenues in 1999. In addition, service rates are adjusted annually by the August CPU-U West C to account for general increases in the costs of performing services.

Refuse is picked up weekly by truck and transported to the Riverbend Landfill site, 3 miles south of McMinnville. City Sanitary and Recycling Services contracts with the Riverbend Landfill Company for disposal.

Recycling solid waste materials reduces the volume of material to be disposed of, and

conserves energy and material resources. Materials generally recycled are glass, ferrous and non-ferrous metals, plastics and paper.

City Sanitary and Recycling Service provide residential curbside recycling once a month, on the same day as garbage service. It also provides a variety of commercial recycling services including high-grade paper and cardboard pickup. City Sanitary and Recycling service provides promotional and educational services. The material that is recovered includes three colors of glass, some plastics, tin/steel cans, aluminum, magazines, newspaper, cardboard, and used motor oil.

Recycled materials are brought to a processing center on the City Sanitary and Recycling Service Campus in McMinnville. The material is sorted and marketed. Bulk/large item recycling is also available to the residents of Carlton at the Riverbend Landfill, as well as direct drop off of solid waste, for a fee.¹⁶

¹⁶ Source: City Sanitary and Recycling Service, 1997.

TRANSPORTATION

The City of Carlton prepared and adopted by Ordinance No. 681, [June 2009], an updated Transportation System Plan (TSP) entitled *City of Carlton, Transportation System Plan*, May 2009. The purpose of this document was to address the requirements of the Transportation Planning Rule [TPR] and Statewide Goal 12, and key transportation issues identified by the City as part of the 2009 Transportation Plan Update. The following is a summary of the key information found in the Carlton TSP. For in depth information, the TSP should be consulted.

Background

The *Carlton Transportation System Plan* (TSP) 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 twenty-year plan to guide transportation improvements and enhance overall mobility for vehicles, pedestrians and bicyclists throughout the city.

The City of Carlton adopted the first TSP in 1999 in order to better manage the City's existing and future transportation facilities and to promote the development of a safe, well-planned transportation system. The City initiated the 2009 TSP update in response to recent population, employment and transportation system changes and to ensure the transportation system will adequately meet the City's needs through the year 2030.

System Inventory

As part of the planning process, an updated inventory was conducted of the existing transportation system in the City of Carlton. This inventory included the street system as well as pedestrian, bikeway, public transportation, rail, air, water and pipeline systems. A copy of the updated street system inventory is available as an appendix in the 2009 TSP.

Roadway Functional Classifications

The roadway functional classification system groups city streets into categories based upon the character of service they are intended to provide. [See, *Roadway Functional Classifications Map*]. Identification of the appropriate roadway functions is the basis for planning roadway improvements and establishing appropriate standards (right-of-way, roadway width, design speed).

Carlton has three (3) types of roadway functional classifications that are described as follows:

- **Arterials** – Intra- and inter-community roadways connecting community centers with major facilities. In general, arterials serve both through traffic and local traffic. Access should be partially controlled with infrequent access to abutting properties.
- **Collectors** - Streets connecting residential neighborhoods with smaller community centers and facilities as well as access to the arterial system. Property access is generally a higher priority for collector arterials; through-traffic movements are served as a lower priority.
- **Local Access Streets** - Streets within residential neighborhoods connecting housing (also can be commercial, industrial, etc.) with the arterial system. Property access is the main priority; through traffic movement is not encouraged.

The following arterials were identified:

- Highway 47
- Main Street

The following collectors were identified:

- Johnson Street from Yamhill Street to Kutch Street
- Johnson Street from 4th Street to 7th Street
- Jefferson Street from Yamhill Street to Kutch Street
- Madison Street from Yamhill Street to Kutch Street
- Monroe Street from Scott Street to 5th Street
- Cunningham Street from Grant Street to Main Street
- Scott Street from Main Street to Monroe Street
- Grant Street from Cunningham Street to Pine Street
- Kutch Street from Roosevelt Street to Main Street
- 1st Street from Roosevelt Street to Main Street
- 3rd Street from southern terminus to Main Street
- 4th Street from Main Street to Johnson Street
- 7th Street from Main Street to northern terminus
- Park Street from south city limits to Grant Street
- Polk Street from Park Street to 3rd Street
- Roosevelt Street from western terminus to 1st Street
- Wilson Street from Pine Street to Arthur Street

Roadway Functional Classification Map

The TSP updated included a review of existing and future transportation conditions and deficiencies for all transportation modes serving the City of Carlton. A summary of the current conditions and future deficiencies of the transportation modes serving Carlton is provided as follows:

Roadway Network

- Intersection Operations: All of the unsignalized study intersections in Carlton currently operate acceptably and are forecast to continue to operate acceptably in 2030.
- Roadway Segment Operations: All of the Highway 47 roadway segments in Carlton currently operate acceptably and are forecast to continue to operate acceptably in 2030.
- Roadway Deficiencies: The following roadway deficiencies have been identified:
 - There are only four crossings of the Union Pacific railroad right-of-way that runs north and south within the city. This creates many east-west discontinuities in the otherwise continuous roadway network grid.
 - The following facilities were considered for upgrade from local street to collector classification based on the connectivity they provide and relationship to access and railroad right-of-way crossings:
 - 1st Street from Roosevelt Street to Main Street
 - Kutch Street from Johnson Street to Roosevelt Street
 - Kutch Street from Main Street to Monroe Street
 - Johnson Street from 4th Street to 7th Street
 - During peak hours, approximately one truck every 1.5 minutes pass through the downtown area of the City of Carlton along Main Street and create a negative impact to the downtown/community environment. Up to four times that many trucks pass through the Yamhill Street/Main Street intersection. Approximately seventy percent of the trucks on Main Street continue through town on Highway 47 and have the potential to be rerouted by a local by-pass.
 - Trucks have a difficult time negotiating the Yamhill Street/Main Street and Pine Street/Main Street intersections and encroach on both the approaches and departures of the intersections.
 - Highway 47 within the UGB has a crash rate slightly higher than the statewide average for similar facilities. This is a result of the relatively short study segment length. The crashes are primarily located at or near the two Main Street intersections along Highway 47 which have relatively low intersection crash rates.
 - Crashes at the two Main Street intersections along Highway 47 are likely related to the unusual three-way stop-control. The three-way stop-control at the Yamhill Street/Main Street and Pine Street/Main Street intersections causes confusion to some motorists who mistake the intersections as all-way stop controlled.
 - Left-turn lane warrants will be met at any intersection along N. Yamhill Street

with a left-turn volume greater than ten vehicles in the peak hour. Left-turn lane warrants will be met any intersection along S. Pine Street with a left-turn volume greater than approximately 20 vehicles during the peak hour.

Pedestrian Network

- **Existing Pedestrian Conditions:** There are many sidewalk locations that are missing or deficient within the City of Carlton. Many of the existing sidewalks are in poor physical condition, too narrow, or poorly maintained with overgrown vegetation. The sidewalk system within the City is fragmented and disjointed and is difficult to use the sidewalks to safely walk from one area of town to another.
- **Pedestrian Deficiencies:** Sidewalks in good condition are desirable and should be provided on all collector, arterial, and local streets within the city limits; however, due to cost constraints a system of prioritization is necessary. Sidewalks shall be prioritized based on the necessity to provide Safe Routes to School and each roadway's importance in the roadway hierarchy. Priority sidewalk gaps, maintenance areas, and pedestrian crossings (in no particular order) include the following:
 - Safe Routes to School:
 - S 3rd Street between E Monroe Street and Carlton Elementary School
 - W Polk Street between S Pine Street and Carlton Elementary School
 - E. Monroe Street from N. Kutch Street to N. 3rd Street
 - N. Kutch Street from LE. Lincoln Street to E. Monroe Street
 - Pedestrian crossing along Highway 47 at Monroe Street
 - Railroad right-of-way crossing at E. Washington Street
 - Pedestrian crossing along Highway 47 at Washington Street
 - Other priority arterials/collectors
 - Main Street from N 7th Street to N 1st Street
 - Railroad Right-of-Way Crossings to improve east-west connectivity throughout the City.
 - N Yamhill Street from Main Street to Lincoln Street
 - W Grant Street from S Pine Street to S River Street
 - N 1st Street from E. Monroe Street to E. Main Street

Bicycle Network

- **Existing Bicycle Conditions:** There are currently no designated bicycle facilities in Carlton.
- **Bicycle Deficiencies:** Bicycle lanes are desirable on all collector and arterial roadways; however, roadways with traffic volumes greater than 3,000 vehicles per day, those on Safe Routes to School, as well as those that create recreational opportunities should be the priority. Based on these criteria, the following prioritizes potential bicycle facilities:
 - Highway 47 within the city limits

- Main Street within the city limits
- Polk Street between S Pine Street and Carlton Elementary
- 3rd Street between Main Street and Carlton Elementary School
- Railroad right-of-way multi-use path

Public Transit Service

- **Existing Public Transportation:** Several public transportation services are provided within the City of Carlton. Including:
 - LINKS – provides service via the Highway 47 Corridor LINK service which connects between Carlton and McMinnville, Yamhill, Cove, Gaston and Hillsboro (which connects with Metro’s MAX light-rail system).
 - 99W Corridor LINK – fixed route service connecting McMinnville, Lafayette, Dayton, Dundee, Newberg and Sherwood
 - YCTA Paratransit Service – dial-a-ride service to all residents with 24-hour advance notice.
- **Future Transportation:** Future transit needs in the City of Carlton could include expanded regional and intercity commuter services, expanded transit frequency during Carlton Fun Days and peak wine tasting times, park-and-ride lots, as well as more widespread awareness of the existing Cherriots Rideshare carpool program.

