



**CITY OF CARLTON  
PLANNING COMMISSION AGENDA  
MONDAY, MARCH 11, 2024, 6:00 P.M.  
VIA ZOOM AND 945 WEST GRANT STREET**

*The Mission of the City of Carlton is to sustain and enhance the viability of the community by providing essential services with professionalism and integrity.*

	<u>Pages</u>
<b>1. Call to Order – Roll Call</b>	
A) Changes to the Agenda	
<b>2. Minutes Approval- February 12, 2024</b>	2
<b>3. Citizen Comments</b> ( <i>Topics not on Agenda</i> )	
<b>4. Public Hearing/Action Items</b>	
A. Comprehensive Plan update	3
<b>5. Commissioner comments</b>	
<b>6. Adjournment</b>	

Due to spacing issues at City Hall, the public is invited to attend this meeting virtually. To attend or participate in the meeting, you can log in with a computer using the link below, or the phone option below:  
<https://us02web.zoom.us/j/84347994609?pwd=NDNUa0NyR3BoM3o5VjJLMmdZNmpIUT09>

**This meeting ID: 843 4799 4609**

**Passcode: 276545**

Or you can call **1-253-215-8782**, input the meeting ID and password and enter the meeting using your phone.



Planning Commission Regular Session Minutes  
February 12, 2024, 6:00 PM  
Via Zoom

**1. CALL MEETING TO ORDER & ROLL CALL**

Anthony Stuart called the meeting to order at 6:01 PM.

**Members Present:** Anthony Stuart Susan Turrell  
Annette Fernandez-Madrid Jennifer Nordstrom

**Members Absent:** Noelle Amaya, Jim Bandy

**Staff Present:** Scott Whyte, City Planner Aimee Amerson, City Recorder

**Others:** Chris Brubaker and Charlie Esparza of the Oregon Government Ethics Commission, Councilor Carolyn Thompson-Rizer

**2. MINUTES APPROVAL- January 8, 2024 6:03 PM**

**MOTION: Turrell/Nordstrom:** to approve the Planning Commission minutes from January 8, 2024 as submitted. Motion carried (4 Yes/0 No/2 Absent [Bandy, Amaya] /0 Abstain).

**3. CITIZEN COMMENTS 6:02 PM**

None given.

**4. DISCUSSION TOPICS/ACTION ITEMS**

**A. 2024 Commissioner Attendance schedule at Council meetings 6:07 PM**

Commissioners discussed their schedules and came to consensus on the Commissioner attendance at the remaining Council meetings for 2024.

**B. Ethics Committee training 6:15 PM**

Charlie Esparza of the Oregon Government Ethics Commission introduced himself and began his presentation covering government ethics and the Oregon statutes that pertain to government officials. Esparza focused on the topics of use of office, private employment, conflicts of interest, nepotism, and gifts. Esparza also did a brief review of the statement of economic interest which is required annually for public officials to file.

**5. COMMISSIONER COMMENTS 7:49 PM**

**6. ADJOURNMENT**

The meeting adjourned at 8:10PM.

ATTEST:

\_\_\_\_\_  
Aimee Amerson, City Recorder

\_\_\_\_\_  
Anthony Stuart, Planning Commissioner Chair



**CITY OF CARLTON  
PLANNING COMMISSION  
STAFF REPORT**

SUBJECT: Legislative Public Hearing for Comprehensive Plan Amendment

REPORT / HEARING DATE: March 4, 2024 / March 11, 2024

CITY FILE NUMBER: LA 2024-01

CRITERIA: Carlton Development Code (CDC) Sections:

- Public notice and hearing procedures: 17.192 - 196

Oregon Revised Statutes:

- Procedures: ORS 197.610 through 197.651

APPLICANT: City of Carlton

EXHIBITS: Documents subject to ordinance adoption consideration  
Exhibit 1 - City of Carlton Comprehensive Plan, February 2024  
Exhibit 2 - Comprehensive Plan Appendix:  
Inventories, August 2023  
Documents to aid understanding of proposed amendments  
Exhibit 3 – Comprehensive Plan Table Matrix

Documents received by others  
None to date.

**I. SUMMARY**

This proposal would add, modify, delete, and retain the goals, policies and objectives identified to the existing Carlton Comprehensive Plan of 2000, as amended through June 2009. Proposed legislative amendments encompass all existing chapters of the Carlton Comprehensive Plan, titles of which correlate with the titles of applicable statewide planning goals. Subject to hearing consideration is the draft Carlton Comprehensive Plan of February 2024 (Exhibit 1). Also subject to hearing consideration is an appendix document titled Comprehensive Plan Appendix: Inventories, dated August 2023 (Exhibit 2).

**II. BACKGROUND INFORMATION**

Staff refer to the Introduction page of Exhibit 1. In part, the Introduction explains how the City of Carlton began work on the Comprehensive Plan update in December 2021. The Introduction page of Exhibit 1 explains how the update is based on a robust community engagement process led by the Project Advisory Committee (PAC). The PAC met five times to help craft the vision statement, goals, policies, and objectives, and to facilitate conversations with the community. The Introduction page explains how policy language is based on input from hundreds of Carlton stakeholders that participated in the process through a series of community conversations, interviews, neighborhood meetings, online questionnaires, and community-wide summits.

### III. PROCEDURE

The public hearing on March 11, 2024, is the first of two hearings required by the Carlton Development Code as described in Sections 17.212 and 17.192.030 (the Type IV Legislative Procedure) and procedures required by state law. The second hearing is scheduled to occur before the City Council on April 2, 2024. All Comprehensive Plan Amendments are subject to “Post-Acknowledgement Procedures” described in ORS 197.610 through 197.651. Content of public notice for hearing purposes, timing and due process for appeals are described therein. In review of ORS 197.610 through 197.651, the following key procedural items have been completed as follows:

- On February 2, 2024, the Oregon Department of Land Conservation and Development (DLCD) received required notification of the proposed Comprehensive Plan amendment commensurate with the timing required (35-days) prior to the first public hearing at which public testimony or new evidence is to be received. Both hearings-ready documents (Exhibits 1 and 2) and a matrix of proposed changes (Exhibit 3) were uploaded to the DLCD website on this day.
- On February 16, 2024, the city mailed required written notice to all affected government agencies, including Yamhill County and the Oregon Department of Transportation, and to persons who requested notice from the city concerning this proposal. Mailed notice identifies the first and second hearings before the Planning Commission and City Council, respectively.
- On February 28 and March 1, 2024, pursuant to Section 17.192.030, the News Register newspaper company published required notice of said public hearings.

The draft Comprehensive Plan document, February 2024 (Exhibit 1) and Appendix for inventories (Exhibit 2) are subject to public hearing and subsequent ordinance adoption. Staff observe Exhibit 2 to include past inventory information pertaining to (generally) soils, natural resources, historic and cultural resources. No new inventory information / data is shown / proposed to Exhibit 2.

On February 29, 2024, staff met with DLCD in Exhibit 1. On this day Melissa Ahrens, Mid-Willamette Valley Regional Representative of DLCD informed city staff and consultant team how there will be written comments from staff specialist at DLCD. Ms. Ahrens provided a brief overview of the oral feedback received to date. Written comments from DLCD, once received, will be forwarded to the Planning Commission. Staff will respond accordingly.

### IV. CRITERIA & FINDINGS

Oregon Revised Statutes (ORS) 197.175(2) requires cities and counties to prepare, adopt, amend and revise comprehensive plans in compliance with the statewide planning goals. The Carlton Comprehensive Plan and Development Code contain no other criteria for amendment. Accordingly, findings herein identify and respond to applicable statewide planning goals.

There are a total of nineteen statewide planning goals identified in Oregon Administrative Rules (OAR) under Chapter 660, Division 18. Of these goals, twelve are applicable to Carlton, which include: *Citizen Involvement* (Goal 1), *Land Use Planning* (Goal 2), *Natural Resources* (Goal 5), *Air, Water & Land Resource Quality* (Goal 6), *Natural Hazards* (Goal 7), *Recreational Needs* (Goal

8), *Economic Development* (Goal 9), *Housing* (10), *Public Facilities & Services* (Goal 11), *Transportation* (12), *Energy Conservation* (13) and *Urbanization* (14).

**Facts and Findings:** The following facts and findings demonstrate how the draft Comprehensive Plan document (Exhibit 1) complies with each of the above-listed goals. In consideration of each goal, staff underscores how the draft Comprehensive Plan proposal is limited in scope (i.e., specific to the removal, modification and addition of goals, policies and objectives identified to the existing Carlton Comprehensive Plan of 2000, as amended through June 2009). Exhibit 1 does not add or remove past studies or inventories recognized by statute or rule. Exhibit 1 also does not encompass a Comprehensive Plan Map, Zoning Map or Urban Growth Boundary (UGB) amendment. Staff clarifies such in the response to each applicable Goal as described below.

**Goal 1:** *Citizen Involvement.* Goal 1 is addressed primarily through input received from persons serving on the PAC. The Introduction page of Exhibit 1 explains how policy language is based on input from hundreds of Carlton stakeholders that participated in the process through a series of community conversations, interviews, neighborhood meetings, online questionnaires, and community-wide summits. Public hearings required by statute for adoption of a Comprehensive Plan provide another opportunity for citizen involvement.

**Goal 2:** *Land Use Planning.* All local governments are required to have a Comprehensive Plan and Goal 2 describes the framework and essential elements. In part, Goal 2 refers to the Comprehensive Plan as defined by ORS 197.015(5). The City of Carlton has a Comprehensive Plan acknowledged by the Land Conservation and Development Commission (LCDC), dating back to year 1979. Subsequently, Carlton received post-acknowledged plan approval (PAPA) for various plan amendments.

Exhibit 1 identifies existing land use map designations of the Comprehensive Plan and corresponding zones intended to implement these designations. No existing land use plan map designation or zone is proposed for removal. No land use map additions or modifications are proposed. Exhibit 1 also acknowledges the existing Floodplain Management overlay zone and the existing Urban Growth Boundary. Exhibit 1 includes one procedural policy that falls under Goal 2, specific to updating the Comprehensive Plan via future amendments. Exhibit 1 also includes a policy specific to implementation policies identified by the Comprehensive Plan (via the Development Code and other ordinances). Exhibit 1 includes a policy that mentions initiation of a process to phase-out the existing Agricultural Holding (AH) designation / zone. This policy will be subject to future consideration when the city conducts Housing Needs Analysis (see Goal 10). Through HNA, if the city discovers a deficit in future housing supply (via new 20-year forecast) the phase-out of AH planned / zoned property could be one strategy to increase future housing supply.

**Goal 5:** *Natural Resources, Scenic and Historic Areas, and Open Spaces.* Exhibit 1 identifies several goals and policies that speak to conserving open space, protecting natural and scenic resources, and preserving historic and cultural resources. Exhibit 1 does not introduce new historic or cultural resources. In part, Exhibit 1 conveys known historical information about certain structures and properties. For example, under Goal 5, the Carlton State Bank and Savings building is mentioned, being located on the northwest corner of Main Street and Pine Street and listed on the National Register of Historic Places. Also acknowledged is the property known as Westerlook Farm (the Charles Ladd Estate) built in 1912, listed on the

Statewide Inventory of Historic Sites and Buildings. Additional existing historic resource information is shown to Exhibit 2.

