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# Comprehensive Plan Mt. Angel, Oregon



SEPTEMBER 1977

COMPREHENSIVE PLAN

FOR

MT. ANGEL, OREGON

SEPTEMBER 12, 1977

ACKNOWLEDGMENTS

To the many people of Mt. Angel who gave so freely of their time, information and advice, a special note of thanks is due.

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Project Planner  
Ron J. Graafstra

CITY DEPARTMENT HEADS

V. Lee Layman, City Administrator  
James Footner, City Attorney  
Wesley Engineering, Inc., City Engineer  
William Eddy, Chief of Police  
Victor Hollar, Fire Chief

CITIZEN ADVISORY COMMITTEE

Tom Bauman  
Jim Smith  
Marilyn Jones  
Don Jones  
Jim Bauman  
Robert Jones

LOWE'S BOOK STORE

## MT. ANGEL CITY OFFICIALS

### ACKNOWLEDGMENTS

#### CITY COUNCIL

Leonard N. Fisher, Mayor  
Talwin Berning  
Leonard Butsch  
Robert Diehl  
Earl Fisher  
Pat Huebsch  
Paul Predeek

#### PLANNING COMMISSION

Thomas Bauman, Chairman  
Robert Rash  
Marvin Susee  
Joe Schmidt  
Jim Macica  
Bob Berg\*

#### CITY DEPARTMENT HEADS

V. Lee Layman, City Administrator  
James Fournier, City Attorney  
Westec Engineering, Inc., City Engineers  
William Eddy, Chief of Police  
Victor Hoffer, Fire Chief

#### CITIZENS ADVISORY COMMITTEE

Tom Bauman  
Jim Macica  
Margaret Teem  
Max Ruef  
Ivo Bauman  
Sister James Edgell

\*Has since resigned.

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## CHAPTER I

### INTRODUCTION AND SUMMARY

In 1973, the 57th Legislative Assembly adopted Senate Bill 100 (ORS 197), known as the 1963 Land Use Act, which among other things, created the Land Conservation and Development Commission (LCDC). LCDC was charged with the responsibility to develop statewide planning goals and guidelines to guide local comprehensive planning. Extensive work sessions and public hearings resulted in the adoption of 14 Statewide Goals and Guidelines to be used by state agencies, cities, counties and special districts in preparing, adopting, revising and implementing comprehensive plans.

Two important components of the state legislation is first the authority of cities to establish urban growth boundaries, and secondly, assurances of citizen involvement throughout the planning program.

Partly in response to the state mandate, Mt. Angel embarked on a planning program to update its 1966 Comprehensive Plan. To assist Mt. Angel in preparing its plan in conformance with the statewide goals and guidelines, a state grant was awarded by LCDC after approval of a comprehensive planning work program spanning 12 months. By July 1976, the City of Mt. Angel contracted with the Mid Willamette Valley Council of Governments to assist the city in its planning program and to develop implementing ordinances and procedures that embody the 14 goals and guidelines established by LCDC.

A Committee for Citizen Involvement was formed and given the responsibility of insuring citizen participation through use of the media, community surveys, informational material, and public work sessions and hearings. A Citizen's Advisory Committee was then created to translate the community's desires and needs into policy statements and a land use plan.

This document should be considered an official statement of the City of Mt. Angel. The Comprehensive Plan sets forth goals, objectives and policies and makes recommendations to guide the future physical development of the community. The following subchapters summarize conclusions and recommendations made in the text of the Plan, and list the goals, objectives and policies for each element of the Plan.

## CONCLUSIONS AND RECOMMENDATIONS

Mt. Angel's population will increase to 3,661 by the year 2000.

Approximately 442 new housing units will be needed at varying rent and price ranges.

### Adopt A Housing Code

An urban growth boundary encompassing 817 acres is needed to accommodate projected land area needs and to allow flexibility in the development of land.

Continue renovation of the business center through structural remodeling with a Bavarian theme, and sidewalk and street repairs for vehicle and pedestrian access and movement.

Emphasize the existing business center as the primary commercial activity center by consolidating developable land area through vacation of unnecessary streets.

Maintain land in the developing industrial area to the north as a reserve for future industrial expansion.

Attract industries that diversify the city's economic base and that increase employment opportunities.

Improve internal and peripheral traffic circulation by improving east-west traffic connections.

Construct a new lower elementary school adjacent to Ebner Park and coordinate its development with improvements of the community park.

Adopt a parks acquisition and development charge system to provide revenue for park development.

Investigate the need to develop additional water supply of about 400 gpm and/or additional reservoir storage capacity.

Improve sewage treatment plant capability to accommodate projected population growth and DEQ's wastewater discharge standards.

Consider a differential fee for sewer and water line connection between development in the city, and development of land currently outside the city.

Construct a new fire station near its present location.

Expand the library space into the existing city council chambers and relocate the council chamber to the existing fire station attached to city hall.

Establish a Capital Improvements Program and budget.

## GOALS, OBJECTIVES AND POLICIES

The goal, objective and policy statements that follow are responsive to the needs for physical development of the community as identified in the inventory and analysis of data presented in following chapters of this document.

Before stating the goals, objectives and policies of this Plan, it is necessary to define and establish the interrelationships of these statements.

**GOALS:** Are broad statements of conditions to be achieved. Since they are meant to safeguard health and welfare, protect the environment and enhance the economy, goals are generally independent of changing technology and, therefore, are not measurable.

**OBJECTIVES:** Are specific targets to be achieved. They are usually stated so that it is possible to measure the extent to which they have been achieved.

**POLICIES:** Are guidelines for action directed toward the achievement of objectives.

### LAND USE AND HOUSING ELEMENTS

#### Residential Land Use and Housing:

##### **GOAL:**

1. To assure that residential areas are pleasant, healthful and safe places in which to live.
2. To assure that all existing and future residents of the community have the opportunity to acquire safe and sanitary housing affordable to all income and age groups.
3. To maintain, conserve and enhance housing units in the city.

##### **OBJECTIVE:**

1. Encourage the use of new land development and design techniques to allow for a variety of both living areas and housing types, and which promote the development of odd-shaped lots or underutilized residential land, and which may bring about significant cost reductions to housing.
2. Adopt a zoning ordinance that includes a planned unit development provision to encourage a variety of residential densities and housing types in all residential areas.
3. Adopt a subdivision ordinance which will assure development to urban standards and provide necessary services and easements, and also allow for a relaxation of standards to encourage development of odd-shaped lots and underutilized land.
4. Assure that sufficient acreages of single-family and multiple-family zoned land exist to accommodate the projected proportion of single-family and multiple-family housing units.

5. Develop an informational system that encourages participation of eligible households for low-cost, federal, state and local funds to finance new housing, and to refinance existing housing, and home rehabilitation projects.
6. Identify housing units that are suitable for home rehabilitation loans and grants.
7. Develop a process for periodic identification and subsequent condemnation and demolition of residential structures no longer occupied or beyond the potential of being suitable for rehabilitation.
8. Adopt a housing code.

**POLICY:**

1. Require all subdivisions to be developed with curbs, gutters and sidewalks and other appurtenances in accordance with capital improvement standards.
2. Development may take place within the flood hazard area identified by HUD if appropriate safeguards are provided to protect the property and adjacent properties from damage.
3. High density developments should have good access to arterial and collector streets and be located close to employment and shopping areas.
4. Allow for the use of mobile home planned unit developments and subdivisions in residential areas having access to an arterial or collector street, and that have sufficient land area to provide parking and landscaping.
5. Encourage development of housing which meets the needs of all income levels of existing and future residents of the city.
6. Encourage a mixture of low and moderate cost housing to avoid an undue concentration in any one area.
7. Encourage city participation in a regional subsidized housing allocation program to bring about a more equitable balance of subsidized housing among communities in the region.
8. Encourage the maintenance, conservation and enhancement of existing residential areas and housing stock within the community, through use of federal and state funds for low-interest, home rehabilitation loans and grants to households of low and moderate income.
9. Encourage a coordinated and cooperative effort with housing programs of federal and state agencies and local housing needs to assure that structurally sound and well-designed rental housing is available to meet the needs of those who cannot afford to purchase a new home.
10. It is the policy of the city to further promote energy conservation by encouraging the conversion of residential structures (especially those that have historic or architectural significance), into a higher order land use, when threatened with demolition or further deterioration.

Commercial Land Use:

GOAL:

1. Maintain the existing business center as the dominate area of commercial activity.
2. To develop a business center that is easily accessible, convenient and a pleasant place in which to shop.

OBJECTIVE:

1. Avoid "strip" commercial development by designating land of sufficient dimensional size to allow a "clustering" of development.
2. Vacate the streets noted on the traffic circulation plan as new development requests propose to utilize the vacated right-of-way, or when the street is no longer needed to gain access to adjacent property.
3. Develop an ordinance provision for landscaping interior and peripheral areas of commercial activities, and for controlling the height, area and location of business signs.
4. Repair broken sidewalks and provide sloped curb crossings for senior citizens and the handicapped.
5. Organize a committee made up of business people, lay-citizens and city officials to develop a conceptual plan of the business center as both a commercial and community activity center.

POLICY:

1. Maintain and enhance the business center as the commercial and community activity center.
2. Discourage "strip" commercial development.
3. Encourage the aggregation of commercial land in specific locations, thus providing the opportunity for unified site development.
4. New or expanding businesses are to provide off-street parking, and landscaping that is complementary to the area.
5. To promote energy conservation and to lessen future traffic and parking congestion, pedestrian and bicycle travel should be emphasized through provision of adequately surfaced sidewalks, sloped curb crossing and bicycle racks.
6. Vehicle oriented businesses should be clustered along the major traffic route and the number and location of accesses be controlled so as not to impair traffic flow.
7. Street vacations and extensions noted on the traffic circulation plan should be accomplished as funds or the opportunity present itself so as to improve traffic circulation in and around the business center.

Industrial Land Use:

GOAL:

1. To maintain and encourage development of a sound economic base through diversified industries, retail and wholesale establishments and service related industries.

OBJECTIVE:

1. Designate prime industrial sites and reserve suitable land for new industrial development prior to actual demand.
2. Take full advantage of Mt. Angel's railroad frontage by utilizing adjacent land that is suitable for industrial and warehousing uses.
3. Require industrial development to adhere to applicable federal and state air, land and water quality standards.
4. Insure that the appropriate facilities and services are available and adequately sized to meet the requirements of future industrial development.

POLICY:

1. Require all industries to meet existing and future environmental standards.
2. Encourage only those industries with minimal sewage requirements.
3. Prohibit the encroachment of non-industrial uses in lands reserved for industrial uses.
4. Require all industries to provide landscaping to better the visual effect of expansive building or paved areas, and to buffer adjoining non-industrial uses.
5. New primary industries should be of the nature that provide a diversification of the economic base of the community.

ECONOMIC DEVELOPMENT ELEMENT

GOAL:

1. To diversify and improve the economy of Mt. Angel.

OBJECTIVE:

1. Seek other industries to locate within the city that not only broaden the economic base, but also offer employment opportunities for the unemployed and under-employed of Mt. Angel.

POLICY:

1. Encourage the diversification of industries in Mt. Angel to reduce the chance of an economic depression because of an economic slump in one industry.
2. Encourage future expansion and development in the retail sector.

3. Encourage the continued growth of service-related industries.

#### TRANSPORTATION ELEMENT

##### GOAL:

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

##### OBJECTIVE:

1. Identify streets, curbs and sidewalks that need repair/construction and then prioritize and program their improvement into a capital improvements program and budget.
2. Consider a relaxation of street standards to encourage development of odd-shaped lots and under-utilized land.
3. Where and when possible, acquire land on the west side of South Main Street to allow for future right-of-way connection with the Esson-Mt. Angel Road.
4. The city should consider vacation of streets that result in improved traffic movement, consolidation of developable land, and reduction of unnecessary street repair/construction and maintenance costs.
5. Require all structures fronting arterial and collector streets to setback an adequate distance from established rights-of-way, or require the use of reverse lot design.

##### POLICY:

1. Additional surface-level railroad crossings will be discouraged.
2. Bike paths or lanes and sidewalks should be provided to connect schools and parks, residential areas, and shopping and employment centers.
3. Several modes of transportation should be encouraged for those who are transportation disadvantaged.
4. Peripheral routes should connect with radial routes to lessen unnecessary traffic through the city.
5. Promote use of new street development techniques and standards to encourage development of odd-shaped lots and under-utilized land, and to help reduce housing cost.
6. New road construction and access onto major streets should be reviewed for their impact upon the present or future transportation system.

#### PUBLIC FACILITIES AND SERVICES ELEMENT

##### Schools:

##### GOAL:

1. To assure that the schools are maintained and enhanced as the center for quality educational opportunities, and as a recreation and activity center.

OBJECTIVE:

1. Coordinate school facilities planning with land use planning and zoning so that the quality of educational opportunities and the schools as a recreation and activity center are not sacrificed due to the lack of land use and facilities planning.

POLICY:

1. Allow residential development to occur around schools to lessen walking distance and busing needs, and to promote the "neighborhood concept" of schools.
2. Insure subdivision design allows for mid-block access to school grounds.
3. Minimize vehicle and pedestrian traffic conflicts near school facilities.
4. Plan and develop school facilities expansion according to growth trends and projected population growth.

Parks and Recreation:

GOAL:

1. To conserve and protect the community's natural and scenic resources, and to provide for a variety of recreational needs for Mt. Angel's residents and visitors.

OBJECTIVE:

1. Prepare a day-use recreation facilities plan for each of the three parks and utilize available funds from federal and state sources.
2. Provide a minimum of 14 acres of developed park land by the year 2000.
3. Utilize the land within the "no name" drainageway for use as open space to connect the community park and proposed school site.
4. Consider expansion of Humpert Park by vacating the adjacent section of Birch Street.
5. Consider the revenue generating potential of a parks acquisition and development charge as a means to satisfy recreation demand (a developed park) and to provide matching funds.

POLICY:

1. Development of existing park land should be of first priority with available funds first being targeted for development of the community park.
2. Require subdivisions to provide mid-block pedestrian access adjacent to schools and parks.
3. Encourage the continued utilization of the schools in a manner that results in the increased availability of recreational opportunities.

4. Tree preservation and landscaping to separate conflicting uses and provide scenic and recreational opportunities will be encouraged.
5. Scenic and historic sites and structures are encouraged to be preserved and utilized in the development of parks, recreation and open space.
6. Drainageways, floodplains and other identified non-buildable sites are to be utilized as open space.
7. Promote use of a planned unit development concept where natural hazards occupy portions of a land development site.