Rail Service

- There is one rail right-of-way owned by the Union Pacific Railroad that runs through the City of Carlton, but no tracks remain in the right-of-way that runs through Carlton.

Air Service

- No public airports are located within the City of Carlton. A general aviation airport is located in McMinnville, north of Carlton. The nearest airport with scheduled passenger service is the Portland International Airport, located approximately 25 miles northeast of Carlton.

Pipeline Service

- There are currently no major regional pipelines through Carlton.

Water Transportation

- There are no navigable waterways within the City of Carlton, and therefore no water transportation services available.

Transportation Funding

- **Existing Funding:** An average of approximately \$66,000 per year in 2007 dollars has been spent within the City of Carlton on transportation projects over the past 15 years. The majority of the funds have been provided by ODOT. The City of Carlton has provided approximately \$4,400 per year on average for transportation projects.
- **Transportation SDC:** Assuming a future TSDC rate of \$250 per daily trip, future funds from a TSDC program would be approximately \$1,475,000. This equates to approximately \$73,750 per year over the next twenty years.
- **Future Funding:** It is anticipated that approximately \$2.8 million will be available for transportation project funding over the next twenty years (with approximately \$87,500 provided by the City of Carlton, \$1,233,500 provided by ODOT, and \$1,475,000 provided by TSDC funds).

Alternatives Analysis

The TSP included an analysis of alternatives to address the future transportation deficiencies identified for the roadway, pedestrian, bicycle, and public transit networks. The primary focus of the alternatives analysis was the development of alternatives to mitigate truck traffic through the downtown and to address safety concerns at the three-way stop control intersections on Main Street (Yamhill/Main and Pine/Main street intersections). The roadway alternatives analysis also included a review of left turn-lane warrants on Highway 47 and additional locations for potential railroad right-of-way crossings to improve east-west street connectivity within the city.

Pedestrian and Bicycle Plan

The TSP prioritized the need for sidewalks based on Safe Routes to School and system connectivity needs and identified all of the roadways that warrant exclusive bicycle lanes based on their projected vehicle traffic volumes as well as additional bicycle routes that may warrant bicycle lanes based on their need to serve children. Priority sidewalk and bicycle lane projects are identified as follows. [See Priority Bicycle and Pedestrian Accommodations Map].

- Provide sidewalks on the following locations:
 - 3rd Street between E Monroe Street and Carlton Elementary School
 - Polk Street between S Pine Street and Carlton Elementary School
 - Monroe Street from N Kutch Street to N 3rd Street
 - N Kutch Street from W Lincoln Street to W Monroe Street
 - E Main Street from 7th Street to Pine Street
 - Railroad Right-of-Way Crossings to improve east-west connectivity throughout the City.

- N Yamhill Street from W Main Street to Lincoln Street
 - W Grant Street from S Pine Street to S River Street
 - N 1st Street from E Monroe Street to E Main Street
 - N 4th Street from E Main Street to E Roosevelt Street
- Provide railroad right-of-way crossing at E. Washington Street
- Provide pedestrian crossings in the following locations:
 - Highway 47 at Monroe Street
 - Highway 47 at Washington Street
- Provide bicycle lanes in the following locations:
 - Highway 47 within the city limits
 - Main Street within the city limits, excluding the Highway 47 segment
 - Polk Street between S Pine Street and Carlton Elementary
 - S 3rd Street between E Main Street and Carlton Elementary School
 - N Yamhill Street between W Main Street and W Grant Street
 - Construct a multi-use path in the railroad right-of-way.

Bicycle and Pedestrian Priority Map

Public Transportation Alternatives

The TSP update identified the following public transportation system alternatives:

Expanded Transit Service

The City of Carlton will coordinate with the Yamhill County Transit Area District (YCTA) on increasing service to the City of Carlton and identify the potential local share or match that could facilitate increased service. The need for a future transit stop in the vicinity of the intersection of N 4th Street/E Main Street will be monitored.

Event Transit Service

Increased transit and park-and-ride lots during Carlton Fun Days and peak wine tasting times will be addressed by a Carlton Event Management Plan or by local businesses during peak wine tasting times. The city will help coordinate local businesses to establish a shuttle and identify overflow parking areas during peak wine tasting times.

Cherriots Rideshare Program

The City of Carlton will work with rideshare programs to enhance the publicity of their service. Many activities such as local newspaper articles, postings and flyers in all public buildings, or information booth at a local event, can be completed by the City.

Public Transit Costs

Some of the costs to increase transit to Carlton by the YCTA may be capital and operational. The ability to use System Development Charges for these types of costs should be explored further.

Preferred Plan and Financially Constrained Alternative

The improvements identified in the alternatives analysis were reviewed to determine which Main Street alternative was the preferred alternative and to prioritize the timeframe for completing additional roadway and multi-modal improvements included in the Preferred Transportation System Plan (*Preferred Plan*). A Financially Constrained Transportation System Plan (*Financially Constrained Alternative*) was also developed to consider project priorities under a constrained financial scenario, where project costs are matched to the City's projected future transportation funds.

Preferred Plan

The *Preferred Plan* summarizes all of the roadway, pedestrian, bicycle, and transit improvements required to address the City of Carlton's transportation goals. No mitigations are required to meet the ODOT mobility standards along Highway 47; however geometric improvements have been identified to improve safety. Because none of the identified improvements are driven by a timeframe based on future volume projections, the projects were categorized as either short-, medium-, or long-term priority based on how

they met the City's goals and to establish an order in which the projects could potentially be pursued. [See Preferred Plan Map].

The following table identifies the roadway improvements in the *Preferred Plan* and each improvement's priority for development in the short, medium and long-term. The short-term priority projects are identified as projects that can be achieved relatively inexpensively and easily based on available right-of-way (including converting the two Main Street/Highway 47 intersections to all-way stops to simplify the traffic control and operations for all users and improve the turning radii). The medium-term priority improvements are those that are necessary to fully address the City's goal of enhancing the pedestrian environment along Main Street and meeting ODOT's future need for left-turn lanes on Highway 47 at the cross-streets. The long-term priority projects are those that will be driven by development and are likely to be constructed by development.

Preferred Plan Map

Table 27 identifies the roadway improvements in the *Preferred Plan* and each improvement's timeframe for completion. The short-term priority projects are identified as projects that can be achieved relatively inexpensively and easily based on available right-of-way. The medium priority improvements are those that are necessary to fully address the City's goal of enhancing the pedestrian environment along Main Street and meeting ODOT's future need for left-turn lanes on Highway 47 at the cross-streets. The long-term priority projects are those that will be driven by development and are likely to be constructed by development.

Table 27
Preferred Plan Roadway Improvements

Project Number	Location	Description	Cost¹	Timeframe Priority
R1	Yamhill Street / W Main Street	Turning Radius Improvements	\$50,000	Short
R2	Pine Street / W Main Street	Turning Radius Improvements	\$50,000	Short
R3	N Yamhill Street (UGB to Main)	Install center left-turn lane	\$827,327	Medium
R4	S Pine Street (Grant to UGB)	Install center left-turn lane	\$902,403	Medium
R5	N Pine Street and W Monroe Street	Construct Main Street bypass	\$868,414	Medium
R6	Roosevelt Street (at Railroad ROW)	Connect Roosevelt Street across railroad right-of-way	\$85,800 ²	Long
R7	Wilson Street (at Railroad ROW)	Connect Wilson Street across railroad right-of-way	\$60,060 ²	Long
Total			\$2,844,004	
Total – Development Funded			\$2,698,144	

¹ Does not include needed right-of-way acquisition.

² Anticipated to be funded by development.

Pedestrian improvements for the *Preferred Plan* are identified as follows.

**Table 28
Preferred Plan Pedestrian Improvements**

Project Number	Location	Description	Cost	Timeframe Priority
P1	3 rd Street (Monroe to Polk)	Install sidewalks	\$213,444	Short
P2	Highway 47 (at Monroe St)	Install crosswalks	\$50,000	Short
P3	Highway 47 (at Washington St)	Install crosswalks	\$50,000	Medium
P4	Washington Street (at Railroad ROW)	Provide ped/bike connection across railroad right-of-way	\$19,305	Short
P5	W Grant Street (River to Pine)	Install sidewalks	\$289,436	Short
P6	Main Street (1 st to 7 th)	Install sidewalks	\$238,729	Short
P7	Monroe Street (Kutch to 3 rd)	Install sidewalks	\$161,726	Short
P8	Polk Street (Pine to 3 rd)	Install sidewalks	\$132,066	Medium
P9	N 1 st Street (Monroe to Main)	Install sidewalks	\$72,864	Medium
P10	N 4 th Street (Johnson to Main)	Install sidewalks	\$253,440	Short
P11	N Kutch Street (Lincoln to Monroe)	Install sidewalks	\$127,376	Short
P12	Washington Street (Pine to 3 rd)	Install sidewalks	\$119,295	Medium
P13	N Yamhill Street (UGB to Main)	Install sidewalks	\$389,902	Long
P14	Railroad right-of-way	Construct multi-use path along right-of-way	\$517,770	Long
P15	W Main Street (Scott to Yamhill)	Install sidewalks	\$91,872	Medium
P16	W Main Street (Cunningham to Scott)	Install sidewalks	\$92,664	Long
Total			\$2,819,889	

Pedestrian improvements in the *Preferred Plan* were prioritized as short-, medium-, and long-term projects according to their relative importance to the transportation system. Improvements that establish vital connections and improve safety are given the highest priority to complete in the short term. For example, pedestrian improvements on 3rd Street, Washington Street, Grant Street, and Main Street would strengthen connections to major attractors, such as Carlton Elementary School and Wennerberg Park. Crosswalks on Highway 47 are also prioritized, as they improve pedestrian safety along the busiest roadways in the City.