For natural resources, Goal 5 identifies several resources subject to inventory. These include (and are not limited to) riparian corridors, wetlands and wildlife habitat. As previously stated, Exhibit 1 does not introduce new studies or inventories recognized by statute or rule. Exhibit 1 also does not add to or modify existing inventoried resources. Exhibit 2 is a compilation of existing inventories carried forward. OAR 660-023-0030 identifies procedures requirements for creating and amending inventories under Goal 5. Staff acknowledge how several steps are required by law when introducing or modifying inventories. This includes providing early notice to state and federal resource management agencies.

Exhibit 1 identifies policies and objectives under Goal 5 that the Carlton Development Code is expected to encompass in further detail. For example, Policy 2 and the objective thereto calls for maintaining and expanding the city's open-space network, especially greenways and open space along creeks. One objective in support of this policy seeks to ensure adequate open space and trail development in high density development and neighborhoods lacking access to these amenities. A recent amendment of the Development Code (underway in case file LA 2024-02) identifies changes to Section 17.84.050 (Landscape Plans) requiring 50% of plant materials to be native species. Other proposed changes include new minimum open space and standards for tree size, planting and spacing.

**Goal 6:** *Air, Water & Land Resource Quality.* Exhibit 1 identifies goals, policies and objectives aimed at maintaining and improving the quality of the air, water, and land resources of the city. Exhibit 1 also refers to existing data sources pertaining to air, water and resource quality compiled by known government agencies (e.g., United States Environmental Protection Agency) and does not introduce a new study. In part, Exhibit 1 identifies certain objectives that future amendments to the Carlton Development Code or Public Facilities Master Plans are expected capture in further detail. For example, in response to Objective 1B (*Prioritize on-site stormwater management except where the city determines it to be inefficient or infeasible.*) future updates to the Carlton Development Code and the Carlton facilities plan for stormwater would identify the circumstances and thresholds for requiring stormwater management as part of development proposals. The current Development Code amendment (LA 2024-02) introduces new grading and storm water management standards.

**Goal 7:** *Natural Hazards.* Goal 7, titled *Areas Subject to Natural Disasters and Hazards* to Exhibit 1 identifies the need for protecting people and property from natural hazards. Specifically mentioned are earthquakes, wildfire, severe weather and drought and flood. Proposed policies and objectives in Exhibit 1 speak to promoting awareness of these hazards and for developing a disaster preparedness plan. For data source, Exhibit 1 refers to the *2006 Yamhill County Natural Hazards Mitigation Plan* and the *2020 City of Carlton Addendum*. Again, no new studies are introduced under Goal 7.

Exhibit 1 identifies certain policies and objectives under Goal 7 that the Carlton Development Code will capture in further detail, upon amendment. For example, Policy 1 of Goal 7 and objectives thereof speak generally to limiting development with the floodplain. Staff observe Section 17.56 of the Carlton Development Code (titled Floodplain Management) to contain standards that regulate development in the 100-year floodplain and the current map / source data where found. It should be noted that floodplain

standards in Section 17.56 (and other code sections) are subject to the current amendment proposal (case file LA 2024-02) via separate hearing process. Proposed code updates are intended to ensure consistency with current FEMA floodplain management standards.

**Goal 8: *Recreational Needs.*** Exhibit 1 identifies several policies and objectives that respond to the overall goal of satisfying the recreational needs of Carlton’s community and visitors alike. In part, Exhibit 1 incorporates data from the 2019 Carlton Parks Development Plan. A table shown to Goal 8 identifies the location of existing parks inside city limits. Staff acknowledge how Policy 3 calls for coordination with adjacent jurisdictions to plan for and create parkland and recreational facilities. In part, 2019 Carlton Parks Development Plan identifies a future a multi-use path to be located along the former Southern Pacific Railroad right-of-way (inside city limits). As most of this right-of-way is under jurisdiction of Yamhill County, creation of this recreational facility will necessitate coordination with Yamhill County and the Oregon Department of Transportation. The 2019 Carlton Parks Development Plan and data therein is not subject update / change through this amendment.

**Goal 9: *Economic Development.*** The fundamental purpose of Goal 9 is to make sure that a local government plans for economic development. Exhibit 1 does not include Economic Opportunities Analysis (EOA) recognized by statute and rule (OAR 660-009-0015). Proposed new and modified policies and objectives of Exhibit 1 speak to providing an adequate supply of commercial and industrial land to accommodate economic growth and development. Exhibit 1 also includes recent industry trend information and employment data but is not inclusive of a new EOA or intended update. As previously mentioned, Exhibit 1 does not include a map amendment. Lands planned for Commercial and Industrial remain the same, thereby causing no change (or potential deficit) in land available for future employment growth. Policies and objectives shown to Exhibit 1 would be reexamined and potentially amended with future EOA.

**Goal 10: *Housing.*** In part, Exhibit 1 includes data from the last full Housing Needs Analysis (HNA) conducted by the City of Carlton in 2007. Exhibit 1 also includes recent housing trend information and population data but is not inclusive of a new HNA, recently renamed Housing Capacity Analysis (as described in OAR 660 Division 8 and other rules). As previously mentioned, the proposed Plan amendment does not include a map amendment. Lands planned for residential remain the same, thereby causing no change (or potential deficit) to land available for future housing production identified by the 2007 HNA. Existing housing stock remains unchanged. Soon, the City of Carlton intends to seek funding (where / when available) for producing a new HNA / HCA. Policies and objectives shown to Exhibit 1 would be reexamined and potentially amended with future HNA/HCA. After completing the new HNA / HCA, the city will execute strategies identified thereto, possibly initiating map amendments if a housing deficit is discovered. As mentioned above, the AH zone is slated to be phased-out in time (TBD). City-initiated plan and zone map amendments of existing AH zoned property (from Agricultural Holding to Residential) is one potential strategy for increasing housing supply.

**Goal 11: *Public Facilities & Services.*** Goal 11 requires local governments to prepare Public Facilities Plans to plan and identify necessary infrastructure to serve future development. Carlton is to plan specifically for urban services (i.e., sanitary sewer, pipe water and storm drainage) for properties inside the UGB. Exhibit 1 does not introduce a new public facilities plan. New and modified policies and objectives shown to Exhibit 1 under Goal 11 speak to

modernizing and maintaining municipal facilities in the most efficient and cost-effective manner to adequately serve the existing population and anticipated growth. Exhibit 1 also acknowledges existing facility master plans and a list of other public services (provided by the city or other agencies / service districts). Exhibit 1 does not include a plan or map indicating changes to existing service boundaries.

**Goal 12:** *Transportation.* Exhibit 1 identifies several goals and policies that speak to providing a safe, convenient, and economic transportation system. Exhibit 1 does not amend the existing Transportation System Plan. In part, Exhibit 1 includes data from the 2009 Transportation System Plan (TSP). Exhibit 1 also includes recent trend information pertaining to transportation but is absent data and analysis specific to current street conditions, system capacity and planned improvements. In 2024, the City of Carlton anticipates initiating proceedings for a TSP update (subject to separate land use hearings). Goals and policies under Goal 12 will help facilitate future amendment of the current 2009 TSP). Policies and objectives shown to Exhibit 1 would be reexamined and potentially amended with future TSP.

In response to a rule described in OAR 660-012-0060, staff finds the proposed amendment to impose no significant impact on existing transportation facilities throughout the city. As explained above, Exhibit 1 does not encompass a Comprehensive Plan Map, Zoning Map or UGB amendment.

**Goal 13:** *Energy Conservation:* Exhibit 1 identifies goals, policies and objectives aimed at conserving existing energy resources and for developing alternative sources. Once again, Exhibit 1 does not introduce a new study or inventory related to this goal. Exhibit 1 identifies certain objectives that can be implemented via future amendments to the Carlton Development Code. For example, clear and objective standards for drought-tolerant plants (as part of landscape plans for development review) can be introduced to the Development Code. Pending Development Code amendment LA 2024-02 introduces these and other development standards.

**Goal 14:** *Urbanization.* Goal 14 explains how local urban jurisdictions are required to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries (UGBs) and to provide for livable communities. Goal 14 also describes the purpose and function of UGBs. Exhibit 1 incorporates recent trend information pertaining to housing and employment. However, as mentioned in this report no study / analysis is introduced. This would include Housing Needs Analysis and Economic Opportunities Analysis, essential data for determining if UGB expansion is warranted.

As the draft Comprehensive Plan explains, seven other statewide goals were not considered applicable. These goals include Goal 3, *Agriculture Lands*, Goal 4 *Forest Lands*, Goal 15 *Willamette River Greenway*, Goal 16 *Estuarine Resources*, Goal 17 *Coastal Shorelands*, Goal 18 *Beaches and Dunes*, and Goal 19 *Ocean Resources*. Staff acknowledge how the planning area of Carlton is primarily urban, all incorporated and not located in proximity to the Willamette River, estuaries, shorelands, beaches or the ocean.

**Conclusion:** Based on the facts and findings above, the proposed Legislative Amendment complies with applicable statewide planning goals.



## **VI. WRITTEN TESTIMONY**

None received to date. Required public hearing notices provide instructions for submitting written testimony. To date, the city has not received written testimony. As previously mentioned, staff at DLCD has informed city staff and the consultant team of written comments to be submitted in review of Exhibit 1.

## **VII. RECOMMENDATION**

Staff recommends the Commission conduct a public hearing and vote in response to a motion that recommends the City Council approve the draft Comprehensive Plan (Exhibit 1) accompanied by the Appendix: Inventories, dated August 2023 (Exhibit 2).

Any specific word changes (to policies, objectives or otherwise) should be made clear for the record. With Planning Commission agreement to any change, staff will convey the recommended change to Council for consideration as part of the written Planning Commission Order. The Commission Order (for the Chair to sign) will be forward to the City Council along with all documents of record.

CITY OF CARLTON  
**COMPREHENSIVE  
PLAN**

FEBRUARY 2024



# ACKNOWLEDGEMENTS

## CITY COUNCIL

Linda Watkins, Mayor  
Shirley Ward-Mullen, Council President  
Kevin Skipper  
David Hill  
Grant Erickson  
Carolyn Thompson-Rizer  
Guilherme Brandão

## PLANNING COMMISSION

Noelle Amaya  
Annette Fernandez Madrid  
Susan Turrell  
Anthony Stuart, Chair  
Jennifer Nordstrom  
Jim Bandy  
Robin Geck

## PROJECT ADVISORY COMMITTEE

Jim Bandy  
Robin Geck  
Leah Johnston  
Annette Madrid  
Sabra Mathot  
John Schmidt  
Anthony Stuart  
Susan Turrell  
Shirley Ward-Mullen  
Carrie Wiebe  
Megan Wirtjes  
Ken Wright

## CITY STAFF

Aimee Amerson, Planning Manager  
Shannon Beaucaire, City Manager  
Gordon Monroe, Contract City Engineer  
Scott Whyte, Contract City Planner

## CONSULTANT

3J Consulting  
JET Planning

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# INTRODUCTION

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

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

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

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

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

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

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

## PROCESS

The City of Carlton's existing Comprehensive Plan document was adopted in 2000, and most recently amended in 2009. In that time, the approximate population of Carlton has increased nearly 27 percent<sup>1</sup> alongside which, Carlton's viticultural tourism industry has continued to expand, creating an increased demand for housing, transportation, and services. The City began work on updating the Comprehensive Plan in December 2021 and has spent subsequent two year updating the Plan. The update is based on a robust community engagement process led by a Project Advisory Committee (PAC), a group of residents chosen for their varying expertise and interests. The PAC met five times to help craft the vision statement, goals, policies, and objectives, and facilitate conversations with the community. Policy language is based on input from hundreds of Carlton stakeholders that participated in the process through a series of community conversations, interviews, neighborhood meetings, online questionnaires, and community-wide summits.