#### Sanitary Sewer, Water and Storm Drainage System

##### OVERALL GOAL:

To provide and develop a timely, orderly and efficient arrangement of community facilities and services to serve as a framework for urban and rural development.

##### OVERALL OBJECTIVE:

1. Direct new development to locations where facilities and services exist.
2. To maximize on existing investment, consider service line extension policies that encourage infilling within the city.
3. Consider a differential sewer and waterline connection fee between development in the city, and development of land currently outside the city.

##### OVERALL POLICY:

1. Utilize the provision of community facilities and services as a guide to urban development.
2. Encourage development of vacant and partially developed lands within the city prior to urbanization of rural land.
3. Sizing and location of sewer, water and storm drainage lines is to reflect the requirements of desired land use arrangements and densities of the service area.
4. The installation, repair or resizing of municipal service lines should be done prior to, or concurrent with street improvements.

#### Sanitary Sewer System:

##### GOAL:

1. To provide a continuing program for sanitary sewer service to the community at the lowest possible cost.

##### OBJECTIVE:

1. Strive for the most cost-effective approach to provide sewage treatment capacity that accommodates the projected year 2000 sewerage flows, and

that meets the objectives of DEQ's state water quality management plan.

2. Where possible, urban development should be confined to the limits of the gravity flow sewer system.

**POLICY:**

1. The review of any development proposal should be balanced against any impact on the treatment system and other line operation and maintenance costs, and desired direction and type of growth.

**Water System:**

**GOAL:**

1. To maintain and enhance the quality of water service to all customers.
2. To conserve water and encourage its wise use.

**OBJECTIVE:**

1. Investigate the cost for providing additional reservoir storage (to about 1.0mg) and water supply (about 400gpm) against the cost of providing additional water supply and distribution lines, increased fire protection and more uniform pressures in the distribution system.

**POLICY:**

1. Discourage the development of land uses that require a high water consumption.
2. All land use developments are required to install distribution lines that will provide, at least, minimum water pressure and flow for the proposed land use and future land uses.
3. To maintain adequate water flow and pressure, the city is encouraged to continually strive for a loop system and standard pipe size.
4. Develop supply, storage, and distribution facilities that are able to satisfy insurance fire flow requirements and provide a given reserve for maximum daily use and emergency needs.

**Storm Drainage:**

**GOAL:**

1. That existing and future developed areas be provided with an adequate storm drainage system.

**OBJECTIVE:**

1. Adopt and implement a storm drainage plan.
2. Eliminate flooding from stormwater runoff within the service area.

POLICY:

1. All storm drainage will be channeled into an effective storm drainage system.

Solid Waste Disposal:

POLICY:

1. Support a regional solid waste management program.

RESEARCH STUDIES

## BACKGROUND STUDIES

## CHAPTER II

### PHYSICAL CHARACTERISTICS

#### CLIMATE

Mt. Angel has a temperate maritime climate with moderately warm summers and wet, mild winters. Winter temperatures below 30 degrees and summer temperatures above 85 degrees are rare. Normal minimum January temperature is 32 degrees, and the normal maximum July temperature is 81 degrees. The City has approximately a 210 day period between killing frosts; generally between the months of April and November.

Annual precipitation averages 45 inches a year; most of which occurs as rain falling at low intensities. Snow is a minor proportion of the precipitation. Its depth on the ground rarely exceeds an inch or two, and it usually melts in a day or two. The outstanding characteristic of the county's climate is the seasonal distribution of precipitation. About 60 percent of the annual precipitation occurs during the November through February winter storm season, while 10 percent occurs during the June through September dry season.

The prevailing winds are from the west and northwest during the summer and from the south and southwest during winter storm periods. Periods of easterly winds bring cold, clear weather in winter and dry weather in summer.

#### GEOLOGY

The terraced land surface in the Mt. Angel area is predominately characterized by alluvial deposits of Willamette Silt. This superficial deposit overlies the Troutdale Formation, and ranges in thickness to over 70 feet in places. The Willamette Silt has relatively high porosity, and is therefore, important to the ground water resources of the Willamette Valley plain, due to its capacity to transmit precipitation to the underlying aquifer--the Troutdale Formation. Alluvial materials that underlie flood plains of streams compose the valley alluvium, immediately south of the city below the terrace escarpment. This alluvium consists of silt, sand and gravel.

Flows of the Columbia River basalt form the 485 foot Mt. Angel Abbey Hill. The thickness of the basalt flow in some cases exceeds 500 feet.

Geologic maps of the area indicated one fault (Map 2) traversing the city in a northwest-southwest direction. Although movement of the fault could trigger an earthquake, this fault is considered by geologists as being geologically inactive.

#### SOILS

The Soil Conservation Service of the U.S. Department of Agriculture in cooperation with the Marion Soil and Water Conservation District has prepared soil resource data of the Mt. Angel area for land use planning and community development. The resource information includes a detailed soils map (series level) and soil interpretations for uses ranging from agriculture to engineering considerations for urban land development. Each soil was rated according to its limitation for building and development sites, and also classified as to its agricultural capability.

Factors used in determining soil limitations for building and development sites are excessive slope, high water table, and soil characteristics such as permeability, bearing strength, shrink-swell potential and depth to bedrock. Soils rated as slight have few or no limiting factors. Moderately rated soils have limitations that normally can be overcome with planning, careful design, and good management. A severe rating indicates the particular use of the soil is doubtful and careful planning and above average design and management is required for its use. Use of soils with severe limitations is generally unsound, and would be suitable only for pasture, woodland or open space. Table 1 lists the interpretations of soils delineated on Map 1.

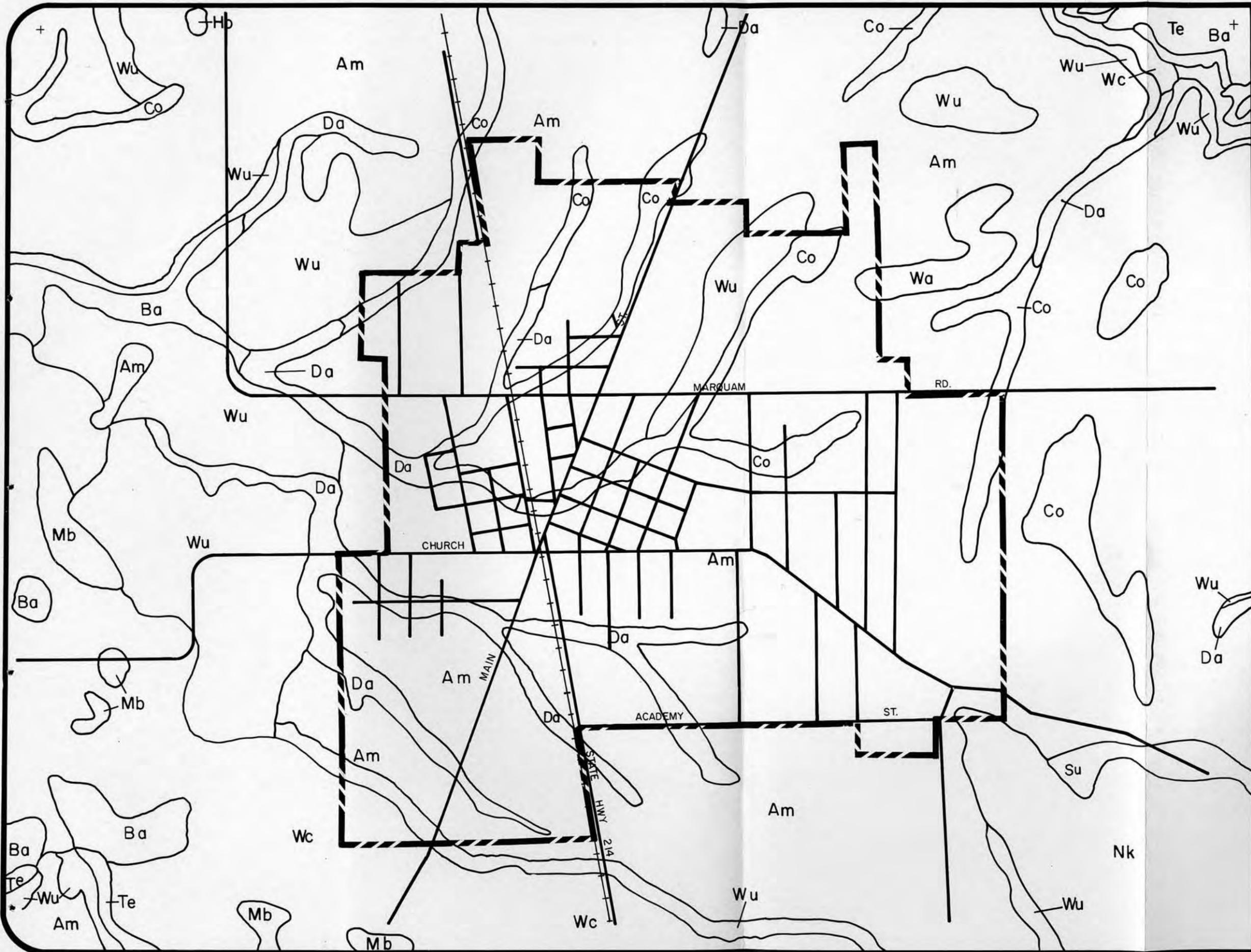
Various soil types are related to the physical and topographical aspects of the area with different soils located on each of the three landforms comprising the area. The alluvial terrace landform contains soils of the Amity Association (Amity, Concord, Dayton soil series). Of the soils of the three landforms, these soils are generally more suitable for urban development. When building sites are served with a public sewer system the rating drops to slight or moderate from a severe rating for sites without use of a public sewer system. The limiting factors are listed as low strength, shrink-swell and wetness.

The alluvial bottom land consists of Bashaw, Wapato and McBee soils which are part of the Waldo-Wapato Association. These soils too have severe limitation due to low strength, shrink-swell and wetness.

The low foothill soils of the Mt. Angel Abbey Hill consist of Nekia, Silverton and Woodburn soils that partially form the Nekia-Jory Association. Soils of this association have moderate to severe ratings; slow permeability, slope, depth to bedrock and low strength are the limiting factors.

For agriculture, a land capability classification system was used to group soils according to limitations of the soils when used for field crops, the risk of damage when they were used, and the way they respond to treatment. Soil characteristics such as depth, wetness, texture, slope, erosional hazard, permeability, water holding capacity, runoff and inherent fertility and climatic conditions as each influence the use and management of the land are used in categorizing the soils into eight capability groupings. Class I soils have few limitations that restrict their use; Class II soils have moderate limitations due to drainage or runoff potentials; Class III and IV soils have severe limitations that require special conservation and management practices; Class V, VI and VII soils have very severe limitations and are generally restricted to use as pasture or woodland. Class VIII soils have landform limitations that restrict their use to recreation, wildlife or open space.

The capability classification of soils in the Mt. Angel area are shown on Map 1 for comparison with Table 1. Nearly all soils have capability classifications ranging from II through IV. The Class II land is somewhat poorly drained silt loam over silt clay loam soils. Class III and IV land have silt loam soils and are found in the drainage basin to the south and along the incised drainageways north and west of the city.



- Am AMITY
- Ba BASHAW
- Ch CHEHALIS
- Co CONCORD
- Da DAYTON
- Ho HALCOMB
- Mb McBEE
- Nk NEKIA
- NsE NEKIA
- Su SILVERTON
- Tc TERRACE ESCARPMENT
- Wc WAPATO
- WI WILLAMETTE
- Wu WOODBURN
-  CITY LIMITS

# MT ANGEL SOILS

MAP I

TABLE 1

SOIL INTERPRETATIONS OF MT. ANGEL AREA

SOIL SERIES	BUILDINGS WITH SEPTIC TANKS	BUILDINGS WITH PUBLIC SEWER	COMMERCIAL-INDUSTRIAL	CAPABILITY CLASS
Amity (Am)	S(p,w)	M(w,s)	M(w,s)	II
Bashaw (Ba)	S(p)	S(w)	S(w)	IV
Chehalis (Ch)	M(p)	SL	SL	II
Concord (Co)	S(p,w,s)	S(p,w,s)	S(p,w,s)	III
Dayton (Da)	S(p)	S(w,s)	S(w,s)	IV
Holcomb (Ho)	S(p)	S(w)	S(w)	III
McBee (Mb)	M(w)	M(w)	M(w)	II
Nekia (Nk)	S(p,r)	M(t)	M(t)	VI
Nekia (NsE)	S(t)	S(t)	S(t)	IV
Silverton (Su)	S(p)	M(t)	M(t)	II
Terrace Escarpments (Tc)	S(t)	S(t)	S(t)	VI
Wapato (Wc)	S(p,w)	S(w)	S(w)	III
Willamette (Wl)	M(b,t)	M(b,t)	M(b,t)	I
Woodburn (Wu)	S(p,t)	M(b,t)	M(b,t)	II

Degree of Limitation

Limiting Factors

S - Severe	b - Bearing strength	t - Topography
M - Moderate	p - Permeability	s - Shrink-swell
SL- Slight	r - Bedrock	w - Wetness

SOURCE: Soil Conservation Service

## TOPOGRAPHY AND SLOPE

The city is situated on a level to rolling terrace with the most prominent feature being Mt. Angel Abbey Hill which rises 485 feet above sea level. The terrace area ranges in elevation from 150 feet to 250 feet, and gently slopes in a west and southwest direction. This direction of slope, or natural drainage pattern divides and drains in an east and northeast direction into Zollner Creek. The exception is the drainage divide beginning approximately 100 feet east of Alder Street, continuing north and curving near John F. Kennedy High School and the Calvary Cemetery.

The more pronounced topographic features of the area, shown on Map 2, have slopes ranging from as little as 16 percent on some lesser areas of Mt. Angel Abbey Hill to 50 percent along the terrace escarpment bordering the city to the south and west.

Although steep slopes occupy a small percentage of the planning area, their significance is heightened in that they limit or direct urban growth to more suitable areas which are less costly to develop.

### FLOOD PLAIN

Within the planning area, flood plain mapping has been made available (Map 2), through soil interpretation prepared by the Soil Conservation Service (SCS), and a flood hazard area designated by the Department of Housing and Urban Development (HUD).