Table 29 lists the bicycle improvements identified in the *Preferred Plan*.

**Table 29
Preferred Plan Bicycle Improvements**

Project Number	Location	Description	Cost	Timeframe Priority
B1	3 rd Street (Main to Polk)	Install bike lanes	\$288,776	Short
B2	Grant Street (Yamhill to Pine)	Install bike lanes	\$144,144	Medium
B3	Polk Street (Pine to 3 rd)	Install bike lanes	\$192,037	Short
B4	N Yamhill Street (UGB to Grant)	Install bike lanes	\$625,291	Medium
B5	S Pine Street (Main to Taylor)	Install bike lanes	\$529,122	Long
B6	Main Street (excluding Hwy 47)	Install bike lanes	\$1,007,493	Long
Total			\$2,786,863	

Bicycle priorities identified in table 29 were based on timing, their relative importance to the transportation system, and cost given their relatively high costs compared to the pedestrian projects. With the costs of the majority of the medium- and long term priority projects, several pedestrian projects could be completed instead. Third Street and Grant Street are identified as a priority to complete in the short term to coincide with the short-term priority pedestrian projects along the same corridors.

The list of transit system improvements for the *Preferred Plan* are identified in the table 30. The *Preferred Plan* provides funding for transit through a local match to the Yamhill County Transit Area. Building a bus stop on Main Street is identified as a lower priority as it will be driven by development in the City.

**Table 30
Preferred Plan Transit Improvements**

Project Number	Type	Description	Cost	Timeframe Priority
T1	Transit Match	Provide local match funds to expand YCTA service in Carlton	\$275,000	Medium
T2	Transit Stop	Construct transit stop on Main Street between 4 th Street and 7 th Street	\$25,000	Development driven
Total			\$300,000	

Financially Constrained Alternative

Because the estimated costs to construct the *Preferred Plan* far exceed the projected future transportation funding, the TSP describes a *Financially Constrained Alternative*. The *Financially Constrained Alternative* considers project prioritization and costs and attempts to match them to the projected transportation funding flows while addressing as many of the City's transportation goals as possible. [See *Financially Constrained Alternative Map*].

The downtown bypass was omitted from the *Financially Constrained Alternative* in order to meet more of the City's overall goals including the enhancement of the pedestrian and bicycle system as the bypass would consume a significant amount of the projected funding. However, all of the short-term roadway improvements were included in the *Financially Constrained Alternative*. The remaining funding was allocated to pedestrian, bicycle, and transit projects.

The following tables summarize the *Financially Constrained Alternative* projects by mode and timeframe.

Table 31
Financially Constrained Alternative Roadway Improvements

Project Number	Location	Description	Cost ¹	Timeframe
R1	Yamhill Street / W Main Street	Turning Radius Improvements	\$50,000	0-5 years
R2	Pine Street / W Main Street	Turning Radius Improvements	\$50,000	0-5 years
Total			\$100,000	

The *Financially Constrained Alternative* for roadway improvements identified in table 31 includes intersection improvements on Main Street. Fixing the constrained turning movements is a priority in this alternative. The bypass and left-turn roadway improvements are omitted in order to provide more resources for non-auto improvements.

Financially Constrained Alternative Map

Table 32
Financially Constrained Alternative Pedestrian Improvements

Project Number	Location	Description	Cost	Timeframe
P1	3 rd Street (Monroe to Polk)	Install sidewalks	\$213,444	0-5 years
P2	Highway 47 (at Monroe St)	Install crosswalks	\$50,000	0-5 years
P3	Highway 47 (at Washington St)	Install crosswalks	\$50,000	5-10 years
P4	Washington Street (at Railroad ROW)	Provide ped/bike connection across railroad right-of-way	\$19,305	5-10 years
P5	W Grant Street (River to Pine)	Install sidewalks	\$289,436	5-10 years
P6	Main Street (1 st to 7 th)	Install sidewalks	\$238,729	5-10 years
P7	Monroe Street (Kutch to 3 rd)	Install sidewalks	\$161,726	10-20 years
P8	Polk Street (Pine to 3 rd)	Install sidewalks	\$132,066	10-20 years
P9	N 1 st Street (Monroe to Main)	Install sidewalks	\$72,864	10-20 years
P10	N 4 th Street (Johnson to Main)	Install sidewalks	\$253,440	10-20 years
P11	N Kutch Street (Lincoln to Monroe)	Install sidewalks	\$127,376	10-20 years
P12	Washington Street (Pine to 3 rd)	Install sidewalks	\$119,295	10-20 years
Total			\$1,727,681	

The *Financially Constrained Alternative* for pedestrian improvements is identified in table 32 and includes as many improvements as possible while balancing the needs of the other modes, according to short-term priorities identified in the *Preferred Plan*. Almost all of the pedestrian improvements identified in the *Preferred Plan* are included in this plan with the exception of North Yamhill Street and the multi-use path along the railroad right-of-way.

Table 33
Financially Constrained Alternative Bicycle Improvements

Project Number	Location	Description	Cost	Timeframe
B1	3 rd Street (Main to Polk)	Install bike lanes	\$288,776	0-5 years
B2	Grant Street (Yamhill to Pine)	Install bike lanes	\$144,144	10-20 years
B3	Polk Street (Pine to 3 rd)	Install bike lanes	\$192,037	5-10 years
Total			\$624,957	

Bicycle improvements identified in table 33 are based on priorities in the *Preferred Plan* while balancing costs with other modes. Only the bicycle improvements providing direct access to the elementary school and providing a by-pass to Highway 47 along Main Street are included.

Table 34
Financially Constrained Alternative Transit Improvements

Project Number	Type	Description	Cost	Timeframe
T1	Transit Match	Provide local match funds to expand YCTA service in Carlton	\$275,000	5-10 years
T2	Transit stop	Construct transit stop on Main Street between 4 th and 7 th	\$25,000	Development driven
Total			\$300,000	

The overall cost of transit improvements in the *Preferred Plan* is relatively low when compared with other modes, and as such they are all included in the *Financially Constrained Alternative*, as shown in table 34. They type and amount of additional transit service that can be provided with \$275,000 is unknown but this number is approximately ten percent of the projected project funding.

Additional Transportation System Plan Elements

The Oregon Transportation Planning Rule (TPR) requires certain elements within a TSP. In addition to the elements described above these were also included in the Carlton TSP as summarized below.

Future Street Plan

The purpose of the Future Street Plan is to identify future right-of-way that the City of Carlton may need in order to have and maintain, as much as possible, a balanced street network. [See, *Future Street Plan Map*].

The plan designates:

1. where existing collector/arterials could be extended or new ones could be added;
2. where new local access streets and/or pedestrian ways could be located to provide better connection between existing streets (grid infill); and

3. where new local access streets could be located to provide adequate connection to significant local destinations for both automobiles and pedestrians.

The Future Street Plan map shows the extension of the local and collector street network. All of the future roadways are anticipated to be local roadways with the exception of two roadways that have been identified as future collector roadways. They include the east extension of Wilson Street and the southern extension of 7th Street.

Depending on future lot sizes, additional local road(s) may be needed within the grids to access all of the lots. Layout of internal roads is flexible and will be determined by local developers to suit market and site constraints. However, suitable pedestrian access ways to all sides of the grid are required to the maximum extent possible.

Future Street Plan

Street Design Standards

The City’s street design standards identify the specific pavement and right-of-way widths for future street improvements. The street design standards also identify sidewalk, landscaping and bicycle lane improvements that contribute to the character and design of city streets.

Table 35 summarizes the City’s street design standards.

**Table 35
Street Design Standards**

Street Classification		ROW Width (ft)	Pavement Width (ft)	Sidewalk Width (ft)	Landscape Strip (ft)	Bikeway Width (ft)	Parking
Local	Typical	47-57	34	5 ¹	5 (optional)	N/R	2 sides
	Commercial/Industrial Districts	60	36	5 ¹	5 (optional)	N/R	2 sides
	Local Narrow Option ²	39-49	26	5	5 (optional)	N/R	1 side
Collector	Existing Street	55	40	6 ¹	N/R	None ⁴	2 sides
	New Street	71	46	6 ¹	5	5	2 sides
	School Zone ³	49	34	6	N/R	5	None ⁵
Arterials	Highway 47 (N. and S. of Main St.)	65	50	6 ¹	N/R	6	None
	Highway 47 (Main Street - STA)	60	40	10	N/R	None	2 sides
	Main Street (E. and W. of Highway 47)	65	50	6 ¹	N/R	5	2 sides
Alley		20	12 feet	N/R	N/R	N/R	N/R
Cul-de-sac bulb		45 foot radius	38 foot radius	5	N/R	N/R	N/R

¹Ten-foot sidewalks required along commercially zoned property.