## FORMAT

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

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



# VISION STATEMENT

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

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



### RURAL HERITAGE AND SMALL TOWN CHARACTER

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



### FAMILY-FRIENDLY NEIGHBORHOODS

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



### A PROSPEROUS ECONOMY

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



### WELL-PLANNED INFRASTRUCTURE

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



# CITIZEN INVOLVEMENT

## STATEWIDE PLANNING GOAL 1

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

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



## FACTUAL BASE

### CITIZEN INVOLVEMENT INITIATIVES

#### Citizen Involvement Plan

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

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

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

#### Committees

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

## LAND USE APPLICATIONS AND PLANS

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

## GOALS, POLICIES, AND OBJECTIVES

### GOAL

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

### POLICIES AND OBJECTIVES

#### **POLICY 1**

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

#### **OBJECTIVE 1A**

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

#### **OBJECTIVE 1B**

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

#### **POLICY 2**

**Engage citizens by obtaining their opinions in all phases of the planning process, promoting strategies to reach underrepresented populations.**

#### **OBJECTIVE 2A**

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

#### **OBJECTIVE 2B**

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

#### **OBJECTIVE 2C**

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



# LAND USE PLANNING

## STATEWIDE PLANNING GOAL 2

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

### FACTUAL BASE

#### POPULATION AND AGE

According to 2020 Census estimates, the population of Carlton is 2,220 people. Much of the population are young to middle-aged adults, at 77.5% of residents 18 years and older. The median age is 40 years, and the average household size is 2.9 people<sup>3</sup>.

#### POPULATION GROWTH

Going back to 2010 Census data, the approximate population of Carlton was 1,739 people, with the 2020 population estimate of 2,220, the population has increased by approximately 27 percent<sup>3</sup>.

### INCOME

The 2020 median household income in Carlton was \$77,917, approximately 15 percent more than the State of Oregon median income of \$65,667. Approximately 6.9% of Carlton residents are experiencing poverty, compared to Oregon's 12.4% of residents experiencing poverty<sup>3</sup>.

### RACE AND ETHNICITY

Most Carlton residents identify as White alone at approximately 82 percent of residents, followed by Some Other Race Alone at 5 percent, followed by White; Some Other Race at 4 percent. Additionally, Some Other Race alone is 5 percent, American Indian and Alaska Native alone is 1 percent, Asian alone is 0.9 percent, Black, or African American alone is 0.4 percent, and Native Hawaiian and Other Pacific Islander alone is 0.3 percent<sup>3</sup>.

# LAND USE PLANNING SYSTEM

## Comprehensive Plan

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

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

## Comprehensive Plan Designations and Associated Zoning

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

### RESIDENTIAL

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

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

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

### COMMERCIAL

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

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

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

### INDUSTRIAL

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

### PUBLIC FACILITY

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

### AGRICULTURAL HOLDING

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

## MIXED-DENSITY RESIDENTIAL

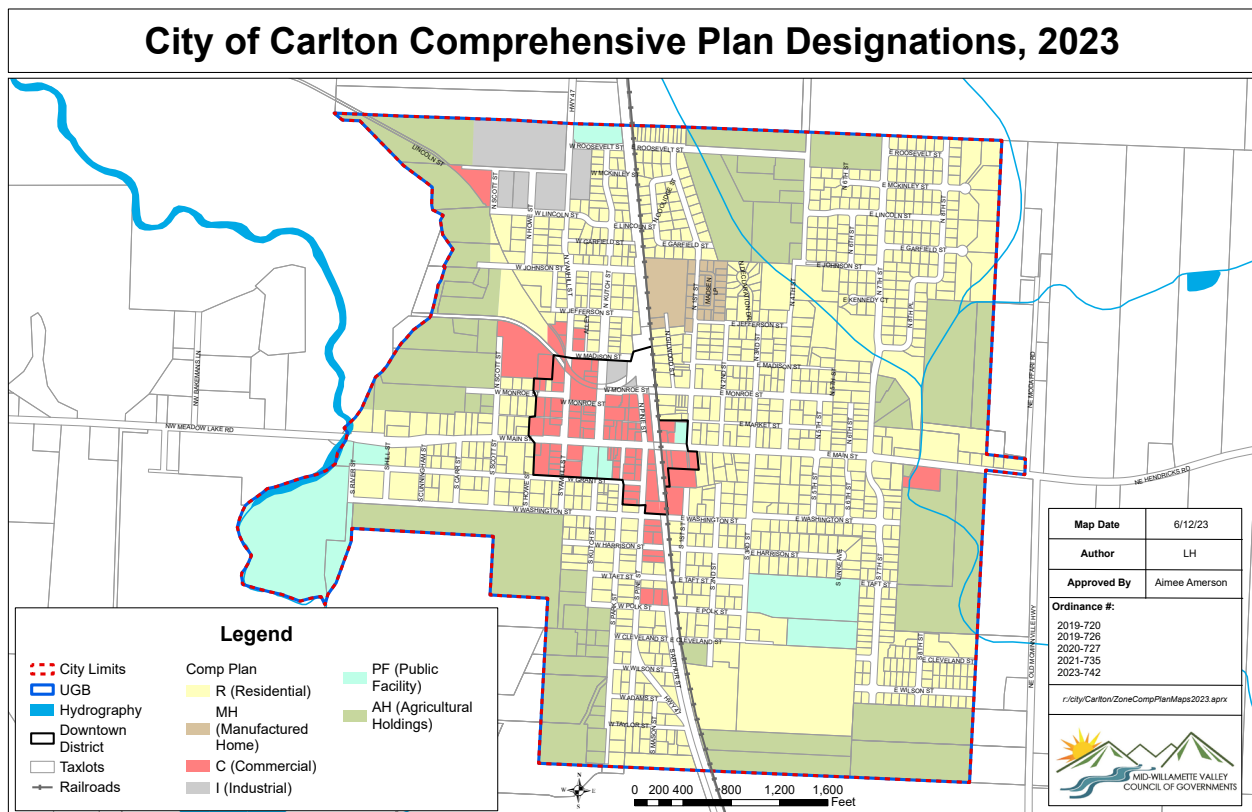
**Mixed-Density Residential:** The mixed density (MX) residential zone is intended primarily as residential area with supporting and complementary commercial and public uses.

## MANUFACTURED HOME

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

## OVERLAY ZONES

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



City of Carlton Comprehensive Plan Map as of June 2023

## URBAN GROWTH BOUNDARY

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

# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES

### **POLICY 1**

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

### **POLICY 2**

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

### **POLICY 3**

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





# NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

## STATEWIDE PLANNING GOAL 5

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

## FACTUAL BASE

### NATURAL RESOURCES

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





## OPEN SPACE AND PARKS

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

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



## CULTURAL AND HISTORIC RESOURCES

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

A railroad was built in 1872 from Portland to St. Joe, but the train did not include stops along the farmland between the two stations. By 1874, a regular stop was made at what is now Carlton. The town of Carlton was formally incorporated in 1899. The Carlton State Bank and Savings building located on the northwest corner of Main and Pine is listed on the National Register of Historic Places. The property known as Westerlook Farm (the Charles Ladd Estate) built in 1912 is listed on the Statewide Inventory of Historic Sites and Buildings. Local historians agree that the wooden barn located on the southwest corner of Park and Taft is the oldest structure in Carlton. It was on the farm of John Wennerberg, an early benefactor to the town of Carlton.<sup>5</sup>

# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES AND OBJECTIVES

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

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

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

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

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

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

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

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

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

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



# AIR, WATER, AND LAND RESOURCES QUALITY

## STATEWIDE PLANNING GOAL 6

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

## FACTUAL BASE

### AIR QUALITY

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

### WATER QUALITY

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

### TOPOGRAPHY

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

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

## LAND COVER

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

## CLIMATE

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

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

# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES AND OBJECTIVES

### POLICY 1

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

#### OBJECTIVE 1A

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

#### OBJECTIVE 1B

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

#### OBJECTIVE 1C

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

### POLICY 2

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

#### OBJECTIVE 2A

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

### POLICY 3

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

#### OBJECTIVE 3A

Collaborate on significant environmental quality protective measures with neighboring communities.

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

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

<sup>9</sup> Yamhill County. [Natural Hazards Mitigation Plan](#).

<sup>10</sup> USAFACTS. [Climate in Yamhill County, Oregon](#)



# AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

## STATEWIDE PLANNING GOAL 7

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

### FACTUAL BASE

While Yamhill County is generally described as having a mild climate and a relatively flat terrain, except for hills located toward the Coast Range, natural hazards do present a threat. The *2006 Yamhill County Natural Hazards Mitigation Plan* and the *2020 City of Carlton Addendum* to that plan, assesses vulnerability and risk to a range of natural hazards that may occur in the city.

### DROUGHT

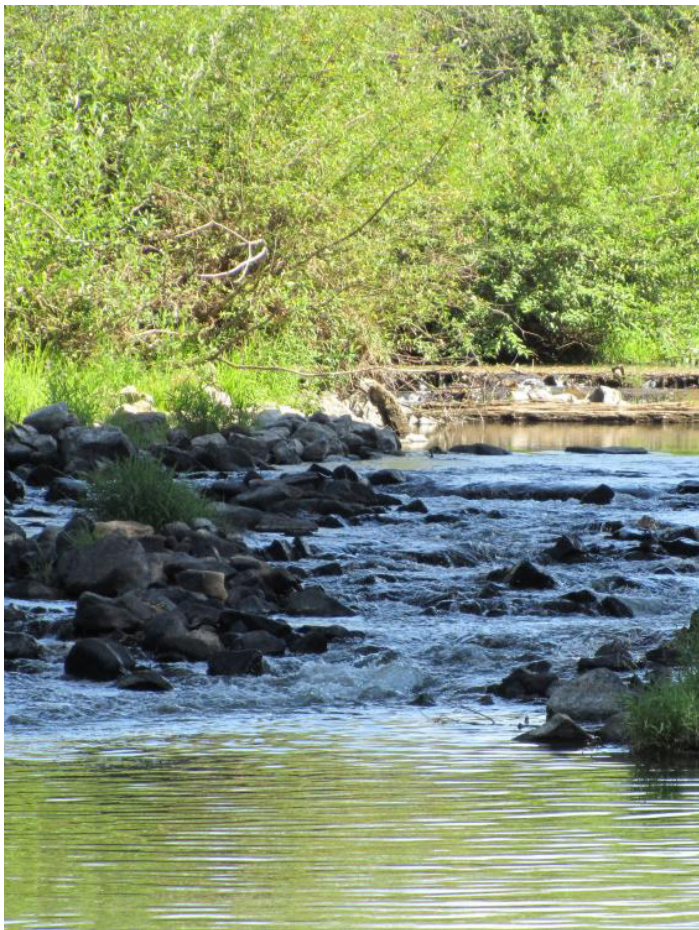
Due to insufficient data and resources, Carlton is currently unable to perform a quantitative risk assessment, or exposure analysis, for this hazard. State-wide droughts have historically occurred in Oregon, and as it is a region-wide phenomenon, all residents are equally at risk. Structural damage from drought is not expected; rather the risks apply to humans and resources. Industries important to Carlton’s local economy such as agriculture and timber have historically been affected, and any future droughts would have tangible economic and potentially human impacts.<sup>11</sup>

## EARTHQUAKE

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

## FLOOD

In addition to the Willamette River, Yamhill County contains two other large rivers (North and South Yamhill Rivers) and smaller tributaries that are susceptible to annual flooding events. Two types of flooding primarily affect Yamhill County: urban flooding and riverine flooding. Urban flooding can be explained as when land is converted from fields or woodlands to roads and parking lots, it loses its ability to absorb rainfall. Riverine flooding is the over-bank flooding of rivers and streams and is the most common flood hazard in Oregon.