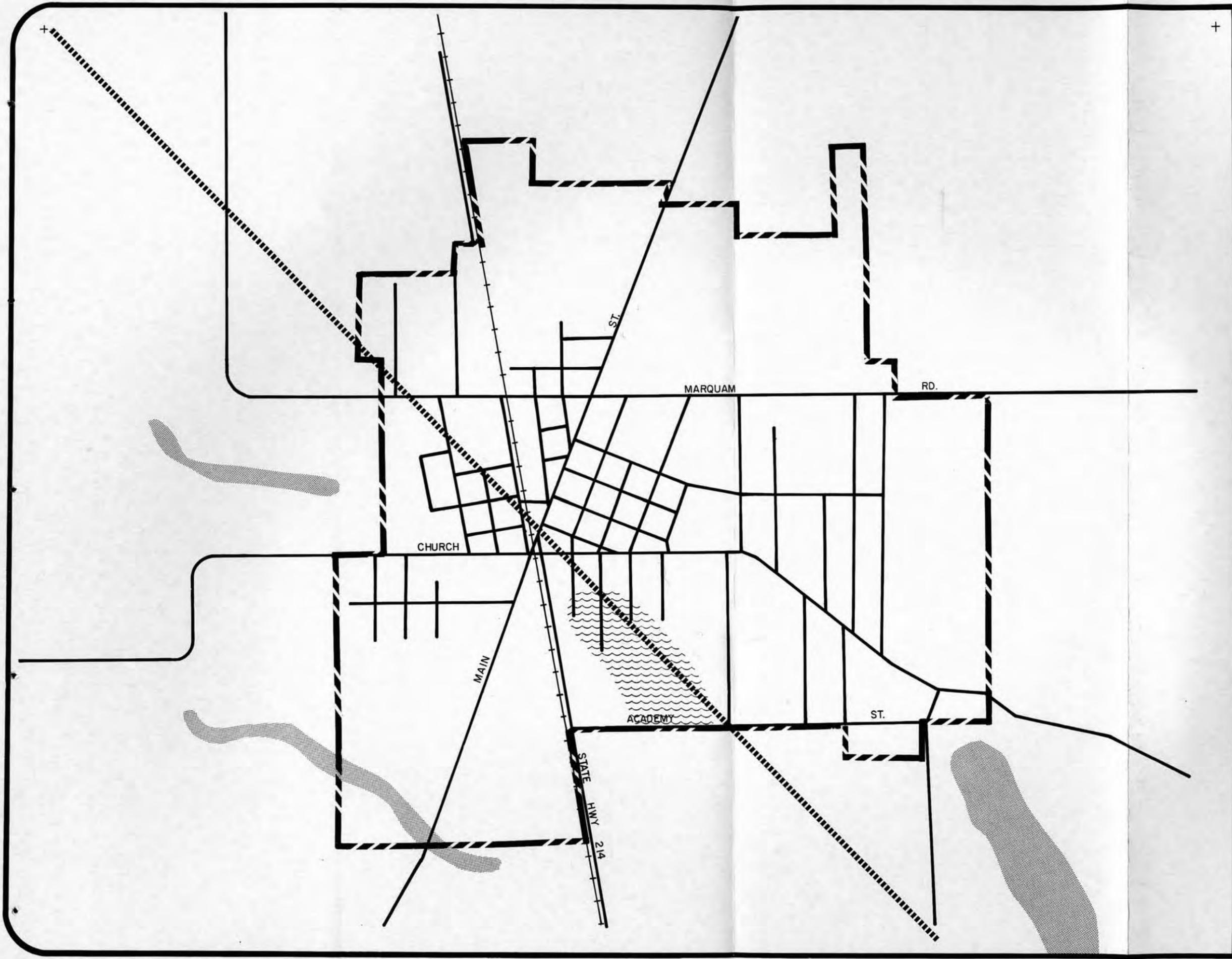
The SCS has identified two major drainageways as flood plains. The alluvial soils of the drainage basin to the south and northeast are considered to be flood plains; neither of which extend into the city. In actuality, though, these areas are only extensions of the normal stream channels and are commonly referred to as flood plains.

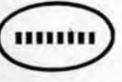
A slight departure from flood plains is a "Special Flood Hazard Area--Zone A" as defined by HUD as part of the National Flood Insurance Program. The term "Special Flood Hazard" is actually a misnomer since the flooding is more of a ponding of water. Since its designation in April of 1975 though, the city began participating in the flood insurance program. Several property owners reportedly are participating in the program.

Participation in the program provides insurance against flood damage, but also has implications for future development of the land. Regulations are established for flood proofing development within the flood hazard area as a means to minimize losses. These regulations include elevating future construction one foot above flood level, proper jointing of sewer and water lines, and building orientation. Construction of storm drainage lines will relieve most of the problem of flooding or ponding of the area.

### WET SOILS

Virtually all wet soils in the Mt. Angel area are alluvial in nature. As is expected, these soils are located along drainageways. Other areas of wet soil



-  FAULT LINE
-  FLOOD HAZARD
-  15% SLOPE
-  CITY LIMITS

**MT ANGEL  
FACTORS  
AFFECTING  
DEVELOPMENT**

**MAP 2**

generally are associated with poor drainage, particularly the alluvial terrace that the city is situated on.

The significance of wet soils in an area can be a significant and limiting factor in urban and rural development. Even though the technology needed to correct these problems is readily available, conditions of flooding, high ground water, and unstable soils often increase development costs. The major problem resulting from unstable soil conditions is a reduced load bearing capacity.

Groundwater supply in the planning area is considered to be more than sufficient to meet future irrigation and domestic needs. The area overlies the Troutdale Formation which is a water bearing geologic unit consisting of coarse sand, or sand and gravel. The average well depths range between 600 and 850 feet yielding up to 650 gallons per minute (gpm). Data from well records show that even in heavily pumped areas, water levels fully recover following the pumping season each year; indicating additional water could be pumped each year without causing overdraw.

#### MINERAL RESOURCES

The only mineral resources known to exist in the area are sand and gravel; however, neither resource occurs in sufficient quantity or quality for commercial use.

#### VEGETATION

The vegetative cover in the planning area includes Douglas Fir, Cottonwood, Big Leaf Maple, Oregon White Oak, Ash Willow, Wild Rose, Hazel, Vine Maple, Wild Blackberry, Pines, Pines Oak, native grasses and vines as well as a variety of agricultural crops. The more significant stands of vegetation occur along drainageways, the terrace escarpment and on Mt. Angel Abbey Hill.

Vegetation introduced through agriculture provides scenic and recreation value to the area. The variety of crops and crop patterns interspersed by tree-lined drainageways and hillside provides an attractive visual back drop for the city population. The somewhat modified naturalness of the agricultural landscape also a source of recreation for nature watchers and hunting and fishing enthusiasts alike. Group fields provide the food for wildlife, while the drainageways and brush along fence lines provide the necessary water and escape cover.

#### RISKS AND WILDLIFE

The Tiddling River is a spawning ground for coho salmon, spring chinook salmon, cutthroat and some rainbow trout. The quantity and quality of stream flow is

Williamsburg Basin Land Use Plan, Williamsburg Basin Comprehensive Study, Water and Related Resources, Appendix B, Hydrology, Pacific Northwest River Basins Commission, 1982, p. IV-87.

## NATURAL RESOURCES

### WATER RESOURCES

The Mt. Angel planning area is entirely within the Pudding River Watershed of the Willamette Basin. The major tributaries are the Abiqua, Silver and Butte Creeks. Other streams intermittently form the incised drainage pattern around the city. Any water flow in these streams during the summer may be a result of irrigation return flow. As reported in a preliminary report, Sewer System Facilities Planning Report, the Pudding River violates the Department of Environmental Quality's (DEQ) water quality standards with respect to temperature, bacterial count and flow.

Groundwater supply in the planning area is considered to be more than sufficient to meet future irrigation and domestic needs.<sup>1</sup> The area overlays the Troutdale Formation which is a water bearing geologic unit consisting of coarse sand, or sand and gravel. The average well depths range between 600 and 650 feet yielding up to 650 gallons per minute (gpm). Data from well records show that even in heavily pumped areas, water levels fully recover following the pumping season each year; indicating additional water could be pumped each year without causing overdraft.

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### FISH AND WILDLIFE

The Pudding River is a spawning ground for coho salmon, spring chinook salmon, cutthroat and some rainbow trout. The quantity and quality of stream flow is

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<sup>1</sup> Willamette Basin Task Force, Willamette Basin Comprehensive Study, Water and Related Resources, Appendix B, Hydrology, Pacific Northwest River Basins Commission, 1969, P. IV-67.

subject to variations due to pollution, diversion for agriculture, and other consumptive water uses. Warm-water fish are restricted mainly to the Pudding River and lower portions of its tributaries. These fish populations include squaw fish, suckers, bass, bluegill, crayfish and carp.

Wildlife population includes rabbit, skunk, deer, opossum, numerous songbirds and seasonally, ducks, geese, pheasant and quail.

Rare or endangered species of fish or wildlife are not known to exist in the area, nor would urbanization within the Urban Growth Boundary significantly affect the habitats of any fish or wildlife.

#### Population Projections

Population projections developed for a 25-year period, from 1975 to the year 2000, are divided into five year increments. The incremental population projections then allow public officials, planners and citizens to compare actual population census counts with projected figures. This comparison then serves as a basis to modify subsequent population projections and provide a means for assessment of future land area needs and public facility and service needs.

It is difficult to project future population for small geographic areas such as Mt. Angel. Birth and death rates are not as important as they are on a state or national scale. In Mt. Angel, the most important factor is the net migration rate. This figure is in turn greatly influenced by the local economic situation.

Population projections in Table 4 for Mt. Angel, are based on a "step-down" process. This process assumes that the city's relative share of the county population will increase and that economic conditions in Mt. Angel will continue to improve.

The expansion of Mt. Angel's economy, its attractiveness as a place to live and its proximity to Salem, Silverton and Woodburn will all contribute to growth of the city.

## COMMUNITY PROFILE

### POPULATION

Population projections are an important tool in forecasting future community needs. The number of people projected to live in Mt. Angel will determine future land area requirements for residential, commercial, industrial and public uses. The characteristics of the population help to determine the type and extent of public facilities that will be needed.

The City of Mt. Angel has grown over the years in response to an expanding economic base and its attractiveness as a place to live. Tables 2 and 3 show historical population growth data for Mt. Angel, Marion County and the State of Oregon.

The City's population growth since 1900 has been erratic, but steadily increasing. A large increase was experienced during the decade of 1910. This period of rapid population increase was followed by a decline in the 1920's. From that point, the city's population growth rate stabilized until the 1950's when the growth rate declined again. Since 1950, the city has nearly doubled its population. From 1930 to present, the city has increased its relative share of the county population from 1.36 to 1.50 percent.

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TABLE 2  
HISTORICAL POPULATION GROWTH  
MT. ANGEL, MARION COUNTY, OREGON

	1900	1910	1920	1930	1940	1950	1960	1970	1975 <sup>1</sup>
Mt. Angel	537	545	936	823	1,032	1,315	1,428	1,973	2,470
Marion Co.	27,713	29,780	47,187	60,541	75,246	101,401	120,888	151,309	166,500
Oregon	413,536	672,765	783,389	953,786	1,089,684	1,521,341	1,768,687	2,091,385	-----

SOURCE: 1972 Marion County Comprehensive Plan, Table 13

<sup>1</sup>Population estimate from Portland State University Center for Population Research and Census

TABLE 3  
PERCENT CHANGE IN POPULATION PER DECADE

	1900-10	1910-20	1920-30	1930-40	1940-50	1950-60	1960-70	1970-75
Mt. Angel	1.5	71.7	-12.1	25.4	27.4	8.6	38.2	25.2
Marion Co.	43.5	18.6	28.3	24.3	34.8	19.2	25.3	25.2
Oregon	62.7	16.4	21.8	14.2	39.6	16.3	18.2	-----

SOURCE: U. S. Bureau of Census

TABLE 4  
POPULATION PROJECTION

	1975	1980	1985	1990	1995	2000
Mt. Angel	2,470	2,799	3,057	3,268	3,484	3,661
Marion Co.	166,500	182,700	196,500	206,000	214,600	219,600

Characteristics

The demographic profile of Mt. Angel indicates a mature population, as is shown on Table 5. The median age of a Mt. Angel resident is near the lower level of the 25-34 age group, which is comparable to District III and Marion County. Approximately 34% of the population was under 18 years of age in 1970, while 20.5% were age 65 or over. The latter age group is considerably larger, proportionately, than either District III or the county. This higher percentage is attributable to elderly care and living facilities located in Mt. Angel.

The city's population distribution between the sexes shows (Table 6) that there were 24.3% more females than males. The 1970 population figures show 32 persons classified as minorities.

Income

Family income data is not available for Mt. Angel, although information on income exists at the census tract level from the 1970 census. In 1970, over 50% of the population in Census Tract 104 was located in Mt. Angel. Census tract information is therefore a fairly reliable reference for income information for Mt. Angel.

The 1970 median income for families and unrelated individuals was \$4,454. In comparison, Mt. Angel was considerably below Marion County's median income of \$7,250. Incomes over \$12,000 were earned by 16% of the families in Census Tract 104. However, approximately 10% of all families in the tract had incomes below poverty level. Sixty-three percent of the 237 individuals with incomes below poverty level were under 65 years of age.

TABLE 5  
AGE DISTRIBUTION - 1970

AGE GROUP	DISTRICT III		COUNTY		MT. ANGEL	
	NO.	%	NO.	%	NO.	%
<5	17,330	7.7	11,806	7.8	141	7.1
5-14	44,936	19.8	30,174	19.9	414	20.9
15-24	40,453	17.8	25,898	17.1	397	20.1
25-34	35,783	11.4	17,825	11.7	150	7.6
35-44	23,605	10.4	15,769	10.4	141	7.1
45-54	25,015	11.0	16,655	11.0	158	8.0
55-64	21,597	9.5	14,532	9.6	167	8.5
65+	28,170	12.4	18,650	12.3	405	20.5
TOTAL	220,871	100.0	151,309	100.0	1,973	100.0

SOURCE: U. S. Bureau of Census

TABLE 6  
POPULATION CHARACTERISTICS - 1970

POPULATION COMPONENT	NUMBER	PERCENT
TOTAL	1,973	100
Sex:		
Male	850	43
Female	1,123	57
Race:		
White	1,941	98.3
Black	0	0
Other	30	1.5

SOURCE: U.S. Bureau of Census, Forth Count Summary Tape

## EXISTING LAND USE

The type and development pattern of existing land use in Mt. Angel is an important consideration in land use planning, which aids in determining the location and amount of land required for future needs.