²Local narrow option allowed in residential areas only upon conditional use approval. For a developer to use this standard, a study has to be conducted providing that on-street parking will not be an issue along the street in question.

³Applies to 3rd Street from Main Street to Polk Street and Polk Street from Pine Street to 3rd Street.

⁴Bicycle lanes required on Grant Street from Yamhill Street to Pine Street and Yamhill Street from Main Street to Grant Street.

⁵On-street parking permitted to be included during design phase where ROW available.

The Street Cross Sections figure illustrates the City’s street design standards.

Street Cross Sections Figure

Access Management

Access management is the process in which access to land development is balanced with the need for safe and efficient traffic flow of the roadway system. Access management standards are closely associated with the functional classification of a roadway. Typically, along state highways and arterials, the frequency of driveways and intersecting streets is more restrictive because the movement of traffic usually takes a higher priority. Along collector streets, access standards are less restrictive than along arterials and state highways to allow a greater balance between access and mobility. Access standards along local streets are restricted by safety considerations as property access is the primary function of these streets.

The City of Carlton has one (1) state highway (Highway 47). Within the Special Transportation Area (STA) of Highway 47 (Main Street between Yamhill to Pine Street), the access spacing standard is the existing city block spacing for streets and 175 feet or mid-block for driveways if the existing block is less than 350 feet. For the portion of Highway 47 located between the north city limits to Yamhill Street there is a minimum 600 foot minimum spacing requirement. From the south city limits to Main Street there is a minimum spacing of 450 where the posted speed limit is 20 miles per hour and 600 feet where the posted speed limit is 30 mph.

The minimum access spacing standard for arterials is 220 feet for street intersections and 110 feet for driveways, or mid-block if the existing block is less than 220 feet. The remaining streets within Carlton are either collector or local streets. The access spacing standard for collectors is 75 feet. The access spacing standard for local streets is 50 feet between driveways.

Transportation Demand Management

The intent of the transportation demand management element is to reduce the peak travel demand from the home-to-work and return trips. TDM measures help reduce the need for new or wider roadways.

The TSP identifies the following Travel Demand Management measures to be implemented in Carlton:

- **Event Transit Service**
City of Carlton will have an Event Management Plan that coordinates with local businesses to increase transit and shuttle service and the use of park-and-ride and overflow parking lots during festivals and peak wine tasting times.
- **Rideshare Program**
The City of Carlton will work with area's rideshare program to enhance the publicity of their service. Publicity activities could include local newspaper

articles, postings and flyers in all public buildings, or information booth at a local event.

- **Promote Walking and Bicycle School Trips**

The City of Carlton will work with the school district to promote walking and bicycle trips to the elementary school and high school bus stops. Assistance may be available through the Safe Routes to School Program to assist with this outreach.

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ENERGY

Electricity, heating oil, bottled gas and wood are the principal fuel types supplying the energy needs for Carlton. The City is not presently served by natural gas. **Table 36**, extrapolated from the 1990 Housing Census indicates the share of the home heating market each energy source provides. It obviously does not capture the share of the overall energy use picture, only home heating. Since 1990 it is probable that wood use has declined with other uses retaining their share of the market.

Table 36, HOUSEHOLD HEATING SOURCES

Heating Source	Share of Market
Electric Power	51.8%
Wood	27.8%
Heating Oil	14.3%
Bottled Gas	4.6%
Other	1.5%

Source: U.S Census, 1990.

Electric Power

Portland General Electric provides Carlton's electric power. Power is supplied by 57,000-volt transmission line coming from east of the City. P.G.E. indicates that there are no problems with the expansion of the Carlton system to meet expected growth trends. Carlton and Yamhill County are primarily dependent upon power generated from hydroelectric and thermal plants located elsewhere in the Pacific Northwest.

Bottled Gas, Heating Oil, Wood

Fuel oil and propane comes from other parts of the United States and from foreign imports. Bottled gas prices vary according to the distributor and also according to the volume purchased. Heating oil prices also vary according to distributor and according to quantity purchased. Wood is obtained from within the county or immediate area. Wood prices vary so widely - according to distributor, quantity and type of wood - that it is impossible to arrive at an average cost. In addition, many people cut their own wood or burn scrap and pay only the price of a permit and their own labor.

At this time, there is no information regarding the proportion of each energy type usage in the planning area. Local distributors do not keep records broken out by city for

propane and heating oil use. It is assumed that propane, heating oil and wood contributes a significant portion to the needs in the community. Propane is used for residential heating and cooking applications as well as some commercial heating applications. Heating oils are used in many older homes, while many households are turning to the use of wood as a supplementary fuel.

Household Energy Use

Approximately 78% of the household energy use goes for space and water heating. In terms of personal direct energy use, the private automobile is the largest consumer. In Oregon, approximately 56% of personal direct energy use is attributable to the auto. This compares to 27.2% for space heating and 7.0% for water heating. There is no reason to suspect significant variations from these percentages for residents of Carlton.

The rising cost of energy, coupled with the fact that the majority of our energy comes from nonrenewable sources, necessitates conservation efforts and the investigation of alternative sources of energy. In every facet of urban living, measures should be taken to utilize energy in a most efficient and conserving manner.

URBANIZATION

Introduction

A land use plan indicates the area into which various types of activities are expected to occur. Carlton designates five categories of land uses to be described and located on the land use map.

1. Residential. The Residential Plan designation is implemented through the Suburban Residential (SR), Multi-Family Residential (MR), and Manufactured Home (MH) zones. The maximum density in the Suburban Residential Zone is 5.80 dwelling units per acre. The maximum density in the Multi-Family Zone is 13.75 dwelling units per acre. The Manufactured Housing Zone allows for manufactured home parks at a density of 5.80 dwelling units per acre. Manufactured home parks are also allowed as a permitted use in the Multi-Family (MR) Zone at a maximum density of 10 dwelling units per acre.
2. Commercial. The Commercial Plan designation is implemented through the Commercial Business (CB) and Commercial-Industrial (CI) zones. Commercial uses include all activities of a commercial nature as authorized by the implementing zones.
3. Industrial. The Industrial Plan designation is implemented through the Industrial Zone. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities. The Commercial-Industrial (CI) Zone also allows a number of industrial uses.
4. Public Facilities. The Public Facilities Plan designation includes all government and semi-public lands and uses, including park land. The Public Facility (PF) Zone implements this Plan designation.
5. Agricultural Holding. The Agricultural Holding Plan designation is implemented through the Agricultural-Holding (AH) Zone. The Agricultural-Holding Zone includes areas for future growth within the Carlton Urban Growth Boundary (UGB) and allows an orderly phasing of urban development of land. The AH Zone 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. Conversion of AH property to a non-agricultural use requires a zone change.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

In 2007, the city conducted a buildable lands inventory. **Table 37** shows the amount of developed acreage by zoning designation within the city. Approximately 224.6 acres are currently developed within the Carlton urban area.

Table 37
Developed Land Uses within the Carlton UGB
By Zone, 2007

Zoning Designation	Acres ¹	Percent of Total Area
Suburban Residential	145.9	65.0%
Park/Open Space	18.0	8.0%
Multi-Family Residential	11.1	4.9%
Commercial Business	10.9	4.9%
Agricultural Holding	9.5	4.2%
Public	9.2	4.1%
Commercial-Industrial	7.7	3.4%
Manufactured Housing	7.2	3.2%
Industrial	5.1	2.3%
Total	224.6	100.0%

Source: MWVCOG, 2007.

¹ Acreage data is from the Yamhill County Assessor and does not include public rights-of-way.

Buildable Lands Inventory

Buildable lands were inventoried for each land type - residential, commercial, and industrial. The analysis of each land type includes totals for land that is completely vacant and redevelopable. The following parameters are used to determine whether land is vacant or redevelopable.

- Vacant residential land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for new residential parcels in the Suburban Residential (SR) Zone is 7,500 square feet, however the City allows development of existing lawfully created lots that

are smaller than the minimum lot size. The minimum lot size in the Multi-Family (MR) Zone is 5,000 square feet.

- Vacant commercial or industrial land includes all parcels with improvement values of less than \$5,000.
- Redevelopable residential land consists of residential-zoned parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant (redevelopable).
- Redevelopable commercial and industrial land includes parcels in commercial and industrial zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is probable. For the purpose of this analysis, redevelopable land is defined as commercial or industrial parcels with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

Figure 1 shows vacant, and redevelopable land within the Carlton urban area by zoning designation.

Residential Land

Table 38 shows the amount of buildable land for each residential zoning district within the Carlton urban area. All of the residential land included in this table is located within the existing city limits. In Carlton, the city limits and urban growth boundary are in the same location.

Approximately 90.1 buildable acres are available for residential development within the urban area. Approximately 166.5 acres within the Carlton UGB are currently developed for residential use.