## LANDSLIDE

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

## SEVERE WEATHER

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

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

## WILDFIRE

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

# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES AND OBJECTIVES

- POLICY 1**      **Concentrate urban uses on suitable lands, and limit development in flood plains, areas susceptible to wildfire, and lands with steep slopes and/or unstable soils.**
- OBJECTIVE 1A**      Limit development in flood plains through the land use application process.
- OBJECTIVE 1B**      Permit non-residential development in the flood fringe (the outer portions of the floodplain) if it satisfies local code requirements regarding the height of the structure’s main floor above floodwaters, ‘flood proofing’ construction, displacement of floodwaters, and similar matters.
- POLICY 2**      **Promote earthquake hazard awareness and hazard mitigation activities by providing information to residents, such as retrofitting measures that can reduce the vulnerability of dwellings.**
- POLICY 3**      **Maintain procedures to advise applicants for development permits of the areas known to have a potential for natural hazard effects.**
- POLICY 4**      **Develop a disaster preparedness plan that outlines how the city will prevent, protect against, mitigate, respond to, and recover from natural disasters.**
- OBJECTIVE 4A**      Ensure key city services, such as water and sewer have the capability for back-up electricity during emergencies.
- OBJECTIVE 4B**      Coordinate with other agencies and partners to ensure critical services are provided during emergencies.





# RECREATIONAL NEEDS

## STATEWIDE PLANNING GOAL 8

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

### FACTUAL BASE

#### PARKS AND RECREATION

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

#### CARLTON PARKS DEVELOPMENT PLAN

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

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

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



**ASSETS**

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

**CITY OF CARLTON PARK ASSETS**

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

Source: 2019 Carlton Parks Development Plan

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

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

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

**IMPROVEMENTS**

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



# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES AND OBJECTIVES

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

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

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

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

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

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

**OBJECTIVE 1A**      Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.

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



# ECONOMIC DEVELOPMENT

## STATEWIDE PLANNING GOAL 9

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

## FACTUAL BASE

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

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

## INDUSTRY

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

### PERCENT OF TOTAL CARLTON WORKFORCE BY INDUSTRY

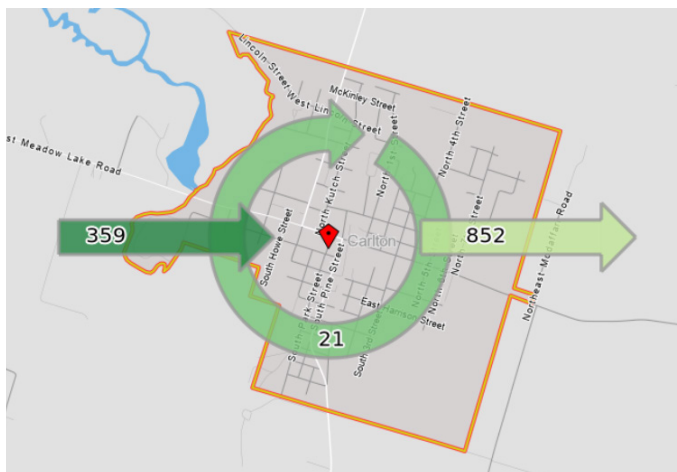
Industry	Percent
Trade/Transportation/Utilities	17%
Natural Resources/Mining	13%
Government	14%
Manufacturing	14%
Education/Health Services	15%
Construction	4%
Leisure/Hospitality	8%
Professional/Business Services	6%
Other services	3%
Financial Activities	5%
Information	1%
<b>Total</b>	<b>100%</b>

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

## COMMUTING

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

### CARLTON EMPLOYMENT GROWTH FORECAST, 2005 – 2027



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

## URBAN RENEWAL

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



## ORGANIZATIONS

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

## TRENDS

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

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



### CARLTON EMPLOYMENT GROWTH FORECAST, 2005 – 2027

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

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

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

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

# GOALS, POLICIES, AND OBJECTIVES

## GOAL

To diversify and improve the economy of Carlton.

## POLICIES AND OBJECTIVES

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

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

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

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

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

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

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

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

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



# HOUSING

## STATEWIDE PLANNING GOAL 10

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

## FACTUAL BASE

### CURRENT HOUSING

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





## TRENDS

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



### CARLTON HOUSING NEEDS 2007-2027

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

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

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

# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES AND OBJECTIVES

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



# PUBLIC FACILITIES AND SERVICES

## STATEWIDE PLANNING GOAL 11

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

## FACTUAL BASE

### WATER RESOURCES

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

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

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

## STORMWATER MANAGEMENT

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

## WASTEWATER SERVICES

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

## OTHER SERVICES

### Police & Fire

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

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

## Civic Facilities

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

## Schools

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

The Yamhill-Carlton School District is composed of Yamhill Carlton High School, Yamhill Carlton Intermediate School, Yamhill Carlton Elementary School, and Alliance Academy. The 2016-2017 school year saw a total enrollment of 1,033 students from kindergarten to grade 12<sup>17</sup>.



# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES AND OBJECTIVES

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

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

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

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

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

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

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

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

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

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



# TRANSPORTATION

## STATEWIDE PLANNING GOAL 12

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

## FACTUAL BASE

### ASSETS

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

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

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18 [Yamhill County Transit Route 33](#)



## TRANSPORTATION SYSTEM PLAN

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

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

## TRENDS

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

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

## IMPROVEMENTS

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

## GOALS, POLICIES, AND OBJECTIVES

### GOAL

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

### POLICIES AND OBJECTIVES

**POLICY 1**      **Plan for a multi-modal transportation system accessible for all users.**

**OBJECTIVE 1A**      Make investments to accommodate multi-modal traffic on major and minor arterial roads.

**OBJECTIVE 1B**      Inventory bicycle and pedestrian networks and plan for needed infrastructure improvements.

**POLICY 2**      **Establish and design facilities that improve safety of all users of the transportation system.**

**OBJECTIVE 1A**      Identify and implement ways to minimize conflicts between different modes of travel.

**POLICY 3**      **Support improvements that make downtown inviting and access to businesses safe and convenient for pedestrians and bicycles.**

**POLICY 4**      **Coordinate facility improvements and services with regional partners such as Yamhill County and Oregon Department of Transportation (ODOT).**

**POLICY 5**      **Explore opportunities to provide or participate in local or regional public transit programs to provide transportation services to local residents.**





# ENERGY CONSERVATION

## STATEWIDE PLANNING GOAL 13

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

## FACTUAL BASE

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

### HEATING SOURCES

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

### SOLAR ENERGY

Within the Carlton Municipal Code<sup>20</sup>, the Downtown (D) District Design Standards allows rooftop “small-scale renewable energy” in the form of mini-wind turbines, solar panels and similar features. These are granted the exception of being visible from the street, alley, pedestrian access way, or civic space.

### STREET TREES

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



## **ELECTRIC VEHICLES**

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

## **ENERGY EFFICIENCY**

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

# **GOALS, POLICIES, AND OBJECTIVES**

## **GOAL**

To conserve existing energy resources and develop alternative sources.

## **POLICIES AND OBJECTIVES**

### **POLICY 1**

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

### **POLICY 2**

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

### **OBJECTIVE 2A**

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

### **POLICY 3**

**Plan and solicit support for renewable energy sources.**

### **OBJECTIVE 3A**

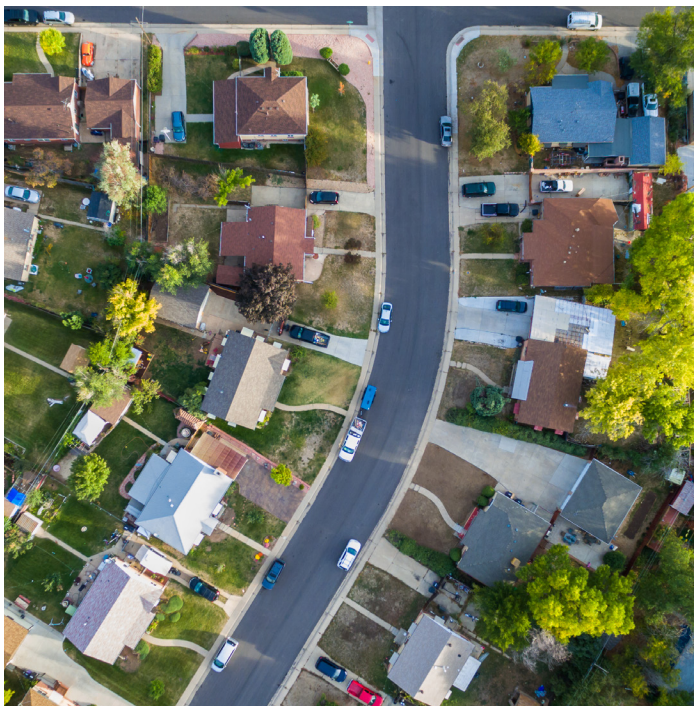
Promote the design and development of public facilities and housing developments to take advantage of solar energy and co-generation.