In order to obtain an inventory of existing land uses, a survey was conducted in August of 1976 and updated to January of 1977. Acreages were then tabulated according to seven land use categories. These land use categories are: single-family residential (includes two-family units), multiple-family residential, commercial, industrial, public and semi-public, streets and right-of-ways and vacant land. The total acreage of each land use category is listed in Table 7. Also listed is the acreage of each land use category per 100 persons and the percent of developed land area. The ratio of developed land per 100 persons is a valuable tool for forecasting total land area needs and acreage needs for each land use category.

Map 3 illustrates existing land uses and their geographical relationship within the city and the balance of the planning area.

Similar data developed for 33 cities of 2,500 to 10,000 population in Oregon is also listed in Table 7. A comparison of the two data sources shows that Mt. Angel has a greater proportion of single-family development, and the acres per 100 persons ratio is higher which indicates that the density in single-family residential development is lower than what might be considered average. Commercially and industrially developed land in Mt. Angel is nearly one-half of that which is developed in the 33 other Oregon cities.

### RESIDENTIAL LAND USE AND HOUSING

Mt. Angel is primarily a residential community where nearly 50% of developed land area is devoted to this use. Again, the dominant housing type is the single-family unit, which represents nearly 50% of the developed land area. Of the total acreage in residential use, 165 acres or 74% is subdivided with lot sizes of one acre and less. Large, residential lots (developed or vacant) of 1.1 acres and larger account for 110 acres of land in the city. While this represents considerable acreage, only 39% (48 acres) is developed, or in this case, "partially developed." This term implies that there is a potential for added density as opposed to replatting large lots that are vacant. Formulation of development policies to achieve in-filling should result in greater utilization of land within the city.

As part of the 1976 land use survey, the number and type of housing units were tabulated. Table 8 also shows other pertinent data on housing characteristics of Mt. Angel.

The survey tabulated 806 housing units, of which 789 were occupied by an average of 3.1 persons per housing unit. The U.S. Bureau of Census reported an average of 3.27 persons per housing unit in 1970. The proportion of multiple-family units shows a slight increase in total units from 1970. The occupancy of Mt. Angel Towers (205 units) following the 1970 census greatly contributed to the proportional increase of occupied multiple-family units.



**LEGEND**

- Single Family:  
Includes 2  
Family Units
- Multi-Family:
- Commercial:
- Industrial:
- Schools:
- Parks:
- Public/Semi-Public:
- CITY LIMITS

**MT ANGEL  
EXISTING  
LAND USE**

**MAP3**

TABLE 7  
EXISTING LAND USE DISTRIBUTION

LAND USE	M T. A N G E L		33 OREGON CITIES <sup>1</sup>	
	ACRES	PERCENT OF DEVELOPED AREA	ACRES/100 PERSONS	% OF DEV. AREA
Single-family	209	48.8	8.2	34.7
Multi-family	14	3.2	.5	2.1
Commercial	9	2.1	.3	4.2
Industrial	24	5.6	.9	11.2
Public & Semi-Public	92	21.5	3.6	15.4
Streets & Rights-of-way	80	18.7	3.1	32.4
Vacant	149			4.8
Developed Acreage	428	74.1	16.8	62.6
Total Acreage	577		22.6	---

<sup>1</sup>Bureau of Municipal Research, Land Use in 33 Oregon Cities, Bulletin No. 2

TABLE 8  
GENERAL HOUSING CHARACTERISTICS

YEAR	TOTAL UNITS	TOTAL OCCUP. UNITS	HOUSING UNITS (OCCUP)				HOUSING TYPES				HOUSING VACANCIES				
			OWNER #	OWNER %	RENTER #	RENTER %	S.F. #	S.F. %	M.F. #	M.F. %	MOBILE HOME #	MOBILE HOME %	#	%	
1960	363	342	278	81	64	19	---	---	---	---	---	---	---	21	5.7
1970 <sup>1</sup>	624	511	346	67	165	33	409	65	197	32	18	3	112	17.9	
1977	806	789	484	61	305	39	492	61	279	35	35	4	17	2.1	

SOURCE: 1960 and 1970 Census  
1977 figures for owner-renter occupied units and vacancies are a result of records from PGE and the Mt. Angel Telephone Company.  
<sup>1</sup>The high vacancy percentage for 1970 is due to the completion of Mt. Angel Towers and it not being fully occupied.

The number of mobile homes in the city has nearly doubled since 1970, registering a proportional increase of this type of housing. The Engleberg Plaza (30 units) is the only fully developed mobile home park within the city. The balance of mobile homes consists of two units on individual lots and four rental units in a court on Railroad Avenue. Engleberg Plaza has recently announced plans to enlarge the mobile home park by 42 spaces.

The increase of mobile homes in the city seems to parallel trends in the county and state. A 1974 report shows that mobile homes are becoming a widely occupied, affordable substitute for conventional, single-family housing.<sup>2</sup> The mobile homes' share of single-family housing in 1973 represented 33% of single-family shelter units produced in the U.S. In Marion County the total housing stock increased by 25.6% from 1960 to 1970; but mobile homes increased in number by 352.7%, representing 6.1% of all occupied housing units.

Several federal and state programs are currently available for mobile home financing. These programs clearly signal the government's recognition of the role mobile homes have in the housing market, especially in meeting the need of low and moderate cost housing. The three government programs for mobile home financing are: 1) FHA - insured mobile home loans; 2) VA - guaranteed mobile home loans; and 3) Oregon's Veteran's home loan program.

#### Physical Condition

The city's housing stock generally is in good physical condition, even though 32% of all housing units were constructed prior to 1940 and only 20% since 1970.<sup>3</sup> The 1970 Census of Housing listed 6 substandard housing units in Mt. Angel (e.g., those lacking either plumbing or heating facilities or both). This represents 1.1% of the city's housing stock. This compares to an average of 11.2% for all Mid Willamette Valley cities and a state average of 12 percent. The categorization (standard and substandard) of all housing units for 1976 was accomplished through review of residential appraisal cards from the Marion County Assessor's Office. Each structure was appraised and given a "percent good" rating. This rating is based on maintenance, plumbing and heating, and its utility value, to name a few. Deferred maintenance and other forms of depreciation determine the "percent good" rating assigned each structure. Table 9 shows the proportion of standard and substandard housing in Mt. Angel. An accurate comparison cannot be made with 1970 figures, however. To determine the number of substandard and rehabilitatable units, four rehabilitative value categories were used:

Not Suitable (35% and less): generally not economically feasible to rehabilitate.

Marginal (36%-55%): with judgment involved rehabilitation may be feasible.

Desirable (56%-65%): desirable from an economic point to correct basic obsolescence.

Good (60%-100%): this is either a new structure or one that does not have any deferred maintenance.

<sup>2</sup> Belcher, W. Steven, Oregon's Mobile Homes: Housing by Any Other Name, 1974, pp. 4-11

<sup>3</sup> Residential Appraisal Cards, Marion County Assessor's Office, January, 1977.

From this method, 9 housing units were identified as not being suitable for rehabilitation. Some units falling within the lower range of the marginal category may not be suitable for rehabilitation either. Marginal units have the greatest potential for the use of a home rehabilitation loan or grant program. Map 4 shows the distribution of substandard and marginal units within the city.

### Crowded Conditions

Overcrowding is often used as an indicator of housing condition, and is determined by the number of persons per room. The 1970 Census reports that Mt. Angel had 53 of its housing units with more than one person per room. Eighteen of these units had more than 1.51 persons per room. Overall, this compares to 5.8% of the households in the county with 1.01 persons or more per room. From a housing survey, nearly 24% of the people responding indicated that there is too little space in their house.<sup>4</sup>

### Excessive Rent

The proportion of income a household pays for shelter is perhaps the most important indicator of housing need. It is generally agreed that if a household is paying more than 25% of its gross income, it is paying too much.

Although the proportion of rent to income is not available, data from the 1970 Census at the Census Tract level is available. In 1970, over one-third of all rental households paid 25% or more of incomes of \$5,000 or less for rent. Nearly 23% paid more than 35% of their incomes for rent. Much of this incidence can be attributed to about 15% of the census tract population being 65 years and over, on fixed incomes. Thirty-three percent of family heads 65 and over had incomes below poverty level. Only two other county census tracts had a higher percentage of people 65 years and over. This is largely due to the facilities of the Benedictine Nursing Center and the senior citizen's home at the Mt. Angel Towers.

Table 10 shows the rent ranges of rental units surveyed. Most noticeable is the shift to higher gross rent since 1970. The median gross rent (including utilities) is \$185.00. A principle factor for a community's high rent structure is a scarcity of housing units -- that is, when a community's housing stock is underbuilt. Households with low incomes are hardest hit as they are forced to take what little housing is available and pay more rent than they can afford.

Another cause of a high rent structure is new housing construction. In 1970, 5.6% (excluding Mt. Angel Towers) was classified as new construction (within the past five years), whereas, at the end of 1976, newly constructed housing represented nearly 17% of the total housing stock. Since cost of new construction has risen considerably since 1970, it may be assumed that the high rent structure has not improved; although there is no data to substantiate this situation. Table 11 shows housing units by value ranges.

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<sup>4</sup> Preliminary results of Regional Housing Survey, Mid Willamette Valley Council of Governments, February, 1977.

TABLE 9  
HOUSING UNITS BY CONDITION

YEAR	TOTAL OCCUP. UNITS	CONDITION OF HOUSING UNITS				REHABILITATIVE VALUE					
		STANDARD		SUBSTANDARD		NOT SUITABLE		MARGINAL		DESIRABLE	
		#	%	#	%	#	%	#	%	#	%
1960	369	356	89	40	11	--	--	35	--	--	--
1970	511	505	99	6	1	--	--	6	--	--	--
1976*	789	482	98	9	2	9	4	142	63	74	33

SOURCE: 1960 Census determined by housing units that were either "deteriorated", or "dilapidated" and lacking only hot water", and "lacking private toilet or bath or running water".

1970 Census, fourth count summary tape listing year round units "with", or "lacking plumbing".

\*Represents total units. 1976 rehabilitative value data is a result of compiling "percent good" figures for single-family structures (only) from residential appraisal cards of the Marion County Assessor's Office.

TABLE 10  
RENTER OCCUPIED UNITS BY RENT RANGES

YEAR	TOTAL OCCUP UNITS	RENT RANGES (GROSS)															
		40		40-59		60-79		80-99		100-119		120-149		150-199		200	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
1970	151*	0	0	18	12	30	20	56	37	34	22	12	8	1	1	0	0
1976	279(46)**	0	0	0	0	0	0	0	0	0	0	9	20	31	67	6	13

SOURCE: 1960 and 1970 Census and field survey.

\*Includes only those units for which rent was tabulated; average rent--\$90.76.

\*\*Includes only those units for which rent was tabulated, in parenthesis. Median gross rent (including utilities) is \$185.00 per month.

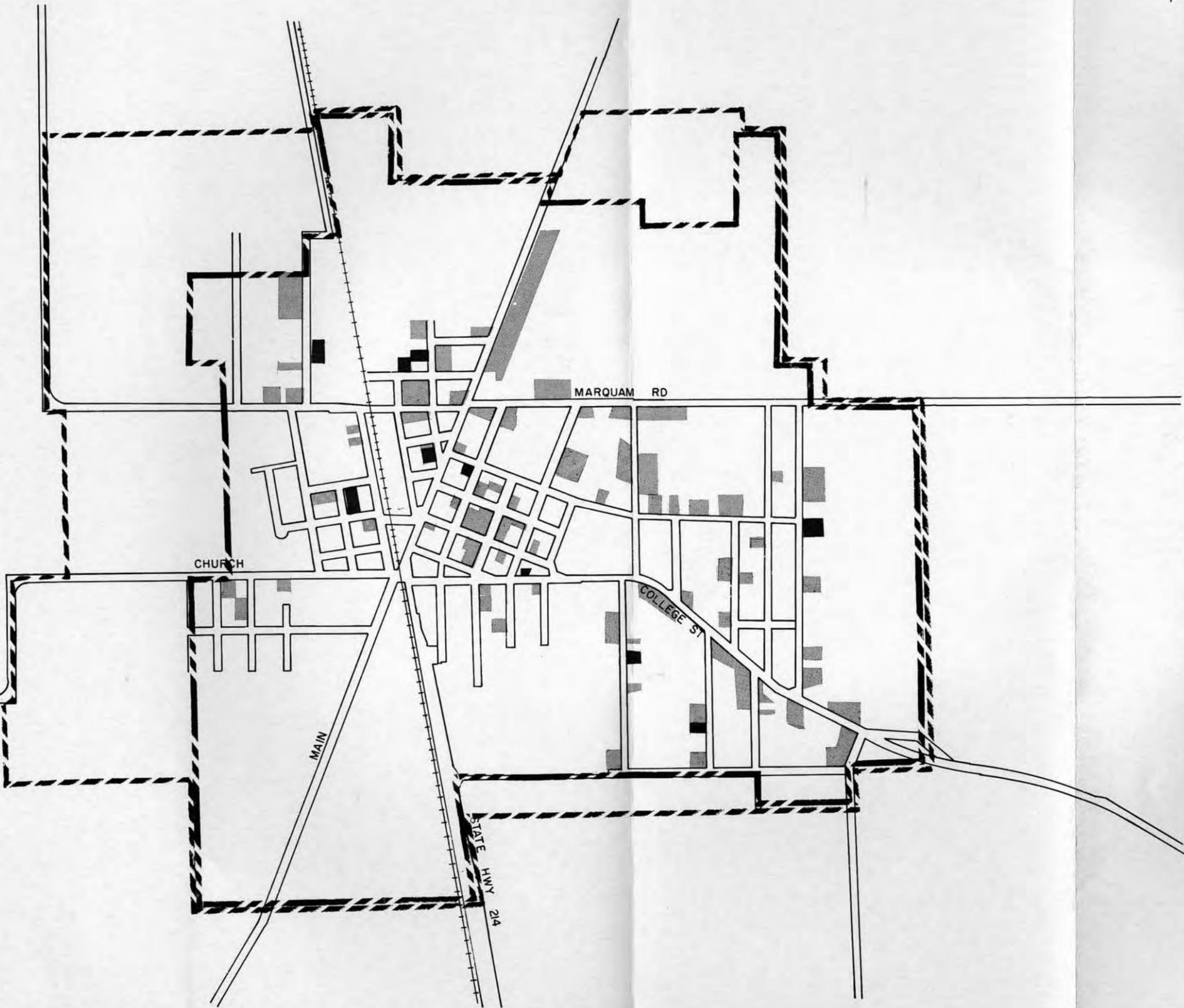
TABLE 11  
HOUSING UNITS BY VALUE RANGES

YEAR	TOTAL UNITS	HOUSING UNITS BY VALUE RANGES														
		5,000		5,000-9,000		10,000-14,999		15,000-19,000		20,000-24,999		25,000-49,999		>50,000		
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	
1960	278	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
1970	317	22	7	196	33	101	32	53	17	20	6	15	4	0	0	0
1976	**806	0	0	27	6	85	18	119	25	106	22	107	22	28	6	4

SOURCE: 1960 and 1970 Census; Marion County Assessor's Office

\*Value ranges are for specified owner occupied units; average value \$12,435.