Table 38
Buildable Residential Land
Carlton, 2007

Zone	Vacant (acres)	Redevelopable	Total
Suburban Residential (SR) Zone	58.9	30.7	89.6
Multi-Family Residential (MR) Zone	0.4	0.0	0.4
Manufactured Home (MH) Zone	0.1	0.0	0.1
Buildable Acres Within the Urban Area	59.4	30.7	90.1

Source: Yamhill County Assessor data, MWVCOG, 2007.

Commercial Land

Table 39 shows that approximately 8.1 vacant acres are available for commercial development within the Carlton city limits. Approximately 1.9 acres designated for commercial use can be considered redevelopable. Approximately 18.6 acres within Carlton are currently developed for commercial uses.

Table 39
Buildable Commercial Land¹
Carlton, 2007

Zone	Vacant (acres)	Redevelopable	Total
Commercial Business (CB) Zone	6.0	1.0	7.0
Commercial-Industrial (CI) Zone ¹	2.1	0.9	2.9
Buildable Acres within the Urban Area	8.1	1.9	10.0

Source: Yamhill County Assessor data, MWVCOG, 2007.

¹ The Commercial-Industrial (CI) Zone also allows all of the industrial uses permitted outright in the General Industrial (GI) Zone. These uses include mini-warehouse storage; assembly, including light manufacturing, processing, packaging, treatment, fabrication of goods or merchandise; laboratories, offices, bottling and distribution centers, light repair facilities, wholesale businesses, and similar uses.

Industrial Land

Table 40 shows the amount of buildable industrial land within the Carlton urban area. Approximately 1.5 acres of vacant or redevelopable industrial land are available within Carlton. An additional 2.0-acre vacant industrial-zoned parcel has recently been purchased by the Carlton Fire District for development of a new fire station. Approximately 5.1 acres within Carlton are currently developed for industrial uses.

Table 40
Buildable Industrial Land
Carlton, 2007

Zone	Vacant(acres)	Redevelopable	Total
General Industrial (GI) Zone	1.0	0.5	1.5
Buildable Acres Within the Urban Area	1.0	0.5	1.5

Source: Yamhill County Assessor data, MWVCOG, 2007.

Land for Future Development

The Agricultural-Holding Zone includes areas for future growth within the Carlton UGB. The AH Zone is a holding district that allows agricultural uses to continue until such time as these lands are needed for urban uses and public facilities and services are available. **Table 41** shows that approximately 190.6 acres are available for future development in the Agricultural Holding (AH) Zone.

Table 41
Buildable Land for Future Development
Carlton, 2007

Zone	Vacant (acres)	Redevelopable	Total
Agricultural Holding (AH) Zone	107.4	83.2	190.6
Buildable Acres Within the Urban Area	107.4	83.2	190.6

Source: Yamhill County Assessor data, MWVCOG, 2007.

Land Needs Analysis

The buildable lands inventory is used in conjunction with the 2027 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

Future Residential Land Needs

Residential Densities

To determine the amount of land needed for future residential development, it is necessary to determine residential densities for single-family and multi-family housing developments. The Carlton Development Code specifies the following maximum densities for residential zones:

- Suburban Residential (SR) Zone – 5.8 dwelling units per acre

- Multi-Family Residential (MR) Zone – 13.8 dwelling units per acre

To determine land needs for residential development, net densities were developed for these zones. This net density is determined by subtracting 25 percent of each developed acre for public facilities, such as street rights-of-way, then applying the minimum lot size to the remainder. The resulting net densities for each zone are as follows:

- Suburban Residential (SR) Zone – 4.4 dwelling units per acre
- Multi-Family Residential (MR) Zone – 10.3 dwelling units per acre

The housing needs analysis (Table 26) identified 233 new residential units that will be needed to accommodate the projected 2027 population of 2,379 persons. Of these 233 new residential units, 176 single-family dwelling units and 57 multi-family dwelling units will be needed. The table is shown again below.

**Table 26
Additional Dwelling Units Needed in Carlton by 2027**

Dwelling Units 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	176	57	233

Source: MWVCOG, 2007

Table 42 shows the amount of buildable residential land needed through 2027 to accommodate various types of housing, including multi-family housing. Based on the densities described above, approximately 83.1 acres will be needed to provide for residential development in Carlton through 2027.

**Table 42
Projected Housing Mix and Residential Land Needs
Carlton, 2027**

Housing Type	Units Needed 2027	Percent of New Units	Density (units/acre)	Acres Needed 2027
Single Family	176	75.5%	4.4	40.0
Multi-Family	57	24.5%	10.3	5.5
Total	233	100.0%		45.5

Source: MWVCOG, 2007.

Looking back at **Table 38**, approximately 67.1 acres of vacant or redevelopable residential land is available to accommodate future housing needs within the existing urban growth boundary. An estimated 45.5 acres will be needed to accommodate residential growth through 2027. This includes approximately 5.52 acres designated

Multi-Family Residential to accommodate multi-family housing needs. An additional 40 acres will be needed to provide for single-family housing development.

To meet the need for multi-family residential development Carlton **amended the Comprehensive Plan Map designation and rezoned** two (2) properties that were identified as redevelopable in the buildable lands inventory. **Table 43** shows the properties that have been rezoned to meet future residential land needs. The amount of buildable acres is a net figure, with 0.25 acres subtracted from the total area of each tax lot to account for the existing dwelling on each property.

Table 43
Residential Land Re-designations to Meet Projected Need
For 2027

Assessor Map/Tax Lot	Current Plan Designation	Current Zoning	New Plan Designation	New (Proposed) Zoning	Buildable Acres
3422CC 1100	Residential	Suburban Residential	No change	Mixed-Density Residential	4.7
3422CC 1101	Agricultural Holding	Agricultural Holding	Residential	Multi-Family Residential	0.7
3422BC 300	Residential	Suburban Residential	No change	Mixed-Density Residential	1.8
Total					7.3

Source: MWVCOG, 2007.

Table 44 shows the buildable residential land within the urban area after properties have been re-designated to meet projected housing need through 2027. Approximately 62.2 acres is available for single-family residential development in the Suburban Residential Zone where an estimated 40 acres is needed. Approximately 6.3 acres will be available for multi-family development in the Multi-Family Residential (MR) Zone. As shown in **Table 44**, the city has provided sufficient land for various housing types and densities in response to projected need.

Table 44
Buildable Residential Land after Re-designations
Carlton, 2007

Zone	Vacant (acres)¹	Redevelopable	Total	Acres Needed 2027
Suburban Residential (SR)	57.1	30.0	88.9	40.0
Multi-Family Residential (MR)	0.4	0.7	1.1	5.7
Mixed-Density Residential (MX)	1.8	4.7	6.5	
Manufactured Home (MH) ¹	0.1	0.0	0.1	NA
Total	59.4	35.4	94.8	45.7

Source: MWVCOG, 2007.

¹ No specific analysis of future need in the Manufactured Home (MH) Zone is required as manufactured home parks with a maximum density of 10 units per acre are allowed as a permitted use in the Multi-Family Residential Zone.

² The MX Zone provides for a mixture of housing types with a maximum density of nine (9) dwelling units per acre.

Future Commercial and Industrial Land Needs

The Economy of the City section of the Comprehensive Plan includes a 2027 projection of local employment (see Table 8). One purpose for forecasting local employment is to determine if sufficient land is currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development. Table 7 of the Economics Element shows the projected amount of land need for commercial and industrial uses through 2027. That information is also included in **Table 45** below.

Table 45
Comparison of Supply and Demand for Commercial and Industrial Land
Carlton, 2027

Land Use Type	<u>Vacant/Redevelopable Acres</u>
Supply	
Commercial	9.5
Industrial	2.5
<u>Total Supply</u>	12.0
Demand	
Commercial	4.6
Industrial	13.3
<u>Total Demand</u>	17.9
Surplus (Deficit)	
Commercial	4.9
Industrial	(10.8)

Source: MWVCOG, 2007.

To meet the need for future industrial growth, Carlton amended the Comprehensive Plan Map designation and rezoned a 11.0-acre portion of a 21.8-acre property that was formerly designated and zoned Agricultural Holding as shown in Table 46.

Table 46
Residential Land Re-designations to Meet Projected Need
For 2027

Assessor Map/Tax Lot	Current Plan Designation	Current Zoning	New Plan Designation	New (Proposed) Zoning	Property Size (acres)	Area Proposed for Redesignation Rezoning (acres)
3421 300	Agricultural Holding	Agricultural Holding	Industrial	General Industrial	21.8	11.0
Total						11.0

APPENDIX A

Citizen Involvement Plan

The City of Carlton has designated its Planning Commission as the Committee for Citizen Involvement (CCI) with the approval of LCDC.

The City of Carlton encourages the involvement of all citizens in all phases of the planning process. The Citizen Involvement Plan shall include the following:

I. Communication -

Effective two-way communication between citizens and elected and appointed officials will be facilitated by:

- A. Using mail-back questionnaires.
- B. News releases and meeting notices in local newspapers
- C. Word-of-mouth.
- D. Other media as available.
- E. Meeting notices included in utility statements.