# URBANIZATION

## STATEWIDE PLANNING GOAL 14

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



## FACTUAL BASE

### URBAN GROWTH HISTORY

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

### DEVELOPMENT TRENDS

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

# GOALS, POLICIES, AND OBJECTIVES

## GOAL

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

## POLICIES

- POLICY 1**      **Update and expand the urban growth boundary when conditions exist that satisfy adopted local and state standards for amendments to urban growth boundaries.**
  
- POLICY 2**      **Encourage the location of housing to minimize the consumption of prime agricultural land and other areas of natural resources that contribute to the community's rural character.**
  
- POLICY 3**      **Encourage infill development to utilize vacant parcels and achieve a more compact community.**
  
- POLICY 4**      **Use intergovernmental agreements with Yamhill County and other public agencies as needed to establish areas of mutual interest and coordination procedures relative to urban growth management.**



## Exhibit 2

### Comprehensive Plan Appendix: Inventories

#### NATURAL RESOURCES (January 1987)

##### 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**

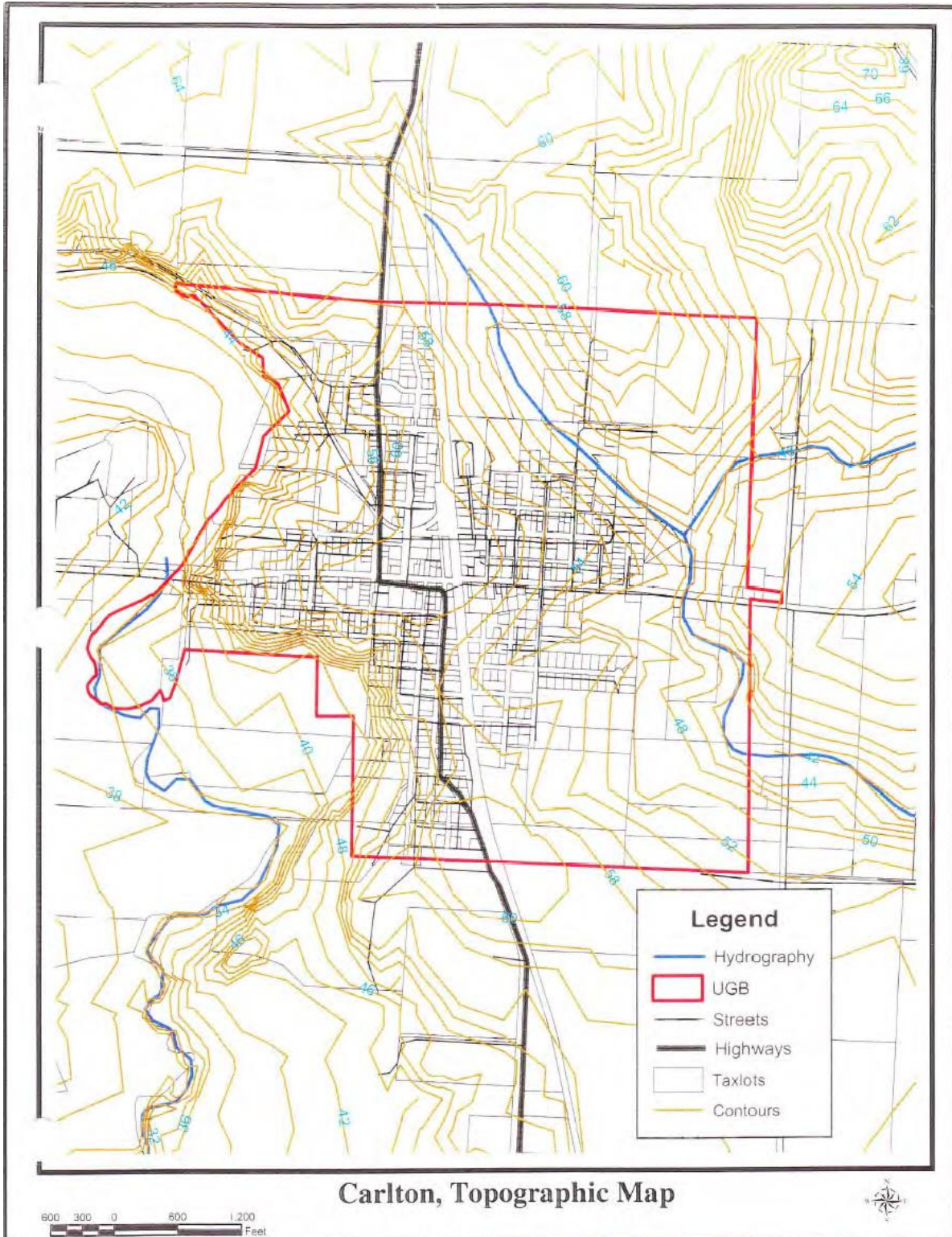
The ratings and limitations are for houses and other buildings that are not more than three stories high.

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.

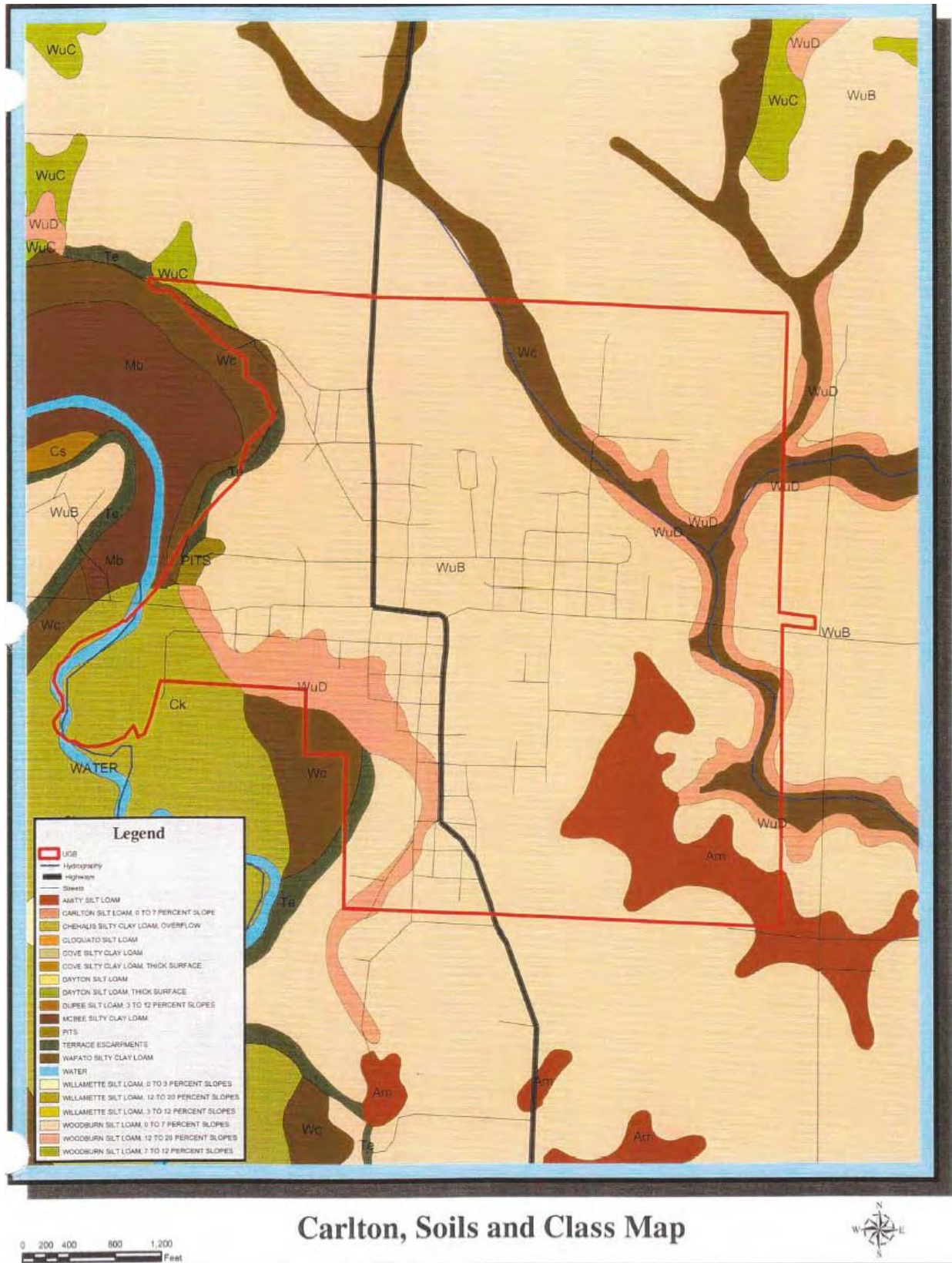
Soils that have **moderate limitations** for this use are somewhat poorly drained and are not subject to flooding. They have a seasonal high water table, fair stability, or moderate shrink-swell potential in the subsoil. They have slopes of 12 to 20 percent. Moderately rated soils have limitations that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







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

Sources: Soil Survey of Yamhill Area, Oregon

U.S. Department of Agriculture, Soil Conservation Service, January 1974.

## **Climate<sup>1</sup>**

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 %

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°F to 44°F, and in July they range from, 48°F 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, 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]

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<sup>1</sup> Source: Oregon Climate Service, 1996 Special Reports (Climate Data).

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<sup>2</sup>**

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.

## **Fish and Wildlife Resources<sup>3</sup>**

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.

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<sup>2</sup> Source: Yamhill County Energy Office

<sup>3</sup> Updated to reflect information provided city by ODOFW letter dated May 1, 1997.

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 preclude cold water game fish presence year round.

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.<sup>4</sup> 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 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 buffed 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 Resources**<sup>5</sup>

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:

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<sup>4</sup> Division of State Lands, National Wetlands Inventory Map 1994.

<sup>5</sup> Updated to reflect results of a Study entitled: *City of Carlton, Panther Creek Watershed Protection*. Michael D. Henry. July 1997.

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 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.<sup>6</sup> 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, downstream 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.

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<sup>6</sup> North Yamhill River Station (1419700) at Pike, Lat. 452210, Long. 1231515, approximately 8.7 miles above the Carlton and Smith Bridge.



## **Historic and Cultural Resources<sup>7</sup>**

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.

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

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<sup>7</sup> Source: *Old Yamhill: The Early History of its Towns and Cities*, Yamhill County Historical Society, 1976.

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.

### **Air Resources**<sup>8</sup>

To protect the health and public welfare from known adverse effects of air pollution have adopted air quality standards, the Federal and State Governments. 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