\*\*Value ranges compiled from Marion County Assessor's residential appraisal cared, with land and improvement values adjusted by 12% and 17% respectively, to reflect current expected values. 1976 median value is \$20,400. Only 476 single-family units were distributed according to value.



-  SUBSTANDARD
-  MARGINAL
-  CITY LIMITS
-  URBAN GROWTH BOUNDARY

MT ANGEL  
HOUSING  
CONDITION

MAP 4

COMMERCIAL LAND USE

Mt. Angel has a relatively minor amount of land developed with commercial uses. Only slightly more than 2% of the developed area is in commercial use. The low acreage of commercial development represents .3 acres per 100 persons (Table 7) which is one-half the average commercial land use per 100 persons in 33 selected Oregon cities.

With the dependency on Woodburn, Silverton and Salem for many goods and services, the development of commercial activities has been quite limited. Established businesses are for the most part confined to higher consumptive items such as food, fuel and specialty services. Most commercial activity is located in the city center, along Main Street.

INDUSTRIAL LAND USE

Currently, Mt. Angel has 29 acres of land that is industrially developed. Five industrial activities; namely Buddy Mobile Homes, Homette Recreation Vehicle Division, Perris Valley Campers, Zieman Corporation and Wilco Coop are the major industrial land users in the city. The first four are basic industries, while the latter is oriented to fulfilling the needs of the community and surrounding agricultural area. Other industrial activities include machinery and sheet metal fabrication and auto body shops.

Nearly 21 acres of industrially developed land is situated to the north of Mt. Angel between Highway 214 and the Southern Pacific Railroad line. Most of the industrially developed land was owned by the Mt. Angel Area Development Corporation, which seeks to provide land suitable for industrial development. Its efforts have been to provide large sites free of conflicting uses, with multiple transportation systems, within urban service areas, and physical site qualities particular to industrial activities.

The .9 acres of developed land per 100 population is only one-half of the average of 33 other Oregon cities (Table 7). Industrial land need is more a function of local government policy in encouraging industry than direct population demand.

WATER SYSTEM

The City of Mt. Angel receives water from a series of wells that tap a major aquifer of sand and gravel. The primary well located at Airport Park can produce 850 gpm for a total potential of 20,000 gpd. Two backup wells can supply an additional 100,000 gpd. The water is not chlorinated and is distributed directly into the distribution system. Water pressure is provided by two concrete underground reservoirs located on the west face of the Mt. Angel. They will at an elevation of 525 feet. Total storage capacity is 45,000 gallons.

The distribution system is arranged on a modified grid in the downtown area. The layout to the west of the major highway, the water pressure is

## PUBLIC FACILITIES AND SERVICES

### SCHOOLS

The schools of Mt. Angel School District 91 are all located within the corporate limits of the city. The lower elementary school, St. Mary's, is located east of the center of the city and the upper elementary and high school are positioned adjacent to each other along Marquam Street. The schools operate on a 4-4-4 grade level basis. Past enrollment figures are shown on Table 12. Approximately 80% of the enrolled students live within the city.

St. Mary's Elementary School has 14 classrooms. The Mt. Angel Elementary School currently has 9 classrooms, but the facility is designed for future expansion. John F. Kennedy High School has 16 classrooms. Expanding enrollment and new educational programs may require additional classroom space.

The 50-acre combined school site of the upper elementary and high school has an outdoor play area, land for track and field events and a gymnasium at each of the schools.

### PARKS AND RECREATION

The Mt. Angel park system is composed of four parks. The playground and field equipment of Mt. Angel's schools are also available to the public and contribute approximately 20 acres of play area and open space to the community.

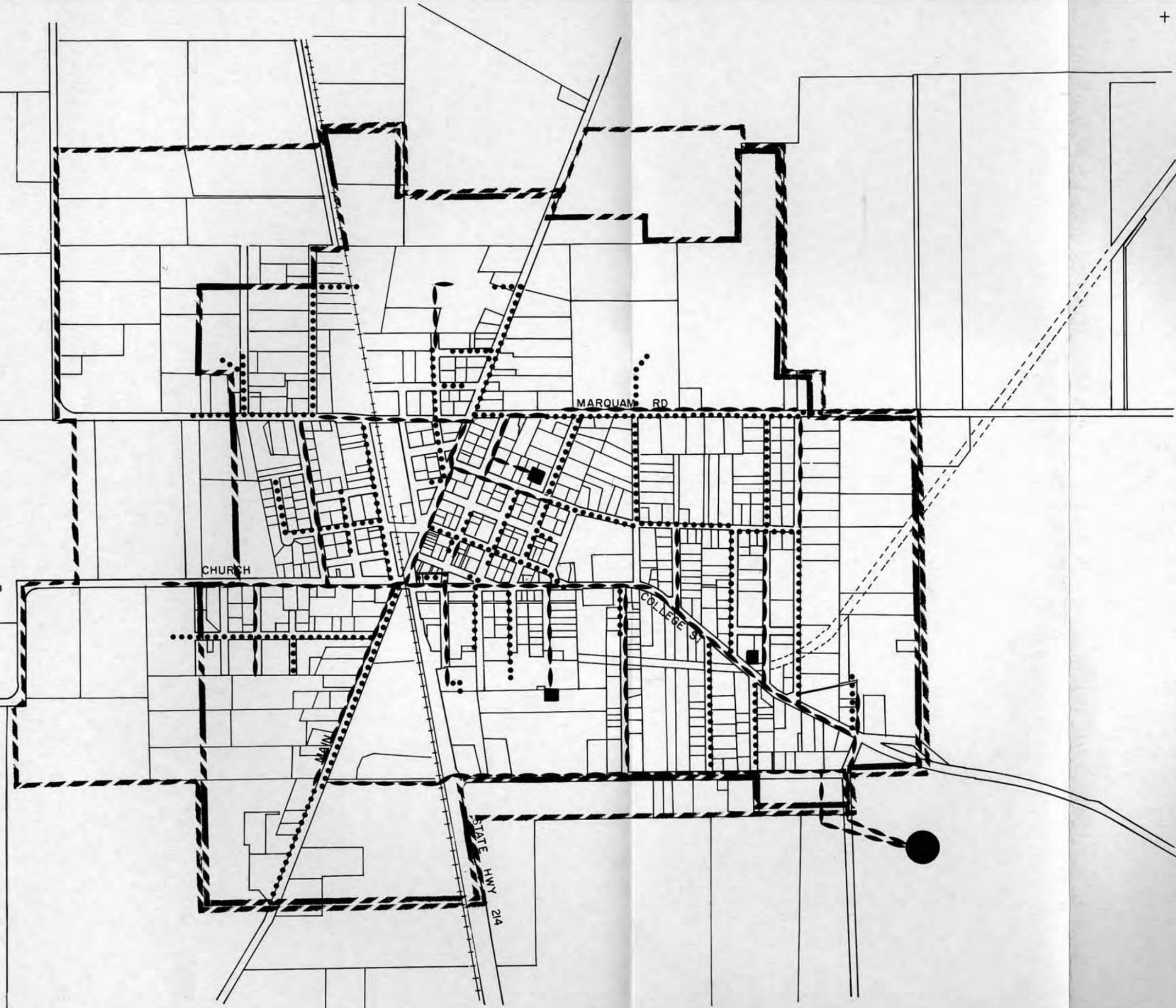
The Regional Park and Recreation Agency in a recent study established park standards for small urban areas in the Mid Willamette Valley.<sup>5</sup> According to the "local community park" standard, each urban area should have a minimum of 2.5 acres per 1000 population. The Mt. Angel park system far exceeds this acreage standard with 11.4 acres of park land. However, neither of the parks is developed with recreational features. The Berchtold Memorial Park, adjacent to City Hall, was recently landscaped around the gazebo and public restroom facility.

### WATER SYSTEM

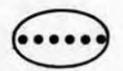
The City of Mt. Angel receives water from a series of wells that tap a major aquifer of sand and gravel. The primary well located at Humpert Park, can produce 650 gpm, for a total potential of 936,000 gpd. Two backup wells can supply an additional 239,000 gpd. The water is not chlorinated and is discharged directly into the distribution system. Water storage is provided by two concrete underground reservoirs located on the west face of the Mt. Angel Abbey Hill at an elevation of 352 feet. Total storage capacity is 425,000 gallons.

The distribution system is arranged as a modified grid in the downtown area; but owing to the arrangement of the major highways, the system approaches a

<sup>5</sup> Regional Parks and Recreation Agency, Regional Parks and Recreation Facilities Plan: Needs and Opportunities, May 1975.



1" - 4"



6" - 8"



RESERVOIR



PUMP HOUSE



CITY LIMITS



URBAN GROWTH  
BOUNDARY



# MT ANGEL WATER SYSTEM

## MAP 5

branching pattern in outlying areas. Looping within the system is generally adequate although a number of dead-ending mains preclude an even flow.

The system itself consisted almost entirely of cast iron pipe, with diameters ranging between two and eight inches. Several undersized pipes exist in the downtown area and older developed areas of the city. To maintain adequate flow and pressure, the city is striving for a loop system and a standard pipe size of eight inches. Map 5 illustrates the existing service area of the water system.

Historically, area wells have been troublesome due to improperly designed wells in sandy soil conditions. The high iron content of the city's water system has improved with operation of the city's new primary well. Per capita water consumption has varied in the past, but has decreased over the years. In 1960, total consumption was 67 million gallons with a consumption of 120 gallons per capita per day (gpcd). The 1966 and 1973 consumption was 80.7 million gallons and 116 gpcd, and 89.9 million gallons and 112 gpcd. Early consumption figures for 1976 indicate an increase to 125-130 gpcd.

A 1974 report from the Insurance Service Office recommended "that the water supply facilities be increased so that a fire flow of 3,800 gallons per minute plus maximum domestic consumption at a residual pressure of 20 psi for a period of three hours be obtained throughout the city."<sup>6</sup> This would require .700 million gallons of water. All three wells and the reservoir could produce .711 million gallons. Total projected water demand based upon domestic and emergency use is shown on Table 13. Additional water supply, producing approximately 400 gpm, will have to be developed by 1980.

The sizing of the water storage facility was evaluated in terms of sufficiency of supply for domestic requirements, fire flow needs, emergency provision in the event of a system failure and fire flow needs. Table 14 shows projected water storage requirements; approximately 1.125 million gallons is the estimated need. This amount may not be appropriate to the needs of Mt. Angel. A detailed cost evaluation of water storage needs must be balanced against the cost of supply lines, increased fire protection and more uniform pressures in the distribution system.

#### SEWER SYSTEM

Sewers were first constructed in Mt. Angel between 1910 and 1915. A trickling filter sewage treatment plant was constructed in 1955. Approximately 90% of the city's population is served by the sewer system.

The gravity collection system consists of 4 to 15 inch concrete pipe. During wet weather conditions, ground water infiltration and some storm water inflow causes sewer flows to exceed the treatment capacity of the plant. The excess raw sewage is by-passed untreated and unchlorinated into an unnamed tributary of the Pudding River.<sup>7</sup> The water quality of this receiving tributary varies with the quality of the effluent discharged into it. These infiltration flows are gradually being decreased through a program of pipe repair and replacement. Map 6 shows the existing service area of the collection system and the limits of a gravity flow system.

<sup>6</sup> Report from D. F. Wagner, Supervisor, Public Protection Department, Portland, Or. November 6, 1975.

<sup>7</sup> Preliminary Sewer System Facilities Planning Report, Westech Engineers, Inc., 1977.

TABLE 12  
ENROLLMENT--MT. ANGEL SCHOOL DISTRICT

GRADE LEVEL	72/73	73/74	74/75	75/76	76/77
1-4	478	488	225	243	495
5-8	201	212	240	230	221
9-12			231	227	
TOTAL	679	700	696	700	716

TABLE 13  
PROJECTED WATER DEMAND (MGD)

	1975	1980	1985	1990	1995	2000
Domestic Use	.562	.634	.693	.740	.789	.829
Fire Flow	.63	.63	.63	.63	.63	.63
TOTAL DEMAND	1.192	1.264	1.323	1.370	1.419	1.459

TABLE 14  
WATER STORAGE REQUIREMENTS (MG)

	1975	1980	1985	1990	1995	2000
Water Storage Requirements	1.125	1.259	1.375	1.470	1.567	1.647



SEWER  
TREATMENT  
PLANT

MARQUAM RD

CHURCH

COLLEGE ST

MAIN

STATE HWY 24

- GRAVITY FLOW AREA 
- 8" - 10" 
- 12" - 18" 
- CITY LIMITS 
- URBAN GROWTH BOUNDARY 

# MT ANGEL SEWER SYSTEM

MAP 6

The sewage treatment system has a capacity of .36 mgd with a peak hydraulic capacity of 1.0 mgd. Projected waste flows, developed by Westech Engineering, Inc. for the year 2000 is .395 mgd. Expansion and upgrading of the treatment system will be required before the year 2000.

Currently, Westech Engineering, Inc., is preparing a sewerage facilities plan for Mt. Angel to determine and implement the most cost effective approach to meet projected population growth and the Department of Environmental Quality's waste discharge standards. This is to be accomplished through infiltration and inflow reduction measures, new sewers and treatment works.

#### STORM DRAINAGE SYSTEM

The existing storm sewer system is designed for a five-year flood protection with full urbanization. The system is now operating at a ten-year flood protection level due to the amount of undeveloped land remaining in the city.

Some storm drainage lines are undersized for the volume of water they are expected to carry. The receiving lines to the west side of the city are gradually being replaced and rerouted to carry increased volume of drainage water. The storm drainage system will eventually be improved and expanded as land develops and streets are built.