II. Citizen Influence -

All citizens will have the opportunity to be involved with:

- A. Data gathering.
- B. Plan preparation.
- C. Recommending changes in the Comprehensive Plan and ordinances.
- D. Participating in development, adoption and application of legislation to carry out the Comprehensive Plan and ordinances.
- E. The evaluation of the Comprehensive Plan.
- F. The evaluation of the Citizen Involvement Plan.

III. Technical Information -

Maps and other technical information will be made available at the City Hall in a simplified and understandable form.

IV. Feedback Techniques -

The following techniques will be utilized as appropriate to provide for communication between policy makers and citizens:

- A. Minutes will be kept of all Planning Commission and City Council meetings and the rationale used to reach land use decisions will be contained therein.
- B. Results of city questionnaires will be available for public inspection and review.

V. Plan Support -

The City of Carlton will allocate a portion of its planning budget to the Citizen Involvement Plan.

VI. 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.

VII. Evaluation -

Evaluation of the Citizen Involvement Plan shall occur:

- A. Any time the plan is amended, such as during periodic review.
- B. Any time a citizen or planning commissioner should request such review based on a perceived lack of adequate involvement in a planning action or process.

APPENDIX B

Agency Involvement Plan

The City of Carlton encourages the involvement of affected city, county, state, and federal agencies and special districts in the update or further development of Carlton's Comprehensive Plan.

The City of Carlton will actively solicit agency and special district participation by utilizing the following process:

1. Identifying agencies and special districts which will be affected by or have information of use to Carlton in the City's planning efforts.
2. Contacting and interviewing agency and special district representatives. A summary of each interview will be sent to the interviewee for editing and corrections.
3. Incorporating the interviews and compiled data into research material to be used in developing Plan elements.
4. Distributing preliminary drafts of the Plan elements to the affected agencies for review and comment.
5. Notice of hearings on the Plan.
6. Distribution of the adopted material.

Carlton will implement the agency and special district involvement process as described above on an on-going basis.

Carlton will notify agencies and special districts at least ten (10) days prior to formal consideration of a proposal, which may affect their regional interests for their review and comment.

Carlton fully anticipates that notification by agency and special district of proposals that will affect the City will be forthcoming.

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[June 2009]

APPENDIX C

Street Inventory Follows

[June 1999]

APPENDIX D

Urban Growth Management Agreement

Urban Area Growth Management Agreement:

Exhibit A - City Limits and Urban Growth Boundary

Exhibit B - Area of Influence

Exhibit C - Panther Creek, Area of Influence

Adopted, City of Carlton, Ordinance #471, June 11, 1979.

Adopted, Yamhill County, Ordinance #208, June 28, 1979.

Filed, Yamhill County Clerk, Film 33 Pages 1963-1969.

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URBAN AREA
GROWTH MANAGEMENT AGREEMENT

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YAMHILL COUNTY, OREGON

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WANDA CATT
COUNTY CLERK
DEPUTY

I. Introduction

The City and Yamhill County recognize the need for coordination and cooperation in the management of growth in and around the Urban Area. This agreement is formulated in accordance with this principle.

This agreement establishes a process for maintaining ongoing planning efforts, designed to keep pace with growth and change. It is essential that intergovernmental coordination be maintained to assure the citizens of the City and of Yamhill County that growth occurs in an orderly and efficient manner.

To that end, this agreement sets forth the means by which a plan for management of any unincorporated area within the urban growth boundary will be implemented and by which the urban growth boundary may be modified.

II. Definitions

Area of Influence - An area of land located outside a Urban Growth Boundary that is contiguous to the city limits. The Area of Influence shall also be considered as the watershed of the City and those lands contiguous upon which action may have impacts upon the water quality of the City. The Area of Influence shall be designated by the City and Yamhill County and show upon an Area of Influence Map adopted by reference by both bodies. Within the Area of Influence, the County will give the City an opportunity to participate in land use actions taken by the County. In the case of watershed areas, the County shall notify the City of any action to be taken that may affect the water quality of the City and give the City an opportunity to participate in land use decisions. It shall be the responsibility of the City to notify other agencies, companies, individuals, or corporations of the watershed Area of Influence and to request opportunity to participate in land use actions that affect water quality.

City - The City of Carlton.

County - Yamhill County unless the context suggests otherwise.

Urban Growth Boundary - A line jointly adopted by the City and County that encircles the city and separates rural and urbanizable land. The City's urban growth boundary is shown on the attached map. The Urban Growth Boundary and the City limit may or may not be the same.

- III. 1. Plan Map Conflicts. The Comprehensive Plan Land Use Map adopted by the City on June 11, 1979 shall be the plan map for the area within the Urban Growth Boundary, and shall replace conflicting portions of the Yamhill County Comprehensive Plan Map (1974) pertinent to this area. Where said maps conflict, Yamhill County shall initiate the process necessary for consideration of a map amendment.

2. Urban Growth Boundary. In accordance with the Comprehensive Plan of the City the jointly adopted Urban Growth Boundary shall define the geographical limits of urban expansion to the year 2000. The City shall prepare for the orderly extension of public facilities and services within the boundary consistent with the City's Comprehensive Plan and the annexation policy of the City. Lands outside the boundary shall be maintained in accordance with the Yamhill County Comprehensive Plan.
3. Urbanization. The City and Yamhill County shall encourage urbanization within the boundary to occur in an orderly and efficient manner, resulting in a compact, balanced urban center meeting long-term economic and social needs of the residents of the area regardless of political boundaries.
4. Implementation and Coordination. The very nature of planning requires continual refinement of various elements of the Comprehensive Plan. This includes the development of ordinances, specific plans and other mechanisms to implement the City's Comprehensive Plan. The City and County will work together in a coordinated effort to implement the goals of the City and County Comprehensive Plans.
5. Concurrence and Recommendation. The legitimate interests of the City and County overlap within the City's Urban Growth Boundary and Area of Influence. This agreement attempts to resolve these overlapping interests by providing for concurrence of City and County governing bodies for certain decisions and recommendations for other decisions.
 - a. Concurrence - Where concurrence is required, the City and County shall agree before a decision shall be binding. If agreement cannot be reached, procedures outlined in ORS 197.300 may be invoked.
 - b. Recommendation - Where a recommendation is required, the City and County need not agree for a decision to be binding. The procedures are these: The right to object to any item referred to a jurisdiction for a recommendation shall be deemed to have been waived unless the referring jurisdiction is notified otherwise within thirty days; the time limit for consideration of items referred for recommendation shall begin to run from the time the item is received by the jurisdiction whose recommendation is being solicited; each jurisdiction shall have standing to appeal the decision of the other governing body.

IV. Amendment of this Agreement

1. This agreement may be amended or terminated at any time by concurrence of both parties.

V. Urban Services.

1. The City is recognized as the ultimate provider of urban services within the Urban Growth Boundary. To this end:

- a. Special Districts. Before Yamhill County shall create any special district for the provision of utilities, transportation, or other public facilities or services within the Urban Growth Boundary, the matter shall be referred to the City for a recommendation. The County shall not act contrary to such recommendation without a unanimous decision of the Board.
- b. Service Capacity. New development resulting from the division of lands within the Urban Growth Boundary shall not exceed the capacity of existing services or be contrary to the annexation policy or Comprehensive Plan of the City.
- c. Annexation. Annexation shall occur in accordance with the City Comprehensive Plan and the Annexation Policy of the City. Before final action by the City Council on an annexation proposal, the proposal shall be forwarded to the Board of County Commissioners for its recommendation. In order to provide the board with advance notice of reasoning for a proposed annexation, the findings adopted by the City Planning Commission shall be referred to the County Board.
- d. Service Expansion Plans. As the ultimate provider of urban services, the City may prepare and from time to time update utility expansion plans. If so, these plans shall provide a basis for the extension of services within the Urban Growth Boundary, and as such shall be referred to Yamhill County for information and comment.
- e. Roads. The County and City shall cooperatively develop an implementation policy regarding streets and roads within the Urban Growth Boundary which is consistent with the City Comprehensive Plan. Such policy shall include, but not be limited to, the following:
 - (1) The circumstances under which the City will assume ownership of and maintenance responsibility for County roads within the corporate limits.
 - (2) The conditions under which new public streets and roads will be developed within the Urban Growth Boundary.
 - (3) The conditions under which existing roads designated as future arterials in the City Comprehensive Plan will be improved.
 - (4) The conditions under which County and other roads should meet City standards within the Urban Growth Boundary. Roads should be compatible with City street alignments and extensions. Upon annexation of property, roads adjacent to (and which serve) such property should also be annexed.

1. The City through its Departments shall cooperate with the County to coordinate City and County planning efforts and actions that affect land use with those of special districts.

VI. Establishment of the Urban Area Management Commission

The City and Yamhill County do hereby establish the Carlton Urban Area Management Commission (UAMC) as a hearings officer in accordance with ORS 215.406. The UAMC shall be composed of the following members:

- Commissioner of the Yamhill County Board of Commissioners designated by the Board.
- Mayor or councilperson of the City designated by the Council.
- Member of the City Planning Commission designated by the City Council.
- Member of the Yamhill County Planning Commission designated by the Board of County Commissioners.
- Member-at-large chosen by the above UAMC members and ratified by the City Council and County Board.