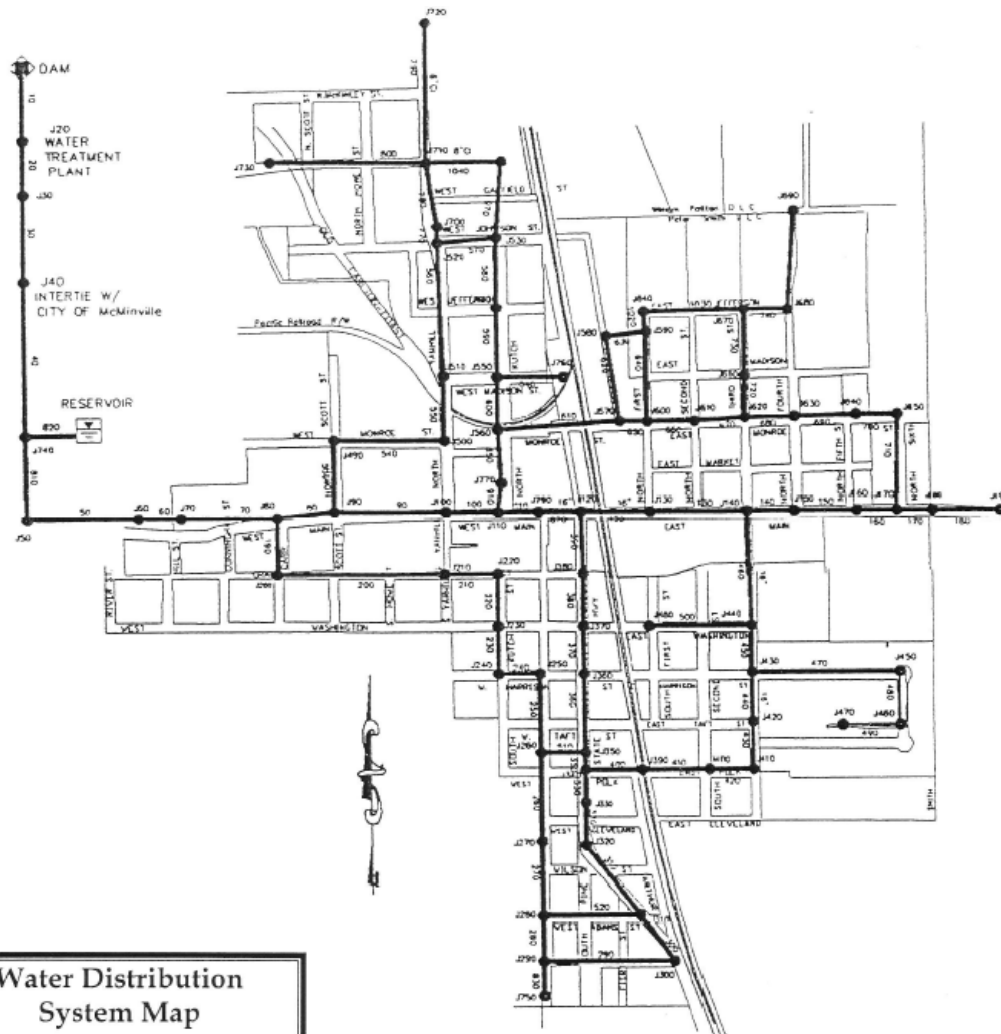
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<sup>8</sup> Source: Oregon Department of Environmental Quality, 1978.

activity in the planning area that monitors source emissions for the Department of Environmental Quality is Madsen Grain Company, located within the City.

**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.



**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.

## **URBANIZATION (July 2007)**

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 2 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 2. Developed Land Uses within the Carlton UGB By Zone, 2007**

Zoning Designation	Acres*	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.

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

### **Buildable Lands Inventory**

Buildable lands were inventories 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.

### **Residential Land**

Table 3 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 3. Buildable Land Inventory, 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
<b>Buildable Acres Within the Urban Area</b>	<b>59.4</b>	<b>30.7</b>	<b>90.1</b>

Source: Yamhill County Assessor data, MWVCOG, 2007.

### Commercial Land

Table 4 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 4. Buildable Commercial Land<sup>1</sup> Carlton, 2007**

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

Source: Yamhill County Assessor data, MWVCOG, 2007.

\*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 5 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 5. Buildable Industrial Land, Carlton, 2007**

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

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 6 shows that approximately 190.6 acres are available for future development in the Agricultural Holding (AH) Zone.

**Table 6. Buildable Land for Future Development Carlton, 2007**

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

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 identified 233 new residential units that will be needed to accommodate the projected 2027 population of 2,379 persons, as shown in Table 7. 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 7. Additional Dwelling Units Needed in Carlton by 2027**

<b>Dwelling Units Needed by 2027</b>	<b>Single-Family Units</b>	<b>Multi-Family Units</b>	<b>Total</b>
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
<b>Total</b>	<b>176</b>	<b>57</b>	<b>233</b>

Source: MWVCOG, 2007.

Table 8 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 8. Projected Housing Mix and Residential Land Needs Carlton, 2027**

<b>Housing Type</b>	<b>Units Needed 2027</b>	<b>Percent of New Units</b>	<b>Density (units/acre)</b>	<b>Acres Needed 2027</b>
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 3, 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 9 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 9. Residential Land Re-designations to Meet Projected Need For 2027**

<b>Assessor Map/Tax Lot</b>	<b>Current Plan Designation</b>	<b>Current Zoning</b>	<b>New Plan Designation</b>	<b>New (Proposed) Zoning</b>	<b>Buildable Acres</b>
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
<b>Total</b>					<b>7.3</b>

Source: MWVCOG, 2007.

Table 10 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. The city has provided sufficient land for various housing types and densities in response to projected need.

**Table 10. Buildable Residential Land after Re-designations Carlton, 2007**

<b>Zone</b>	<b>Vacant (acres)*</b>	<b>Redevelopable</b>	<b>Total</b>	<b>Acres Needed 2027</b>
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) <sup>1</sup>	0.1	0.0	0.1	NA
<b>Total</b>	<b>59.4</b>	<b>35.4</b>	<b>94.8</b>	<b>45.7</b>

Source: MWVCOG, 2007.

\*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.

\*\*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 11 below.

**Table 11. Comparison of Supply and Demand for Commercial and Industrial Land Carlton, 2027**

<u>Land Use Type</u>	<u>Vacant/ Redevelopable Acres</u>
<b>Supply</b>	
Commercial	9.5
Industrial	2.5
<b><u>Total Supply</u></b>	<b>12.0</b>
<b>Demand</b>	
Commercial	4.6
Industrial	13.3
<b><u>Total Demand</u></b>	<b>17.9</b>
<b>Surplus (Deficit)</b>	
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 12. Residential Land Re-designations to Meet Projected Need For 2027**

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

Comp Plan 2000	Deleted, Modified, or Same	Comp Plan 2023	New
<b>CITIZEN INVOLVEMENT</b>		<b>1. CITIZEN INVOLVEMENT</b>	
<b>Goal</b>		<b>Goal</b>	
1. To maintain a Citizen Involvement Plan that ensures the opportunity for citizens to be involved in all phases of the planning process.	SAME	To maintain a Citizen Involvement Plan that ensures the opportunity for citizens to be involved in all phases of the planning process.	
<b>Policies</b>		<b>Policies</b>	
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.	MODIFIED: Language changed and objectives added to Policy 1.	1. Employ a variety of methods to educate and inform citizens on matters relating to the planning process. 1A. During community engagement events, offer materials and planning expertise by the way of both physical take-home and digital options. 1B. Provide opportunities to participate that are appropriate to community members of all abilities.	
2. The City shall continue to involve citizens in all phases of the planning process.	MODIFIED: Language changed and objectives added to Policy 2.	2. Engage citizens by obtaining their opinions in all phases of the planning process, promoting strategies to reach underrepresented populations. 2A. Solicit and support participation from underrepresented populations on citizen advisory committees and commissions. 2B. Use multiple forms of communication to ensure community awareness and involvement. 2C. As the Committee for Citizen Involvement, the Planning Commission will meet at least once per year to review public involvement activities.	
3. In accordance with state law, the City shall conduct all hearings leading to a land use decision as quasi-judicial hearings.	DELETED		
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.	DELETED		
<b>LAND USE PLANNING</b>		<b>2. LAND USE PLANNING</b>	
<b>Goal</b>		<b>Goal</b>	
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.	SAME	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.	
<b>Policy</b>		<b>Policies</b>	
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.	MODIFIED: Language changed and absorbed into Policy 1.	1. Review and update or amend the Comprehensive Plan every 10 years.	
		2. Ensure land policies and procedures are addressed in the city's development code and other implementing ordinances.	NEW
		3. Initiate a process to phase out the Agricultural Holding designation. Assign new urban land use designations to areas that are currently within the Agricultural Holding District. Agricultural uses will still be allowed for areas outside city limits, but an urban zone district will be applied upon annexation.	NEW
<b>NATURAL RESOURCES</b>		<b>5. NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES</b>	
<b>Agricultural Lands</b>			
<b>Goal</b>		<b>Goal</b>	

1. To preserve the economic livelihood of the farmer by preserving prime agricultural land for farming.	<b>DELETED</b>	To conserve open space, protect natural and scenic resources, and preserve historic and cultural resources.	
<b>Policies</b>		<b>Policies</b>	
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.	<b>DELETED</b>	1. Protect and enhance natural resources through proper use, maintenance, and development. 1A. Maintain a healthy and diverse tree canopy and other publicly owned vegetation. 1B. Encourage low-impact development techniques and other strategies to preserve and enhance waterways, creeks, rivers and riparian areas, and wetlands.	
2. The City shall retain established agricultural holding zones until agricultural lands are needed for urban uses.	<b>DELETED</b>	2. Maintain and expand the city's open-space network, especially greenways and open space along creeks. 2A. Ensure adequate open space and trail development in high density development and neighborhoods lacking access to these amenities. 2B. Manage open space areas for their value in linking citizens and visitors with the natural environment	
3. The City shall encourage Yamhill County to restrict commercial and residential development outside the Carlton Urban Growth Boundary.	<b>DELETED</b>	3. Identify sites and structures relating to the history of the state and the city that should be identified, protected, and enhanced. 3A. Encourage property owners to preserve and restore historic structures, sites, and elements especially within the downtown core and urban renewal district. 3B. Register qualified buildings and structures on National and/or State Registry of Historical Sites. 3C. Consider the reuse or relocation of city-owned historical structures as an alternative to redevelopment or demolition.	
<b>Forest Lands</b>			
none.	<b>DELETED</b>		
<b>Open Spaces and Scenic Sites</b>			
<b>Goal</b>			
1. To conserve open spaces and preserve, scenic, and resources.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.		
<b>Policies</b>			
1. The City shall ensure that as development occurs, adequate land will be retained in permanent open space.	<b>MODIFIED:</b> Absorbed into Policy 2.		
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.	<b>DELETED</b>		
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.	<b>DELETED</b>		
<b>Mineral and Aggregate Resources</b>			

<b>Goal</b>			
none.	<b>DELETED</b>		
<b>Policy</b>			
1. The City shall support the development and protection of mineral and aggregate resources throughout Yamhill County.	<b>DELETED</b>		
<b>Energy Resources</b>			
none.	<b>DELETED</b>		
<b>Fish and Wildlife Resources</b>			
none.	<b>DELETED</b>		
<b>Historic and Cultural Resources</b>			
<b>Goal</b>			
1. To conserve historic and cultural resources.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.		
<b>Policies</b>			
1. The City's designated historic sites shall be protected, promoted, and enhanced as important community resources.	<b>MODIFIED:</b> Language absorbed into Policy 3.		
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.	<b>DELETED</b>		
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.	<b>MODIFIED:</b> Language absorbed into Policy 3.		
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.	<b>DELETED</b>		
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.	<b>DELETED</b>		
<b>Water Resources</b>		<b>6. AIR, WATER, AND LAND RESOURCES QUALITY</b>	
<b>Goals</b>		<b>Goal</b>	
1. To protect Carlton's water quality through compliance with State, Regional, and Federal water quality standards.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.	To maintain and improve the quality of the air, water, and land resources of the city.	
2. To protect groundwater and aquifer resources from damage by residential, industrial, and commercial development.	<b>DELETED</b>		
3. To protect Carlton's Panther Creek Watershed through coordination with Yamhill County, private landowners, and BLM.	<b>DELETED</b>		
<b>Policies</b>		<b>Policies</b>	