#### SOLID WASTE DISPOSAL

Collection and disposal of the city's solid waste is provided by a private franchise holder -- United Disposal Company. The solid waste is trucked to the land fill site in Woodburn.

#### TRANSPORTATION

Transportation to, from and within the city is provided principally by the automobile, but also includes bus and rail. Public transportation services to individuals are limited in Mt. Angel, as they are in most small cities. Inter-city bus service is provided, however, by Hamman Stage Lines. Hamman provides bus services six days a week, twice daily to Salem through Silverton and Mt. Angel.

A significant amount of the city's population is elderly. Transportation needs of these individuals are partially fulfilled by several public and private systems.

Benedictine Nursing Center has a small program with the Area Agency on Aging (MWVCOG) funds. It operates as a dial-a-ride system with a volunteer providing transportation service. A van with a wheelchair lift is available for anyone needing it.

Marion County Housing Authority provides transportation to Salem twice a month for those who live in housing provided by this agency.

Mt. Angel Towers provides private transportation for its residents.

Railroad service is provided by the Southern Pacific Railroad and links Mt. Angel to regional and national markets. This line provides only freight service on a once-a-day basis. Currently, only Wilco Farmers Coop uses rail service.

The street system is the most visible system in the city. There are six major routes that direct traffic into the downtown area. These routes are: Gervais Road (MR 73), Marquam Road (MR640), State Highway 214, Scotts Mills Road (MR17), Bethany Road (MR18), and Esson Road (MR632). Most traffic when entering the downtown area from these routes converges onto a single intersection at Main and Church Streets. The congestion is further complicated by the Southern Pacific Railroad line traversing the intersection too. The lack of a peripheral traffic circulation system is the most basic deficiency of the system.

The degrees of street improvements in the city range from undeveloped right-of-ways to fully improved streets with blacktop/concrete travel lanes, curbs, gutters and sidewalks. Map 7 displays the city's streets in various stages of improvements. Progress in full street improvement is continuing. Street improvements is based on availability of funds, land use and traffic relationships and prioritization.

#### CITY HALL, CITY SHOPS AND LIBRARY

The City Hall, located on the northeast corner of Church and Garfield Streets was built about 1897. The structure contains approximately 3,600 square feet of space and houses the City Administrator's office and the Police Department with nearly one-half the space used to house two fire trucks. The Council Chamber is located across the street on Church Street, Municipal Court is held in the Council Chamber.

The Mt. Angel Public Library adjoins the Council Chamber on Church Street. The city's first library was established in 1950 when Mary Anne Toner willed the books of her rental library to the city. In 1966 the building where the library was housed was extensively damaged by fire. The library books and materials were eventually moved to the upper elementary school in 1969.

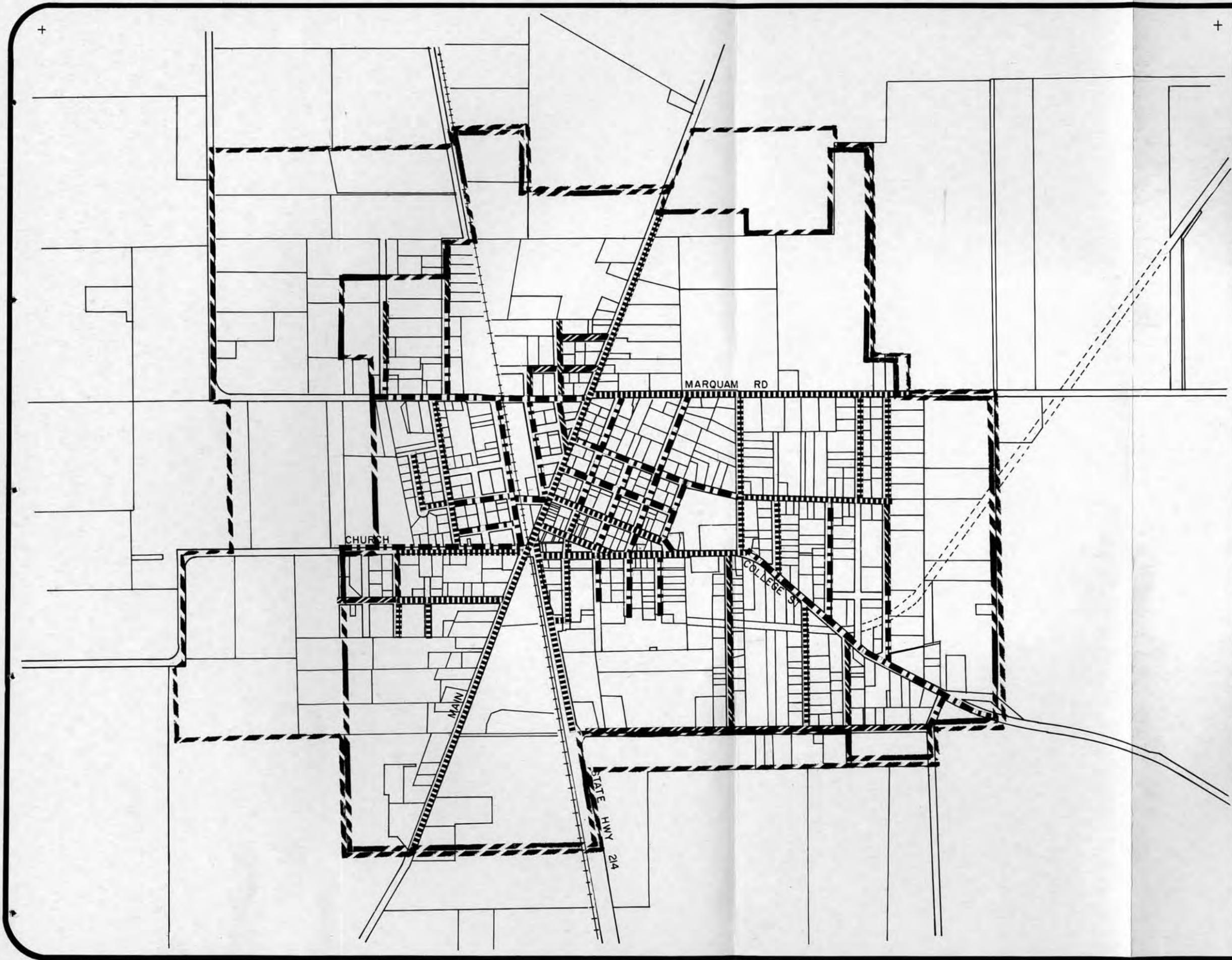
In 1974 through federal funding, Friends of the Library, Oktoberfest, Inc., and considerable community support the library was moved into a renovated portion of the old Mt. Angel Creamery Building where it is currently located.

The library has a 5,661 book collection and an annual circulation of 9,536 books. The library principally provides reading material for community use. The community, however, has access to the Chemeketa Cooperative Regional Library Service. Through approval of a tax levy, the community can withdraw books belonging to Chemeketa as well as sharing books with other libraries. Further expansion of library space is blocked by the adjoining Council Chambers and an alley.

The city shop also occupies a portion of the old Mt. Angel Creamery building and is located directly behind the fire station on the corner of Church and Cleveland Streets.

#### FIRE PROTECTION

The City of Mt. Angel provides fire protection for the city and contractual protection for a rural district. The fire protection area encompasses approximately 100 square miles. The fire department consists of a 27-man volunteer force. Fire fighting equipment includes:



-  GRAVEL / DIRT
-  UNOPEN STREET
-  PARTIALLY IMPROVED
-  FULLY IMPROVED
-  CITY LIMITS
-  URBAN GROWTH BOUNDARY

# MT ANGEL STREET CONDITIONS

MAP 7

- 1-salvage rig
- 1-high pressure pump, 225 gallon tank
- 1-750 pump, 1,000 gallon tank (pumper)
- 1-500 pump, 350 gallon tank (pumper)
- 1-1,250 pump, 3,000 gallon tank (pumper)
- 1-2,300 gallon tanker

Purchase of a new 1,250 gallon per minute pumper with 1,280 gallon capacity was approved by a special vote in May of 1976. A special tax levy of \$1.11 per \$1,000 TCV for three years will pay for this new equipment.

Currently, the city has a Class 6 fire insurance rating, while the unincorporated area has a Class 8 and 9 rating. The difference in rating is due to the rural area not having a municipal water supply system. To increase the city's rating to Class 5 would, at least require a full-time fire captain.

Further, an increase to a Class 5 rating would not decrease fire insurance rates.

Future needs call for replacement of some fire trucks and additional trucks. In this case, remodeling of the existing fire station or construction of a new station would be needed to house the equipment.

#### POLICE PROTECTION

The police department of Mt. Angel consists of four police officers. A special vote last year rejected the addition of one policeman to the force. Currently, all but one eight-hour shift during the week is covered. However, the police department is connected to the County Sheriff's Department to cover emergencies during this period. Generally, five police officers are needed for 24-hour service, accounting for sickness, holidays and vacations. Full service at this level is very costly for small cities.

A study released by the Board of Police Standards and Training provides insight into the level of police service provided cities of similar size.<sup>8</sup> The study stated that the number of sworn officers for all cities is 1.73 per 1,000 population. This compares with a 2.1 average for cities in the 1,000-4,999 population range. Mt. Angel has 1.6 sworn officers per 1,000 population. However, these ratios do not necessarily measure the level (quality) of service. For example, additional personnel may be required to maintain the existing level of service rather than to expand or improve services. Maintenance or improvement of police service involves a value judgment on part of the community.

<sup>8</sup> Administrative Services Section, Board on Police Standards and Training, Annual Personnel and Budget Study of Oregon Law Enforcement Agencies, Administrative Services Bulletin 76-1 (Salem, Oregon) pp.9 and 23.

## HISTORICAL AND CULTURAL RESOURCES

The most prominent view point of the area is the 485 foot Mt. Angel Abbey Hill. From the Abbey Hill, a viewer is provided a panoramic view of the surrounding countryside. Situated on Abbey Hill is the Mt. Angel Abbey and Abbey Library. The library, built in 1970, was designed by the internationally famous architect, Alvar Aalto. The design of the library is the second work of the Finnish architect in America. The unique features of the building are the view of the countryside and its study environment. The working area is flooded with controlled daylight, and the shelves and stacks are arranged in a gentle arch with working areas that can be seen and attended by one librarian. The cost of the library, \$1,272,000, was paid for by an anonymous industrialist.

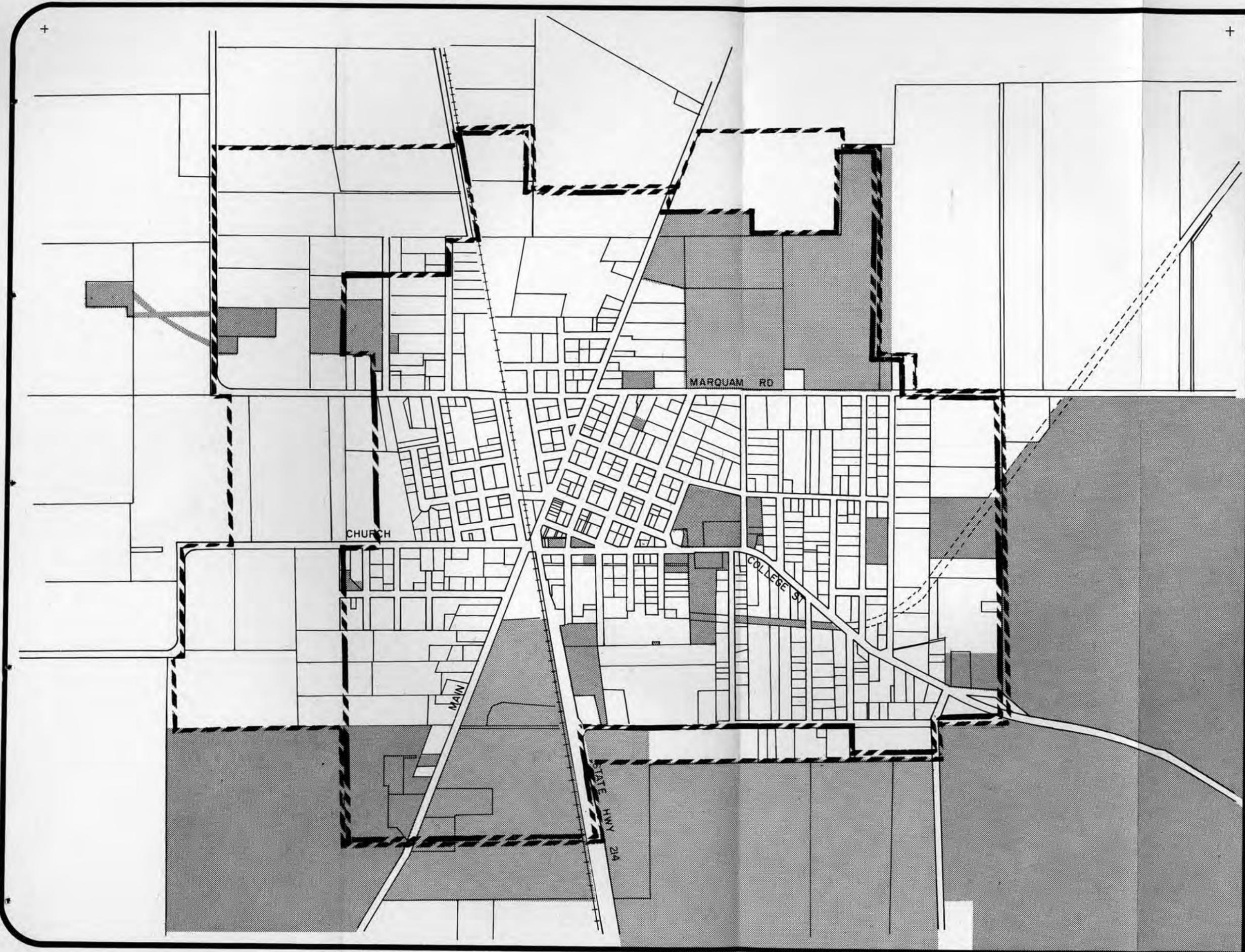
The Mt. Angel College and Monastery are other structures of historic significance. In 1881, Father Adelhelm Odermott, O.S.B. established a monastery of the Benedictine order. St. Anselm's Seminary was added in 1889. In March of 1976, the St. Mary's Roman Catholic Church was nominated for the National Historic Register. The church, constructed in 1910, was built by the community.

Other structures of value in the community are residential structures built during the turn of the century. These structures probably have more architectural than historical significance.