Duties and Responsibilities - The UAMC shall function in accordance with by-laws to be adopted by the City Council and the Yamhill County Board of Commissioners.

It shall be the responsibility of the (City) Urban Area Management Commission to hold hearings, make findings, and present its decision City and County governing bodies as outlined in this agreement and the by-laws.

VII. Establishment of Land Use Review Procedures

1. Urban Growth Boundary Amendment

Amendment of the Urban Growth Boundary may be initiated by the Yamhill County Board of Commissioners, the City Council, or by an individual owner(s) of property who request(s) inclusion in or exclusion from the Urban Growth Boundary.

Amendment of the Urban Growth Boundary shall be treated as a map amendment to both City and County Comprehensive Plan maps.

The joint fee for individual amendments shall be the sum of fees established from time to time by each governing body.

Each application shall include a map and sufficient information to make a decision based upon consideration of the following factors:

- a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LUPC goals:

- c. Outside the Urban Growth Boundary, but within the Area of Influence. This amendment shall be processed by Yamhill County and shall be referred to the City for a recommendation.

3. Zone Changes and Combination Plan/Zone Changes

The City and Yamhill County recognize that each jurisdiction has authority to zone within its legal boundaries. However, the Urban Growth Boundary recognizes the eventual assumption of authority by the City. Therefore, the following procedures are established.

a. Zone Changes

- (1) Zone change outside city limits but within the Urban Growth Boundary. The application shall be processed by Yamhill County and shall be forwarded to the City Council for its recommendation.
- (2) Inside city limits. The application shall be processed by the City and shall be referred to Yamhill County for information and/or comment.
- (3) Outside the Urban Growth Boundary, but within the Area of Influence. The application shall be processed by Yamhill County and shall be referred to the City for recommendation.

b. Combination Plan/Zone Changes

- (1) Combination Plan/Zone Changes shall be processed in the same manner as a comprehensive plan change.

4. Other Items Affecting Land Use

- u. Items having a substantial impact upon land use under the jurisdiction of Yamhill County within the City's Area of Influence shall be referred to the City for recommendation. Items not having a substantial impact may be so referred. Items affecting land use shall include, but are not limited to:

- (1) Conditional Use Permits
- (2) Planned Unit Developments
- (3) Subdivisions and Partitions
- (4) Public Improvement Projects
- (5) Health Hazards

- b. Need for housing, employment opportunities, and livability;
- c. Orderly and economic provision for public facilities and services;
- d. Maximum efficiency of land uses within and on the fringe of the existing urban area;
- e. Environmental, energy, economic and social consequences;
- f. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
- g. Compatibility of the proposed urban uses with nearby agricultural activities.

Applications shall be filed with the City Recorder or other designated official which shall collect the joint fee and forward the Yamhill County fee along with notice to the Yamhill County Department of Planning and Development. Applications must be complete prior to consideration by the Urban Area Management Commission.

Applications shall be accumulated and referred quarterly to the (City) Urban Area Management Commission for a Public Hearing. At least ten days advance public notice of the hearing shall be given by publication in a newspaper of general circulation in the County.

Following the Public Hearing, the UAMC shall make and forward its findings and decision directly to the governing body of each jurisdiction which shall then make a determination based upon the facts and record presented at the UAMC hearing and shall not be required to hold a public hearing thereon.

Nothing included in this process requires or prohibits the City or County from referring the application to its respective Planning Commissions for information.

If the governing bodies do not concur in their final decision within sixty days of referral of the matter to them by the UAMC, a joint meeting shall be held to resolve differences. If agreement cannot be reached, procedures for resolution of conflict provided within ORS 197.300 may be invoked.

2. Comprehensive Plan Amendment

- a. Inside Urban Growth Boundary but outside city limits. This amendment shall be filed with Yamhill County, and shall otherwise be treated as an amendment to the Urban Growth Boundary.
- b. Inside city limits. This amendment shall be processed by the City and shall be referred to Yamhill County for a recommendation.

- (6) Special Exceptions
- (7) Capital Improvement Programs
- (8) Major Transportation Improvements

b. Items having a substantial impact upon land use under the jurisdiction of the City shall be referred to Yamhill County for a recommendation. Items not having a substantial impact may be so referred. Items affecting land use shall include, but are not limited to:


- (1) Conditional Use Permits
- (2) Planned Unit Developments
- (3) Subdivisions and Partitions
- (4) Public Improvement Projects
- (5) Extensions of the Public Sewer, Water or Storm Drainage Systems.
- (6) Capital Improvement Programs
- (7) Major Transportation Improvements

5. Any of the above applications shall be referred to affected federal, state and local agencies identified in the City or Yamhill County agency coordination list for information and/or comment.

Approvals

Approved by the Yamhill County Board of Commissioners on this 28th day of June, 1979.

Ordinance # 208


 Colin L. Armstrong, Chairman
 Yamhill County Board of Commissioners

Approved by the City of Carlton City Council on this 11th day of June, 1979.

Ordinance # 472


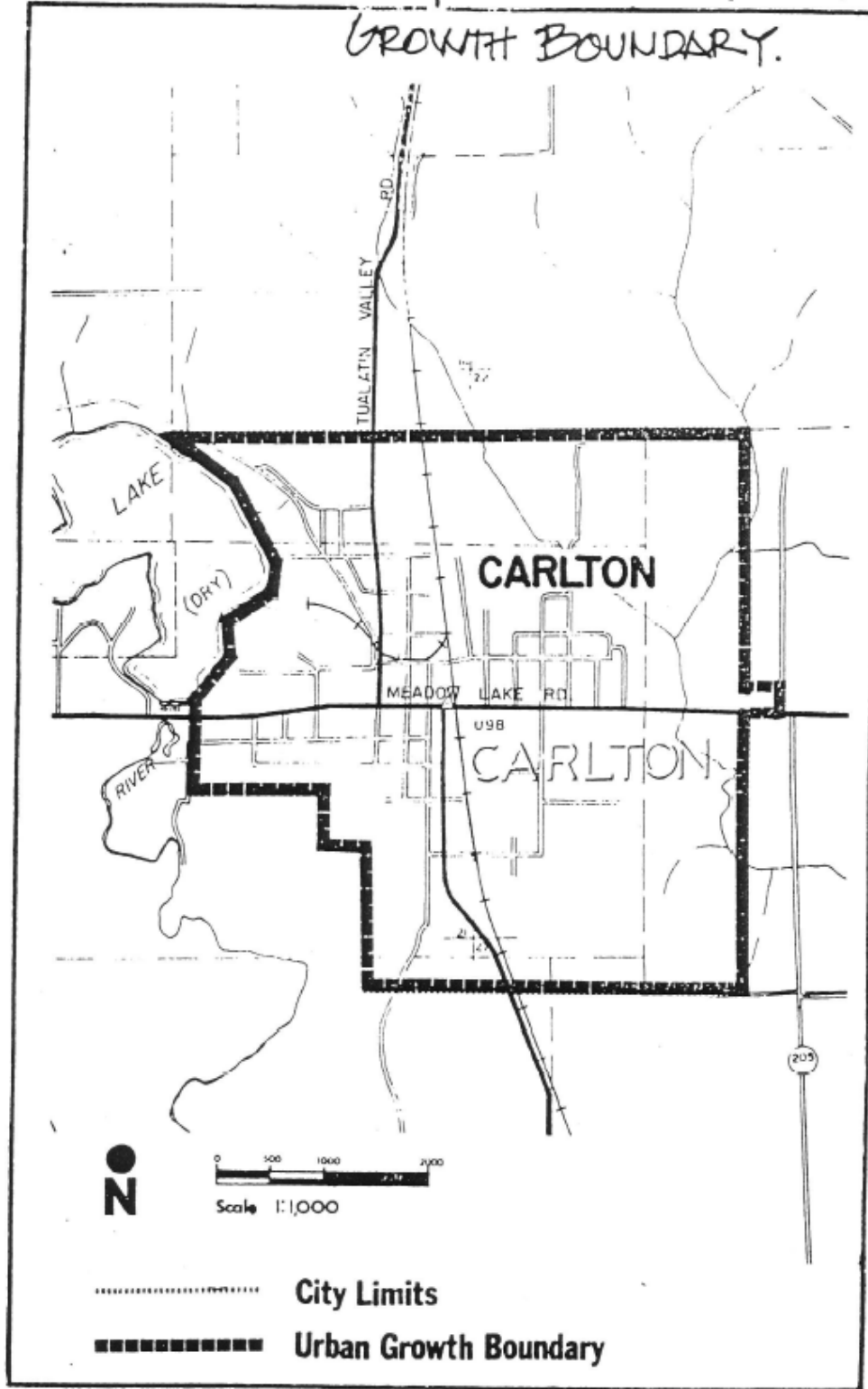
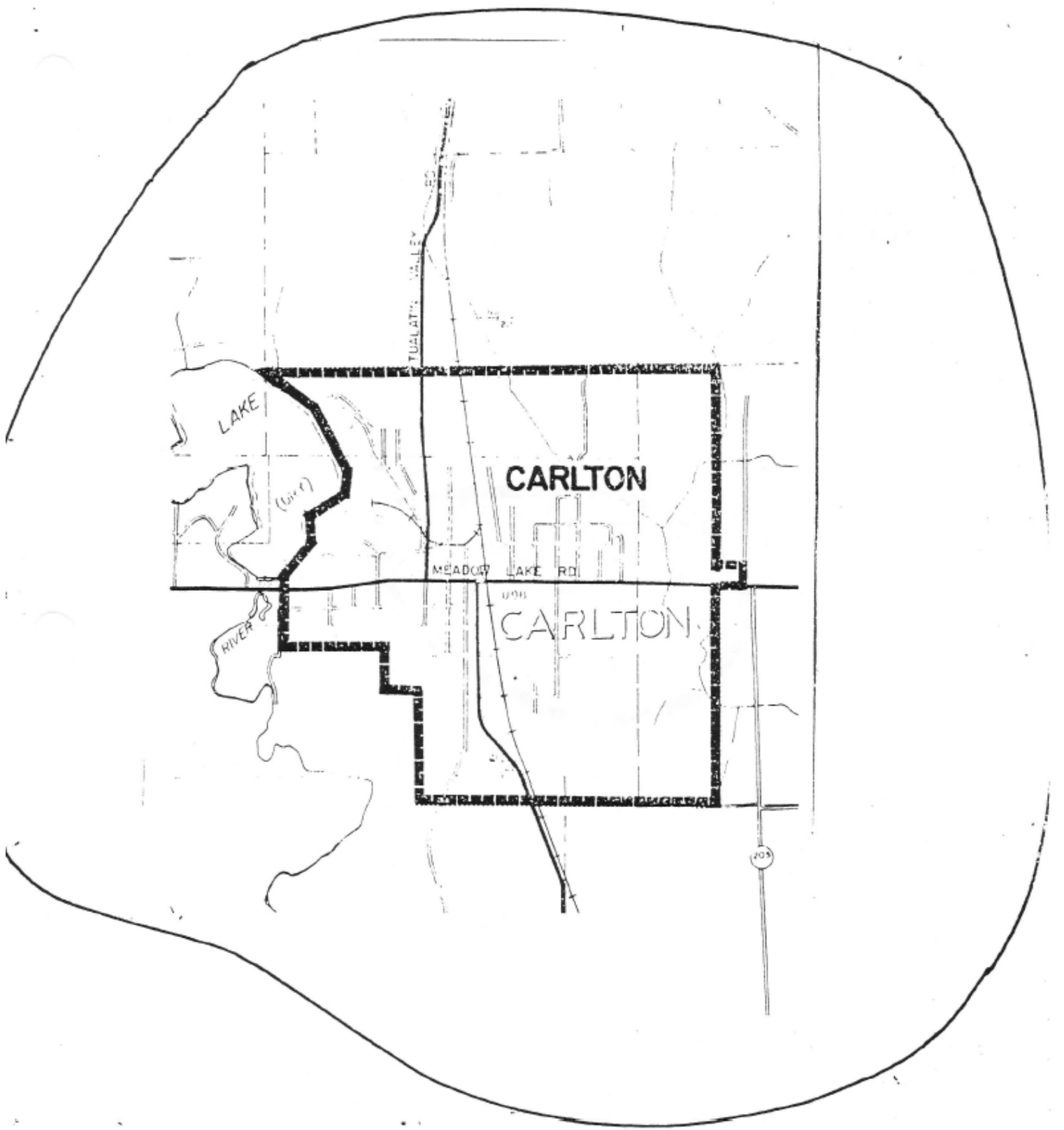