1. To protect Carlton's water resources through coordination with the Department of Water Resources.	<b>MODIFIED:</b> Absorbed into Policy 1.	1. Protect air, water, and land quality from the impacts of development through applicable state or federal environmental quality standards. 1A. Encourage the use of pervious surfaces in new development to prevent the negative ecological effects of urban stormwater runoff. 1B. Prioritize on-site stormwater management except where the City determines it to be inefficient or infeasible. 1C. Promote land-use patterns that offer opportunities for amenities close to residential areas to reduce vehicle miles travelled and associated emissions.	
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.	<b>DELETED</b>	2. Encourage lighting design and practices that reduce the negative impacts of light pollution. 2A. Manage city lighting so that they are only on when needed, only light intended areas, are no brighter than necessary, minimize blue light emissions, and eliminate upward- directed light.	<b>NEW</b>
3. The City shall propose a cooperative agreement between private industry, Yamhill County, and BLM for watershed protection and enhancement.	<b>MODIFIED:</b> Absorbed into Policy 3.	3. Participate in appropriate environmental quality planning efforts on a regional level. 3A. Collaborate on significant environmental quality protective measures with neighboring communities.	
<b>Air Resources</b>			
<b>Goals</b>			
1. To maintain and improve the quality of the air resources of the City and State.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.		
<b>Policies</b>			
1. The City shall support State and Federal agency efforts to maintain and improve the air resources of the City and the State.	<b>MODIFIED:</b> Absorbed into Policy 1.		
2. The City shall restrict future developments, which would detrimentally affect the quality of the air resources.	<b>DELETED</b>		
3. The City shall encourage alternative forms of transportation to reduce automobile emission pollution.	<b>DELETED</b>		
4. All development within the City shall comply with D.E.Q. air quality standards.	<b>MODIFIED:</b> Absorbed into Policy 1.		
<b>NATURAL HAZARDS</b>		<b>7. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS</b>	
<b>Flood Hazards</b>		<b>Goal</b>	
<b>Goals</b>			
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.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.	To protect people and property from the effects of natural hazards.	
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.	<b>DELETED</b>		
4. To minimize expenditure of public money required for costly flood control and recovery programs.	<b>DELETED</b>		
<b>Policies</b>		<b>Policies</b>	

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.	<b>DELETED</b>	1. Concentrate urban uses on suitable lands, and limit development in food plains, areas susceptible to wildfire, and lands with steep slopes and/or unstable soils. 1A. Limit development in food plains through the land use application process. 1B. Permit non-residential development in the flood fringe (the outer portions of the foodplain) if it satisfies local code requirements regarding the height of the structure's main floor above floodwaters, 'flood proofing' construction, displacement of floodwaters, and similar matters.	
2. The City shall designate areas of recognized flood hazard.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 1.	2. Promote earthquake hazard awareness and hazard mitigation activities by providing information to residents, such as retrofitting measures that can reduce the vulnerability of dwellings.	
3. The City shall recognize and incorporate additional flood data as it becomes available.	<b>DELETED</b>	3. Maintain procedures to advise applicants for development permits of the areas known to have a potential for natural hazard effects.	
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.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 3.	4. Develop a disaster preparedness plan that outlines how the city will prevent, protect against, mitigate, respond to, and recover from natural disasters. 4A. Ensure key city services, such as water and sewer have the capability for back-up electricity during emergencies. 4B. Coordinate with other agencies and partners to ensure critical services are provided during emergencies.	<b>NEW</b>
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.	<b>DELETED</b>		
6. The City shall ensure that public utilities be protected from flood hazard at the time of initial construction.	<b>DELETED</b>		
7. The City shall control the alteration of natural flood plains, stream channels, and natural protective barriers, which help accommodate or channel floodwaters.	<b>DELETED</b>		
8. The City shall control filling, grading, dredging and any other development that may increase flood damage.	<b>DELETED</b>		
9. The City shall prevent or regulate the construction of flood barriers that may increase flood hazards in other areas.	<b>DELETED</b>		
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.	<b>DELETED</b>		
11. The City shall control runoff from newly developed areas that increases flood hazard and/or erosion?	<b>DELETED</b>		
<b>Seismic Hazards</b>			
<b>Goals</b>			
1. To reduce the potential for loss of life and bodily injury from seismic activity.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.		
2. To minimize the potential for earthquake related damage in Carlton.			
<b>Policies</b>			
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.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 2.		

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.	DELETED		
<b>Soil Hazards</b>			
<b>Goal</b>			
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.	MODIFIED: Utilizing Statewide Planning Goals.		
<b>Policies</b>			
1. The City shall designate areas of recognized soil hazard.	DELETED		
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.	MODIFIED: Language absorbed into Policy 3.		
3. The City shall request assistance and comment from appropriate agencies in evaluating development in areas of known soil hazard.	DELETED		
4. The City shall, through assistance from appropriate agencies, ensure that criteria for building in soil hazard areas are met.	DELETED		
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.	DELETED		
6. The City shall ensure that public utilities and services be protected from soil hazard at the time of initial construction.	DELETED		
<b>Slope Hazards</b>			
<b>Goal</b>			
1. To designate areas containing steep slopes for land uses commensurate with the ability of the land to support the development.	DELETED		
<b>Policies</b>			
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.	MODIFIED: Language simplified and absorbed into Policy 1.		
2. The City shall ensure that native vegetation is retained in sufficient amount to prevent soil erosion.	DELETED		
<b>RECREATION</b>		<b>8. RECREATIONAL NEEDS</b>	
<b>Goal</b>		<b>Goal</b>	
1. To provide adequate park land and recreational facilities for the citizens of the community.	MODIFIED: Utilizing Statewide Planning Goals.	To satisfy the recreational needs of Carlton's community and visitors alike.	
<b>Policies</b>		<b>Policies</b>	

1. Recreational facilities and services shall be expanded as the need arises.	<b>MODIFIED:</b> Language changed, actionable items added, and objectives added to Policy 1.	1. Develop a high-quality, diverse system of parks and park programs that provide adequate and equitable park access to all residents. 1A. Identify and reserve land for parks and recreation within the urban growth boundary. 1B. Encourage developers to dedicate park sites as a part of the land use process. 1C. Ensure adequate park and trail development in high density development and neighborhoods currently disconnected from these amenities.	
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.	<b>DELETED</b>	2. Create a network of shared-use pedestrian and bicycle trails to enable connectivity between parks, neighborhoods, schools, and public amenities.	
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.	<b>DELETED</b>	3. Coordinate with adjacent jurisdictions to plan for and create parkland and recreational facilities. 3A. Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.	<b>NEW</b>
4. Development of bicycle and pedestrian pathways should be examined as a potential recreational resource for the citizens of Carlton.	<b>MODIFIED:</b> Absorbed into policy 2.	4. Establish and maintain a healthy urban forest by encouraging a diverse selection of trees in parklands.	<b>NEW</b>
5. The City shall support Yamhill County in meeting its anticipated demand for future parkland for recreational uses.	<b>DELETED</b>		
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.	<b>DELETED</b>		
<b>ECONOMY</b>		<b>9. ECONOMIC DEVELOPMENT</b>	
<b>Goal</b>		<b>Goal</b>	
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.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.	To diversify and improve the economy of Carlton.	
<b>Policies</b>		<b>Policies</b>	
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.	<b>MODIFIED:</b> Language changed to reflect other economically viable land uses in Policy 1.	1. Plan for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future. 1A. Identify current and potential commercial and industrial land within the urban growth boundary and analyze it based on market factors and its suitability for economic growth.	
2. Carlton shall encourage industry that will raise the wage scale in the community.	<b>MODIFIED:</b> Language changed to be more detailed and reflect actionable items and objectives in Policy 2.	2. Create conditions that encourage growth of existing businesses, entrepreneurs, and attraction of new businesses to create jobs with a range of wages. 2A. Support heritage industries such as agriculture and forestry. 2B. Limit the amount of commercial use allowed on land with an industrial zone designation. 2C. Promote commercial development in the downtown core that will diversify the local economy where those businesses are compatible with the city's small-town character, provide necessary services and limit large commercial options.	

<p>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.</p>	<p><b>MODIFIED:</b> Absorbed into Policy 2.</p>	<p>3. Implement policies and programs to support and encourage local, commercial development downtown.  3A. Seek input from existing local businesses downtown during decision-making processes.  3B. Ensure land uses and transportation connections that provide access for residents and support tourism within the downtown core.</p>	
<p>4. Industry shall be encouraged that provides training opportunities in skills that can be transferred to other job categories and opportunities.</p>	<p><b>DELETED</b></p>		
<p>5. The City shall encourage industry that would pay its fair share for services required for its establishment and maintenance.</p>	<p><b>DELETED</b></p>		
<p>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.</p>	<p><b>DELETED</b></p>		
<p>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.</p>	<p><b>DELETED</b></p>		
<p>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</p>	<p><b>DELETED</b></p>		
<p>9. Carlton shall encourage industrial development that meets appropriate D.E.Q. pollution control requirements.</p>	<p><b>DELETED</b></p>		
<p>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.</p>	<p><b>MODIFIED:</b> Some language incorporated into Policy 2.</p>		
<p>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.</p>	<p><b>DELETED</b></p>		
<p>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.</p>	<p><b>DELETED</b></p>		
<p>13. Carlton shall encourage business development that retains, strengthens and expands the business base in Carlton.</p>	<p><b>MODIFIED:</b> Absorbed into Policy 2.</p>		

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.	<b>MODIFIED:</b> Absorbed into Policy 3.		
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.	<b>DELETED</b>		
16. Carlton will review the City's economic forecast and commercial and industry land supply as updated employment data and regional forecasts become available.	<b>DELETED</b>		
<b>HOUSING</b>		<b>10. HOUSING</b>	
<b>Goal</b>		<b>Goal</b>	
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.	<b>MODIFIED:</b> Utilizing Statewide Planning Goals.	To provide housing options to meet the needs of current and future residents.	
<b>Policies</b>		<b>Policies</b>	
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.	<b>SAME</b>	1. Permit new developments only when all urban services become available. These services include: public water, sanitary sewers, storm drainage, solid waste collection, streets, parks and recreation facilities, and adequate police, and fire protection.	
2. To conserve and improve structurally sound existing housing stock in Carlton.	<b>DELETED</b>	2. Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.	<b>NEW</b>
3. Within already-developed areas, a variety of infill housing types shall be made available using appropriate density and design standards.	<b>MODIFIED:</b> Language absorbed into Policy 3.	3. Encourage a mix of housing types dispersed throughout the city and within neighborhoods including attached and detached single-family housing and multifamily options.	
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.	<b>MODIFIED:</b> Absorbed into Policy 4.	4. Encourage the development and preservation of housing affordable to low-to moderate-income households. 4A. Protect existing manufactured home parks to retain existing homes. 4B. Review development code to remove barriers to middle housing types, including plexes, townhomes, and cottage clusters.	
5. To assist parties to access to federal, state, or other funds for the rehabilitation of existing housing.	<b>DELETED</b>	5. Encourage the development of housing options that are accessible to people of all abilities and allow residents to age in place. Specifically smaller, single-level housing options.	<b>NEW</b>