### LAND OWNERSHIP

Public and semi-public owned land within the planning area is quite extensive, as shown on Map 8. Land outside the corporate limits of the City that is owned by either the Benedictine Sisters or the Benedictine Abbey has influenced the delineation of the Urban Growth Boundary. This is due to the presumption of the land remaining in its current ownership and in agricultural production, the agricultural capability classification of the land (Class II and III's soils), and several large parcels being located outside the sewerage gravity flow limits (refer to Map 6).

**THE COMPREHENSIVE PLAN**

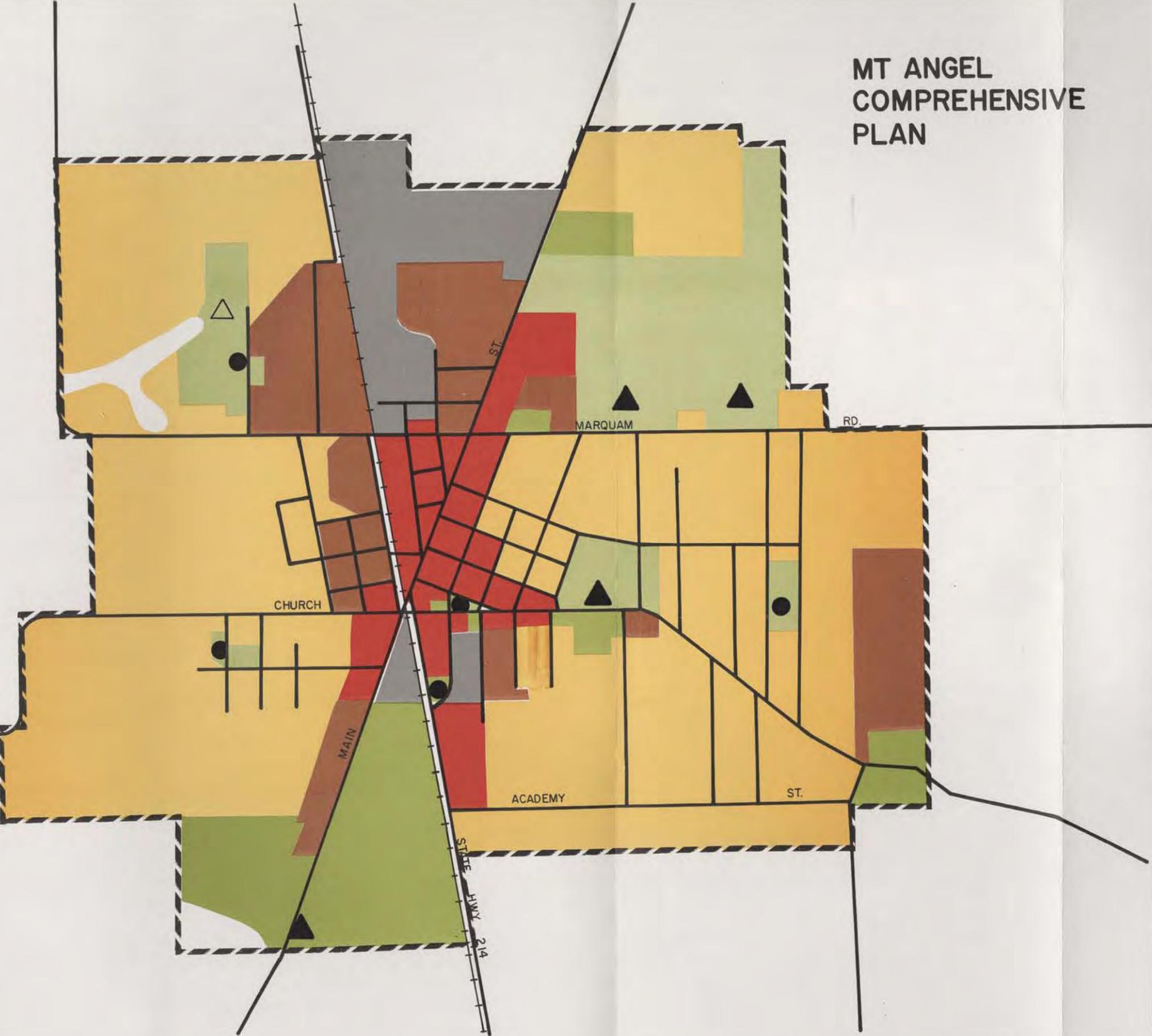


- PUBLIC / SEMI PUBLIC 
- CITY LIMITS 
- URBAN GROWTH BOUNDARY 

MT ANGEL  
LAND  
OWNERSHIP

MAP 8

# MT ANGEL COMPREHENSIVE PLAN



- RESIDENTIAL MEDIUM 
- RESIDENTIAL HIGH 
- COMMERCIAL 
- INDUSTRIAL 
- PUBLIC / SEMI PUBLIC 
- SCHOOLS EXISTING 
- SCHOOLS PROPOSED 
- PARK EXISTING 
- PARK PROPOSED 
- OPEN SPACE / AGRICULTURAL LANDS 
- STREETS EXISTING 
- STREETS PROPOSED 
- URBAN GROWTH BOUNDARY 

MAP 9

## CHAPTER III

### LAND USE ELEMENT

Map 9 shows the physical arrangement of land uses for the Mt. Angel Comprehensive Plan. The Urban Growth Boundary establishes the land area in which all future urban development will take place. The land uses are arranged to emphasize future commercial development in the existing business center, generally bordered by the Southern Pacific Railroad line on the west, Marquam Street on the north, Cleveland Street on the east, and Church Street on the south. An industrial area is designated at the northern extent of the city, as well as recognition of other existing industrially developed sites. The balance of the land is set aside for residential development except for certain public facilities as noted on the Plan.

The land use plan is responsive to the city's and LCDC's goals, guidelines and policies. It is based upon careful consideration of the elements of the Comprehensive Plan, community desires as expressed by the residents of Mt. Angel through the Committee for Citizen Involvement community surveys, and projected land area needs. Table 15 shows the projected land area needs.

#### URBAN GROWTH BOUNDARY AND PROGRAM

The growth and development of a city is a continuous process. As more land is needed for urban purposes, undeveloped in-city land is typically bypassed in favor of larger parcels along the city's developing fringe. While the development of in-city land has positive economic, social and environmental implications, the manner of urbanization for the city's fringe area is of primary importance too. Good urban form, with distinct identity between urban and rural uses, is fostered by sequential growth; that is, the phasing of urban expansion outward from the built-up area of the city. A carefully conceived and managed phased-growth program opposes "urban sprawl". Sprawl type of development is characterized by "strip development" along major streets, and "leap-frogging" where public facilities are extended through and beyond undeveloped land. This land then lies vacant for some period of time, enjoying access to public facilities while contributing very little to the local tax rolls. This kind of activity promotes a diffused urban form and often results in untimely and illogical expenditures of public funds.

Nationwide, the land and natural environments are forming the basis for comprehensive plans and development policies. The term "highest and best use" no longer refers only to the marketability of a parcel of land. It should more appropriately refer to its "carrying capacity" or capability of accommodating urban development, agriculture, open space or other uses with a minimum of adverse economic, social or environmental impact. Thus, the need to have comprehensive plans reflect more clearly the land capability, public facility capabilities and the emergency of changing values and attitudes comes clearly into view.

The purpose of an urban growth program is first to comply with state law and second to provide for an orderly and efficient transition from rural to urban land uses. The City of Mt. Angel is the logical provider of urban services and, therefore, should have control over the urban form. This is not to imply,

TABLE 15  
PROJECTION OF LAND AREA NEEDS

LAND USE	ACRES/100 PERSONS	FORECASTING YEARS						
		1980	1985	1990	1995	2000		
Residential	8.7	2.43	266	284	303	318		
Commercial	.3	8	9	10	10	11		
Industrial	.9	25	28	29	31	33		
*Public & Semi-Public	3.6(2.3)	64	70	75	80	84		
Streets & ROW's	3.1	87	95	101	108	113		
SUB-TOTAL		427	468	499	532	559		
TOTAL		506	547	578	611	638		

\*79 acres of Benedictine Sister's property was subtracted and then added to total so as not to over-project land area needs of this category. Acres to persons ratio of 2.3 was used (average ratio of other Oregon cities) to project land area needs.

however, that the urban growth program sets an ultimate limit to population or physical growth. Rather, it provides a guide for urban expansion and sets limits within the planning period.

The urban growth program consists of two parts; namely, the urban growth boundary (Map 9) separating urban and rural land uses, and a set of policy statements to direct daily and long-term decision making by the Planning Commission and common council.

The 817 acres within the boundary was established after careful consideration of the projected land area needs to the year 2000, the type and pattern of existing development, the physical characteristics of the land and its natural resources, the availability of urban services, the economy of the area, and the environmental and social values and attitudes of the residents of Mt. Angel.

Land within the urban growth boundary is to be considered available for urban purposes in accordance with policies of the Urban Growth Program. The following policies are applicable to the Urban Growth Program:

1. The City of Mt. Angel and Marion County adopt by intergovernmental agreement the Urban Growth Boundary and Program;
2. No extension of urban land development or city water and sewer services beyond the Urban Growth Boundary.
3. Encourage development of available land within the city before expansion into urbanizable areas;
4. Urbanization should first be directed to the west where the land is less utilized for agriculture rather than to the current city limits.
5. To promote an orderly, efficient and economic pattern of growth, urban services should be extended to urbanizable lands only upon annexation to the city.
6. Only land with immediate access to urban services or land serviceable within a reasonable length of time should be considered for annexation.
7. The City should develop a 6-year Capital Improvement Program and Budget for the provision of urban services.
8. Provide for a program for periodic evaluation and updating of the Urban Program at the same time as the Comprehensive Plan is reviewed.

#### RESIDENTIAL LAND USE

Residential land use is the major land use category in the City of Mt. Angel. Nearly 50 percent of the developed land area is devoted to this use. Sixty-one percent of the land is developed with conventional single-family housing. Mobile homes account for only 4 percent of the total housing units. Multiple-family units occupy the balance of residentially developed land. The Comprehensive Plan, therefore, designates a substantial proportion of the land area within the

urban growth boundary for residential use. The Plan allocates 65 percent, or 474 acres for residential development. Although more land is allocated for residential use than the projected need indicates, reserve acreage needs to be incorporated into the Plan due to all land not being available for development when needed.

Two types of residential land use are depicted on the Plan map: Medium density and High density. These density designations are equal to 6.22 units and 12 units per gross acre of land for medium density and high density, respectively. The intent of the density designation is to allow both single-family and multiple-family housing in anyone of the residential areas provided conditions set out in the zoning and subdivision ordinances and other implementing ordinances are met.

#### Medium Density

The Plan map designates land north and west of the major built-up areas for medium density, residential development. The area west of the railroad line is considered as the primary area for future residential development. The land has a level to gently rolling topography and is readily serviceable with sewer and water service.

The medium density designation immediately north of Mt. Calvary Cemetary should be reserved for development until substantial in-filling of residential land has occurred within the city, and until one-half the land area west of the railroad line is developed. The latter criteria may not be achieved, however, due to a lack of access and a large number of small parcels and unwillingness of some landowners to make their property available for development. The reserving of this land is due to it having Class II soils and its proximity to other Class II land that is in agricultural production. The long-range development pattern of the area is to extend residential development around the John F. Kennedy School property and down to Marquam Street.

In-filling of the city's residential land is to be the immediate primary objective. The use of a planned unit development ordinance and relaxed subdivision standard will provide the mechanism for development of odd-shaped, under-utilized, in-city, residential land. A sewer and water system connection fee differential between development in the city and development of land currently outside the city could also encourage in-filling of city land.

#### High Density

In Mt. Angel, high density development accounts for only a small percentage of the total developed land area. However, multiple-family units and mobile homes have increased in importance both nationally and statewide. The emergency of both housing types is largely due to the rising cost of land, labor, materials and financing making ownership of a single-family residence beyond the reach of many people. Multiple-family and mobile home development, which are typically associated with high density development, are expected to increase in proportion to total residential development.

The land use plan allocates 81 acres for high density development, not all, of which is immediately available for development. Nearly 41 acres are already developed with single-family and multiple-family units, and mobile homes. It is anticipated, though, that the land currently developed with single-family units will be converted to high density residential development. All of the 40 acres of vacant land that are designated are within the city limits. The amount of vacant land alone represents nearly two and one-half times the projected requirements of 18 acres needed by the year 2000.

In concert with the policies of the Land Use Element and Housing Element presented in Chapter I, two stages of high density development are expected to occur; namely, conversion and new development. New development will take place on land that is vacant, while the conversion of land or structures will occur over a period of time. As structures become structurally unsound or uneconomical, the parcels of land will be assembled for high density development. Some larger homes may be converted to multiple-family units; and as a result, extend their economic life. Nearly all land designated for high density development is positioned along major traffic routes and around the business center.

#### COMMERCIAL LAND USE

The intent of the Comprehensive Plan is to promote the existing business center as the primary area of commercial activity. A survey of the business people and of the community revealed that both groups were decidedly against commercial development outside the business center. However, the plan recognizes that there are limitations for expansion in the business center and that other areas are committed to existing commercial uses.

Currently, 9 acres are developed with commercial uses. The low acreage of commercial development represents .3 acres per 100 persons. Although commercial activity in Mt. Angel is not expected to increase substantially in the immediate future, it is important to designate sufficient land area for future, commercial development. However, to allow for commercial activities that require extensive land area and a choice in the market place, the plan designates land area in excess of the projected need. A total of 38 acres is designated for commercial use. In addition to the 9 acres already commercially developed, nearly 21 acres are occupied by non-commercial activities and only 8 acres are vacant. The non-commercial land uses are considered as transitional and the land area available for commercial development over a period of time.

The business center has only 3 acres of vacant land for future commercial development. Most of the vacant acreage consist of small lots that will present difficulties for development to include required landscaping and off-street parking. Due to the limited land area, an objective of the Plan is to vacate unnecessary streets in an effort to aggregate sufficient developable acreage in the business center. The streets proposed for vacation are located between Marquam Street, Monroe Street and Main Street and they are: John Street, Marion Street and Sherman Street. The vacation of either street will not disrupt traffic circulation around or through the area. An additional 2 acres of vacant land is located between Monroe Street and the Southern Pacific Railroad line.

The largest collection of vacant parcels is located outside the business center, northeast of Main and Marquam Streets. Nearly one-half of the 7 acres is vacant. The acreage and dimension of the land is needed to provide space for an extensive commercial activity or a planned commercial development.