 Mayor

EXHIBIT A: CITY LIMITS AND URBAN GROWTH BOUNDARY.



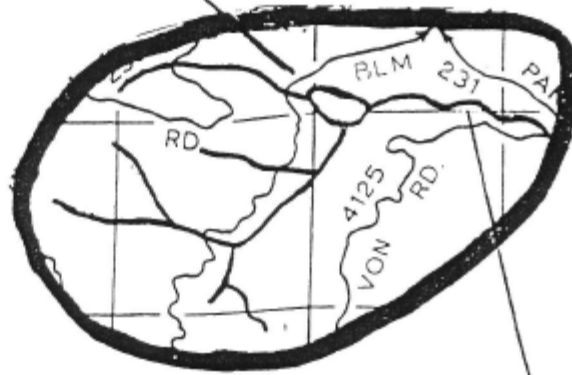


Scale 1:1,000

EXHIBIT B. AREA OF INFLUENCE.

- City Limits
- Urban Growth Boundary

Carlton City Reservoir



Panther Creek

APPENDIX E

Annexation Guidelines

The City recognizes the need to establish standards and procedures for the future orderly annexation of lands into the City. Therefore all future annexations to the City shall occur consistent with the following guidelines.¹

Annexation to the City may be permitted only if:

- (a) The site abuts the city limits of Carlton
- (b) The site is within the Urban Growth Boundary
- (c) The site is within the immediate urban area.
- (d) The proposed use for the site complies with the Carlton Comprehensive Plan.
- (e) The capacity exists to provide the site with urban services that will not unduly tax the public facility and services resources of the City and;
- (f) The site contains land which is physically suitable for urban use, and
- (g) The proposed annexation will have a positive fiscal impact on the City.

¹ With the adoption of the City of Carlton Development Code, the original annexation Ordinance 473, June 11, 1979, which was included in this appendix, is repealed.

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BIBLIOGRAPHY & REFERENCES

Carlton, Oregon. U. S. Geological Survey, Denver, 1957. Map [1:24,000]

Carlton, Yamhill County. Oregon Department of Transportation, Salem, 1992. Map [1:800]

City of Carlton, Comprehensive Land Use Plan, May 1979. Yamhill County, McMinnville. 52p.

City of Carlton, Oregon; Water Master Plan, June 10, 1996. KPFF consulting Engineers, Portland. 78p.

City of Carlton, Planning Atlas; May 1979. Yamhill County Planning, McMinnville. 50p.

City of Carlton, Transportation System Plan, December 1999. H. Lee & Associates, Vancouver. 92p.

FIRM, Flood Insurance Rate Map, City of Carlton, Oregon. FIA, January 1980. #410251 0001 C. 1 sheet.

Panther Creek Watershed Protection, July 1997. Michael D. Henry, Dayton. 6p.

Peterson, Martin. "The Swedes of Yamhill", Oregon Historical Quarterly Vol. LXXVI, No. 1, March 1975. p. 5-27.

Soil Survey of the Yamhill Area, Oregon. Otte, George E. et al. SCS, Washington, 1974. 130p. 56maps [1:20,000].

1985 Preliminary General Plan, Northeast Yamhill County and Carlton, Oregon, March 1968. Bureau of Governmental Research, Eugene. 41p.

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REFERENCE

The following is a quick reference to historic, City of Carlton, Planning related documents and actions.

Comprehensive Plan, 1979¹		Ord. 472	June 11, 1979
<u>LCDC Acknowledgment</u>		Letter	<u>March 6, 1980</u>
Amended, Periodic Review 1987		Ord. 526	January 12, 1987
Amended, Periodic Review 1999		Ord. 599	June 14, 1999
TSP, December 1999, Adopted		Ord. 605-A	December 14, 1999
Annexation Provisions and Procedures		Ord. 473	June 11, 1979
Professional Expenses		Ord. 518	June 11, 1985
Sidewalks and Driveways		Ord. 584	September 9, 1997
Standard Specifications, Public Works		Ord. 557	September 14, 1992
40 foot R/W Streets		Resolution	October 13, 1997
Subdivision Code		Ord. 549	January 13, 1992
Systems Development Charges		Ord. 590	June 11, 1998
Urban Growth Management Agreement		Ord. 472	June 11, 1979
Yamhill County		Ord. 208	June 28, 1979
Water Master Plan		Adopted	June 10, 1996
Zone Code, 1982		Ord. 350	May 18, 1959
Code Amendment		Ord. 527	January 12, 1987
Code Amendment		Ord. 561	January 10, 1994
Code Amendment		Ord. 565	April 11, 1994
Code Amendment		Ord. 576	December 11, 1995
Code Amendment		Ord. 605-B	December 14, 1999
Code Amendment		Ord. 605-C	December 14, 1999
Code Amendment		Ord. 605-D	December 14, 1999
 Zone Map Changes:			
PAZ-6-80	0.20 a.	R-1 to G-C	Ord. #485 January 12, 1981
PAZ-1-81	4.19 a.	R-1 to G-I	Ord. #491 December 14, 1982
PAZ-2-82	3.41 a.	M-F to G-C	Ord. #496 September 13, 1982
PAZ-3-83			[Denied]
PAZ-4-84	0.19 a.	R-1 to G-C	Ord. #509 December 10, 1984
PAZ-5-85		PF, Annexed	Ord. #514 June 10, 1985
PAZ-6-92	2.36 a.	G-I to R-1	Ord #556 July 27, 1992
	14.52 a	AH to R-1	.
PAZ-7-97	4.19 a.	G-I to R-1	Ord. #589 October 13, 1997
PAZ-8-00	0.92 a.	PF to R-1	Ord. #607 February 1, 2001

¹ [NOTE: The City of Carlton Comprehensive Land Use Plan and City of Carlton, Planning Atlas appears to exist in two versions. One is dated May 1979 and appears to be the one adopted by the ordinance. The second is dated June 1981 was used by the city as “the plan” but no indication exists as to when/if it was adopted.]