<p>6. Residential Land Use Policy</p> <p>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.</p> <p>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.</p> <p>c. Varying lot sizes and configurations shall be encouraged in order to provide for a variety of housing types, densities and designs.</p>	<p><b>DELETED</b></p>		
<p><b>PUBLIC FACILITIES AND SERVICES</b></p>		<p><b>11. PUBLIC FACILITIES AND SERVICES</b></p>	
<p><b>Goals</b></p>		<p><b>Goals</b></p>	
<p>1. To develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for future development.</p>	<p><b>MODIFIED:</b> Utilizing Statewide Planning Goals.</p>	<p>To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development consistent with the city's vision.</p>	
<p><b>Policies</b></p>		<p><b>Policies</b></p>	
<p>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.</p>	<p><b>DELETED</b></p>	<p>1. Modernize and maintain municipal facilities in the most efficient and cost-effective manner to adequately serve the existing population and anticipated growth.</p> <p>1A. Plan, operate and maintain the water distribution, stormwater, and sewer management systems for all current and anticipated city residents within its existing urban growth boundary and plan strategically for future expansion areas.</p>	
<p>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.</p>	<p><b>MODIFIED:</b> Language simplified and absorbed into Policy 1.</p>	<p>2. Identify and promote equitable sewer, water, and stormwater assessment methodologies.</p> <p>2A. Identify and remediate areas currently underserved by infrastructure.</p> <p>2B. Make investments to support the equitable provision of infrastructure.</p> <p>2C. Coordinate with franchise utilities to encourage equitable access to services.</p>	
<p>3. Existing residences not connected to the existing wastewater system shall receive first priority for sewer hookup when the system is upgraded and expanded.</p>	<p><b>DELETED</b></p>	<p>3. Examine, identify, and promote energy efficient and cost-effective methods to provide and maintain public facilities and services.</p>	
<p>4. The City shall identify and promote equitable sewer and water assessment schemes.</p>	<p><b>MODIFIED:</b> Language incorporated into Policy 2.</p>	<p>4. Ensure adequate and responsive emergency services for the Carlton community.</p>	<p><b>NEW</b></p>
<p>5. Developable areas which are most easily served by public facilities and services shall be identified and promoted as priority development areas.</p>	<p><b>MODIFIED:</b> Language simplified and absorbed into Policy 1.</p>	<p>5. Establish and maintain a healthy tree canopy urban forest by encouraging a diverse selection of trees adaptable to the changing climate for the city's streetscapes.</p>	<p><b>NEW</b></p>
<p>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.</p>	<p><b>MODIFIED:</b> Language incorporated into Policy 3.</p>	<p>6. Preserve and protect existing healthy mature trees along streets, especially in rights-of-way and planting strips, through development and maintenance of those rights-of-way.</p>	<p><b>NEW</b></p>
<p>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.</p>	<p><b>DELETED</b></p>		

8. The City shall ensure that adequate sedimentation, erosion control, and drainage measures are taken for all new buildings and development.	DELETED		
9. The City shall investigate and promote measures to improve and maintain a high standard of water quality within the domestic water system.	DELETED		
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.	DELETED		
11. A high standard of police and fire protection shall be maintained and expanded as needed.	DELETED		
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.	DELETED		
13. The City shall promote recycling of solid waste materials.	DELETED		
14. The City shall encourage the Chemeketa Region Solid Waste Management Program to provide policy and implementation alternatives for an effective solid waste program.	DELETED		
15. The City shall coordinate with Yamhill County on all solid waste management decisions by the City of Carlton.	DELETED		
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.	DELETED		
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.	DELETED		
<b>TRANSPORTATION</b>		<b>12. TRANSPORTATION</b>	
<b>Goal 1</b>		<b>Goal</b>	
<b>Preserve the function, capacity, level of service, and safety of State Highway 47.</b>	DELETED	To provide and encourage a safe, convenient, and economic transportation system.	
<b>Policies</b>		<b>Policies</b>	
A. The City shall coordinate all transportation-related activities impacting Highway 47 with the Oregon Department of Transportation.	DELETED	1. Plan for a multi-modal transportation system accessible for all users. 1A. Make investments to accommodate multi-modal traffic on major and minor arterial roads. 1B. Inventory bicycle and pedestrian networks and plan for needed infrastructure improvements.	
B. The City shall conform to Oregon Department of Transportation standards and practices with transportation issues concerning Highway 47.		2. Establish and design facilities that improve safety of all users of the transportation system. 2A. Identify and implement ways to minimize conflicts between different modes of travel.	NEW
C. The City shall coordinate with the Oregon Department of Transportation on all land use decisions impacting Highway 47.	MODIFIED: Language simplified and absorbed into Policy 4.	3. Support improvements that make downtown inviting and access to businesses safe and convenient for pedestrians and bicycles.	
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.		4. Coordinate facility improvements and services with regional partners such as Yamhill County and Oregon Department of Transportation (ODOT).	
<b>Goal 2</b>		5. Explore opportunities to provide or participate in local or regional public transit programs to provide transportation services to local residents.	



<p><b>Enhance the transportation mobility and safety of the local street system.</b></p>	<p><b>MODIFIED:</b> Language simplified and absorbed into Goal 1.</p>		
<p><b>Policies</b></p>			
<p>A. Approval Processes for Transportation Facilities The following policies relate to the approval process for transportation facilities:</p>			
<p>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.</p>			
<p>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.</p>			
<p>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.</p>	<p><b>DELETED</b></p>		
<p>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.</p>			
<p>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.</p>			
<p><b>B. Protection of Transportation Facilities</b></p>			
<p>1. The City shall protect the function of existing and planned roadways as identified in the Transportation System Plan.</p>			
<p>2. The City shall include a consideration of the impact of proposed development on existing and planned transportation facilities in all land use decisions.</p>			

<p>3. The City shall protect the function of existing or planned roadways and roadway corridors through the application of appropriate land use regulations.</p>			
<p>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.</p>	<p><b>DELETED</b></p>		
<p>5. The City shall preserve right-of-way for existing and planned transportation facilities through exactions, voluntary dedication, and setbacks.</p>			
<p>6. The City shall coordinate with ODOT and the railroad owners/operators to preserve the railroad right-of-way for future rail service.</p>			
<p>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.</p>			
<p>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.</p>	<p><b>DELETED</b></p>		

<p>D. Railroad Crossing</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>All rights-of-way acquired by the developer, or for the developer, shall be dedicated to the City prior to construction of any street.</p>	<p>DELETED</p>		
<p><b>Goal 3</b></p>			
<p><b>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.</b></p>	<p>DELETED</p>		
<p><b>Policies</b></p>			
<p>A. Pedestrian and Bicycle Circulation</p>			
<p>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.</p>			

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.	<p><b>MODIFIED:</b> Some language incorporated into Policy 1.</p>			
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>B. Transit</b>				
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.		<p><b>MODIFIED:</b> Some language incorporated into Policies 4 and 5.</p>		
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.				
<b>Goal 4</b>				
<b>Improve coordination between the City of Carlton, Yamhill County, and the Oregon Department of Transportation (ODOT)</b>				

<b>Policies</b>			
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>MODIFIED:</b> Wording simplified and incorporated into Policy 3.		
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.			
<b>ENERGY</b>		<b>13. ENERGY CONSERVATION</b>	
<b>Goal</b>		<b>Goal</b>	
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.	<b>MODIFIED:</b> Language simplified in Goal 1.	To conserve existing energy resources and develop alternative sources.	
<b>Policies</b>		<b>Policies</b>	
1. The City shall request assistance from appropriate agencies, when necessary; to evaluate energy considerations for planned development.	<b>DELETED</b>	1. Encourage energy conservation and climate resiliency in new development through site planning, drought and fire-resistant landscaping, stormwater mitigation, and construction practices that take advantage of climatic conditions of light, heat, cooling, and ventilation.	
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.	<b>DELETED</b>	2. Encourage land use patterns that locate various land use activities (residential, employment, recreation, education, etc.) within close proximity. 2A. Promote mixed-use development and increased densities near activity centers and along major transportation routes.	<b>NEW</b>
3. The City shall encourage the siting, design and layout of structures that minimize the electrical and fossil fuel energy consumed by these structures.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 1.	3. Plan and solicit support for renewable energy sources. 3A. Promote the design and development of public facilities and housing developments to take advantage of solar energy and co-generation.	
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.	<b>DELETED</b>		
5. The City shall encourage landscaping which provides summer shade to structures and paved areas, protection-from winter winds and access to solar radiation.	<b>DELETED</b>		
6. Special consideration shall be paid to avoiding landscape/tree conflict with overhead lines.	<b>DELETED</b>		
7. Power lines should be encouraged to be established underground whenever	<b>DELETED</b>		
8. The City shall promote preservation of solar rights through encouragement of proper development planning.	<b>DELETED</b>		
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.	<b>DELETED</b>		

10. The City shall encourage developments that contain provisions for energy efficiency and/or retain options for future considerations of renewable sources of energy.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 3.		
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.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 3.		
12. The City shall encourage the use of innovative design and development techniques which will save energy in new residential and commercial structures.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 1.		
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.	<b>DELETED</b>		
14. The City shall request assistance to inventory current energy uses.	<b>DELETED</b>		
15. The City shall request assistance to account for changes in energy supply and price when updated housing and employment projections are made.			
<b>URBANIZATION</b>		<b>14. URBANIZATION</b>	
<b>Goal</b>		<b>Goal</b>	
1. To provide for an orderly and efficient transition from rural to urban land use.	<b>SAME</b>	To provide for an orderly and efficient transition from rural to urban land use.	
<b>Policies</b>		<b>Policies</b>	
1. The City shall define a growth policy consistent with population projections and expectations and identify possible future development areas on the Plan map.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 1 .	1. Update and expand the urban growth boundary when conditions exist that satisfy adopted local and state standards for amendments to urban growth boundaries.	
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.	<b>MODIFIED:</b> Language simplified and absorbed into Policy 1 .	2. Encourage the location of housing to minimize the consumption of prime agricultural land and other areas of natural resources that contribute to the community's rural character.	
3. The City shall encourage the availability of sufficient land for various urban uses to ensure choices in the market place.	<b>DELETED</b>	3. Encourage infill development to utilize vacant parcels and achieve a more compact community.	
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.	<b>DELETED</b>	4. Use intergovernmental agreements with Yamhill County and other public agencies as needed to establish areas of mutual interest and coordination procedures relative to urban growth management.	

<p>5. Methods and devices for guiding urban land use should include but not be limited to the following as they become feasible:</p> <ul style="list-style-type: none"> <li>(a) Tax incentives and disincentives,</li> <li>(b) Multiple use and joint development practices,</li> <li>(c) Fee and less than fee acquisition techniques, and</li> <li>(d) Capital improvement programming.</li> </ul>	<p><b>DELETED</b></p>		
<p>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.</p>	<p><b>DELETED</b></p>		
<p>8. The City shall require new developments to pay all costs of capital improvements to that development.</p>	<p><b>DELETED</b></p>		
<p>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.</p>	<p><b>SAME:</b> Same as Policy 2.</p>		
<p>10. Development shall avoid locating in areas, which are subject to, and/or generate adverse environmental impacts.</p>	<p><b>DELETED</b></p>		
<p>11. Development shall be encouraged to utilize vacant parcels of bypassed land in order to achieve a more compact community.</p>	<p><b>MODIFIED:</b> Language simplified but similar to Policy 3.</p>		