Traffic congestion in the city results from six major roads channelling traffic into the business center. To partially relieve traffic flow through the business center, the Transportation Element of the Plan designates three new street connections. These streets will connect State Highway 214 with South Main Street, Esson-Mt. Angel Road with South Main Street, and Mt. Angel-Gervais Road with the Esson-Mt. Angel Road. Development of either street will redirect traffic not destined to the business center.

Many businesses are operating in structures built many years ago and are obviously in need of repair and rehabilitation. Over the years, though, the business community has added building facades of a Bavarian theme for the annual Oktoberfest celebration. The community's response to two surveys has shown that rehabilitation of the business center was favored by improving streets, sidewalks and crosswalks (sloped), adequate parking and building facades.<sup>9</sup> The primary emphasis is to improve vehicle and pedestrian access plus the visual quality of the community. Nine curb crossings were recently selected for construction of sloped curbing to aid wheelchair residents of the city.

#### INDUSTRIAL LAND USE

Industrially developed land in Mt. Angel has increased 200 percent since 1966. Currently, 29 acres are developed with various industrial activities and another 18 acres are designated on the Plan map for industrial uses. The industrial designation on the Plan exceeds the projected land area need by 14 acres. Industrial development and land area need is, however, more a function of public policy and community acceptance.

The largest amount of land area is located north of the business center, between State Highway 214 and the Southern Pacific Railroad line. The remaining 4 acres of industrial land recognizes the activities of Wilco Farmers and Perris Valley Campers.

The travel trailer manufacturing firm of Homette RV's, Buddy Mobile Homes, Ziemann Corporation and a small precision machine shop occupy 21 acres of the land area. An additional 10 acre parcel is located along the railroad line. The balance of land area paralleling the railroad line consists of several small parcels that would be more appropriately developed with small scale industrial activities. This land area, however, will be difficult to develop due to most of the parcels being land-locked without street access. When developed, though, special precaution needs to be exercised so that heavy industrial traffic does not penetrate the high density residential area to the east. Although industrial and residential uses may face each other along John Street, the use of trees and other forms of landscaping and screening can be effective in reducing any visual incompatibility.

Future industrial development of the single 10 acre parcel will essentially curtail future industrial development without expansion of the urban growth boundary. Therefore, it is intended that before the 10 acre site is fully developed, the community should re-evaluate the urban growth boundary for inclusion of more land area for industrial expansion. This re-evaluation process is to include community involvement, a public hearing and a demonstrated need for expansion of the boundary.

The attraction of industrial activities to Mt. Angel is largely due to the efforts of the Mt. Angel Area development Corp. The corporation was formed

<sup>9</sup>Community Attitudes Survey and Survey of Business in Mt. Angel, Mid Willamette Valley Council of Governments, December 1976.

by members of the community to purchase land for both immediate development and a reserve for future industrial expansion. In addition, the corporation's effort has been to provide large sites free of conflicting uses, with multiple transportation systems, within urban service areas and with physical site qualities particular to industrial activities. The industrial land has all the site and locational advantages for development of an industrial park and future industrial expansion outside of the urban growth boundary. The city's juxtaposition to regional markets is less apparent but is enhanced by the availability of railroad freight service. The anticipated road widening and bridge improvements along the Mt. Angel-Woodburn Highway will increase its regional advantages for industrial development.

The community's criteria for future development requires industries with minimal sewage requirements along with the potential to broaden the community's economic base and provide employment opportunities for its residents.<sup>10</sup>

The city's average household size of 3.1 persons per housing unit is slightly lower than 3.25 as reported by the 1970 census. This trend parallels the reduction in household size both nationally and statewide. Continued decline of the average household size may lessen the need for housing units with more than three bedrooms.

The 1970 median income for families and unrelated individuals in Census Tract 104 was \$4,434; considerably below Marion County's median income of \$7,120. Individuals of the low-median income of the census tract, 189 individuals under 65 years of age had incomes below poverty level. Statistically, 13% of the family heads and over had incomes below poverty level. While the income data is dated, it potentially indicates a need for low cost housing in the city.

Again, in 1970 Mt. Angel was reported to have 10.3% of its housing units with more than one person per room. Crowded conditions as defined as "more than one person per room of livable space". Results of a 1976 housing survey suggest that crowded conditions have not improved. Twenty-four percent of the people responding indicated that there is too little space in their house. This response is more indicative of the individual's perception of crowded conditions rather than measure of persons per room.

#### PROPOSED HOUSING NEEDS

The updated housing survey has identified a total of 808 housing units. Of these, 527 were single-family units including mobile homes and 279 were multiple-family units. Seventeen housing units (2.1%) were vacant.

To meet the housing need of the projected population growth for the area within the city's Urban Growth Boundary, it will be necessary to increase the local housing stock by an average of a little more than 18 units per year. Table 18 summarizes the total projected housing units for each five year period and the distribution of housing by type.

#### Housing Types

It is the intent of the Comprehensive Plan to encourage adequate housing at varying price/rent ranges to accommodate the projected population growth.

<sup>10</sup>Ibid.

## CHAPTER IV HOUSING ELEMENT

The Housing Element of the Comprehensive Plan is specifically intended to address the housing needs of the current and future residents of Mt. Angel. Currently, residential uses occupy nearly 50 percent of the developed land in the city. The predominant housing type is the single-family residence; however, multiple-family housing and mobile homes are steadily increasing in their proportion to the total housing stock.

### HOUSING CHARACTERISTICS

In 1977 a review of residential appraisal cards of the Marion County Assessor's was used to evaluate the condition of housing units in the city. The review and evaluation process identified 9 substandard units, while another 142 units were considered marginal; bordering between standard and substandard.

The city's average household size of 3.1 persons per housing unit is slightly lower than 3.27 as reported by the 1970 census. This trend parallels the reduction in household size both nationally and statewide. Continued decline of the average household size may lessen the need for housing units with more than three bedrooms.

The 1970 median income for families and unrelated individuals in Census Tract 104 was \$4,454; considerably below Marion County's median income of \$7,250. Indicative of the low-median income of the census tract, 149 individuals under 65 years of age had incomes below poverty level. Similarly, 33% of the family heads 65 and over had incomes below poverty level. While the income data is dated, it potentially indicates a need for low cost housing in the city.

Again, in 1970 Mt. Angel was reported to have 10.3% of its housing units with more than one person per room. Crowded conditions is defined as "more than one person per room of livable space". Results of a 1976 housing survey suggest that crowded conditions have not improved. Twenty-four percent of the people responding indicated that there is too little space in their house. This response is more indicative of the individual's perception of crowded conditions rather than a measure of persons per room.

### PROJECTED HOUSING NEEDS

The updated housing survey has identified a total of 806 housing units. Of these, 527 were single-family units including mobile homes and 279 were multiple-family units. Seventeen housing units (2.1%) were vacant.

To meet the housing need of the projected population growth for the area within the city's Urban Growth Boundary, it will be necessary to increase the local housing stock by an average of a little more than 18 units per year. Table 16 summarizes the total projected housing starts for each five year period and the distribution of housing by type.

### Housing Types

It is the intent of the Comprehensive Plan to encourage adequate housing at varying price/rent ranges to accommodate the projected population growth

and to insure inadequacies do not persist in providing safe and sanitary housing affordable to all income groups. The continuing cost increases of land, materials, labor and financing make it mandatory to follow this policy if all who desire to live in Mt. Angel are to be accommodated.

### CONVENTIONAL HOUSING

Every community has a responsibility to insure that adequate housing at appropriate prices/rent is available to existing and future residents of the city. In this respect, as the cost of land and housing continues to rise and building materials and energy supplies become more scarce, the city must view its existing housing stock as a valuable resource. Preservation of the older housing stock in Mt. Angel is essential if the city is to provide decent housing within the financial reach of all its residents.

It is the policy of the Comprehensive Plan to encourage the maintenance, conservation and rehabilitation of existing residential areas and housing stock within the community. This can be accomplished best by an active rehabilitation program. The principal deterrent to home rehabilitation has been the lack of adequate financing and the lack of knowledge of available financing programs such as state and federal weatherization programs. Furthermore, the tax on residential improvements does not provide the incentive to insure maintenance and improvement of existing housing. Special efforts will have to be made to insure that families with low and moderate incomes take advantage of available rehabilitation loans or grants. A December 1976 housing survey reported that 60% of the homeowners responding were interested in a low-cost loan.<sup>11</sup> The same survey reported that 47% of the homeowners would use a home repair grant. Responses indicate that the most serious home repair needs were roofing and insulation, in individual amounts of \$500 to more than \$2,000.

It is also the city's policy to further promote energy conservation by encouraging the conversion of residential structures, that might otherwise be demolished, into a use that recognizes the integrity of the area.

In addition to the maintenance of existing housing stock, it is essential that an attitude prevail within the city that will insure the construction of an average of 18 housing units per year. It is a policy of the Comprehensive Plan to encourage new and innovative development standards which promote the use of both odd-shaped lots and under-utilized residential land to bring about a cost reduction in housing. A relaxation of zoning and subdivision standards has been used effectively elsewhere to achieve fuller utilization of vacant, in-city land.

The intent of the Comprehensive Plan is also to encourage a compatible mixture of multiple-family housing with the medium density residential district. The desired result is to disperse the availability of various housing types throughout the community. The city's insistence on appropriately designed and landscaped multiple-family housing in the medium density areas will insure that the amenities in single-family subdivisions will be preserved.

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<sup>11</sup> Preliminary results of Regional Housing Survey, Mid Willamette Valley Council of Governments, February 1977.

## MOBILE HOMES

Throughout Marion County mobile homes represent more than 6% of the total housing stock. Mobile homes increased in number by approximately 353% from 1960 to 1970. Mobile homes within the city have nearly doubled since 1970 to 35 units. The Planning Commission has recently approved a 42 space addition to the 30 space Engelberg Plaza mobile home park. Ample opportunity is provided in the Plan and ordinances of the city for development of mobile home parks. For this reason the placement of mobile homes on individual lots is not allowed.

## SUBSIDIZED HOUSING

Two federal agencies presently operate subsidized housing programs in Mt. Angel. They are: the Department of Housing and Urban Development (HUD) and the Department of Agriculture, Farmers Home Administration (FmHA). Currently, 62% of the subsidized housing units in the city is financed by FmHA. In total, there are 116 subsidized housing units in Mt. Angel; representing 14.4% of the total housing stock. Table 17 tabulates subsidized housing in Mt. Angel by program and financing agency.

Appendix A lists federally assisted housing programs with information on maximum income limits and level of funding available for each program.

The total number of subsidized housing units absorbed by a community should be regulated not only by a community's capability to absorb subsidized housing, but also by a regional allocation or "fair-share" viewpoint. Historically, housing assistance has been dispersed irrespective of an allocation plan. The result is a ratio of subsidized housing to the total housing stock as high as 38% in some communities ranges with an average of 7% for all communities.

The inequitable balance of subsidized housing among communities has not only affected school district budgets, but also a broad range of public facilities and services which community revenues are obligated to provide.

Congress, through passage of the 1974 Housing and Community Development Act specifies that in providing for housing needs, local governments must identify general locations of proposed subsidized housing in a manner to avoid a concentration of subsidized housing in areas already containing a high proportion of low-income and minority persons. A stated purpose of the Act is to encourage an equitable distribution of low-income housing and promote a greater choice in housing opportunities.

As a result, an areawide housing opportunity plan is being drafted for the tri-county region.<sup>12</sup> The plan, though not yet completed, has an objective to allocate subsidized housing units to well-served areas of the region currently offering limited low and moderate income housing opportunities; priority is to be given to communities that have better services, but that have the most serious housing needs. Five factors are used to evaluate the availability of retail and social services for low income households seeking housing and the ability of the community to absorb additional subsidized housing. These factors are: 1) percent of households that qualify for housing assistance; 2) availability of medical, public assistance, postal, banking, food and drug, and retail merchandise and shopping; 3) projected rate of urbanization; 4) proximity of low and moderate households to central cities and job markets; and 5) availability and frequency of transit.

<sup>12</sup> Preliminary report, Areawide Housing Opportunity Plan (HOP), MWVCOG, 1977.

TABLE 16

PROJECTED HOUSING NEED

TIME PERIOD	POPULATION INCREASE		PROJECTED STARTS		VACANCY <sup>1</sup> SPLIT			TOTAL HOUSING STARTS	HOUSING <sup>2</sup> DISTRIBUTION		
	NO.	%	STARTS	%	SF-1%	MF-2%	SF		MF	MH	
1975-79	329	13.3	106	5	11		67	43	12		
1980-84	258	9.2	83	4	8		52	33	10		
1985-89	211	6.9	68	3	7		43	27	8		
1990-94	216	6.6	70	4	7		44	28	9		
1995-2000	177	5.0	57	3	6		36	23	7		
TOTAL	1,191		384	19	39		242	154	46		

<sup>1</sup>An adjustment is required to maintain a supply of vacant housing

<sup>2</sup>S.F. is single-family; M.F. is multiple-family; and M.H. is mobile homes.

TABLE 17

SUBSIDIZED HOUSING IN MT. ANGEL (1976)

DEPT. OF HOUSING AND URBAN DEVELOPMENT	DEPT. OF AGRICULTURE	TOTAL
Section 8 Housing	235 Single-Family Housing	502 Single-Family Housing
Section 23 Leasing Program		
26	15	72
3		
		116

A ranking of these factors into short and long-term housing allocation goals, places Mt. Angel as a second and third priority area of a three priority system. Mt. Angel would receive .11% of the regional subsidized housing need. Preliminary results indicate Mt. Angel's "fair-share" of subsidized housing should provide a 10-year minimum of 102 units and no more than 204 units as a "full share goal" by 1988. A three-year minimum is set at one unit, and a maximum of 4 units.

It should be remembered that the 3 and 10 year goals are to be met with housing programs that provide financing for new construction and assistance payments to existing renters residing in Mt. Angel.

Another major provision is policy 1 of the proposed Housing Opportunity Plan. This policy states:

*Three times the region-wide average of 7% subsidized housing will be used as the standard for determining whether a community has exceeded maximum level of subsidized housing from one particular housing program. A community may exceed its numerical goal only if it provides the additional subsidized housing using a program which does not already comprise more than 21% of the housing stock. Twenty-one percent also approximates the region wide average of housing need and there is no reason to expect that one community should receive either its share or the region's proportion of need in one housing type. Practically applied, the only subsidized housing program that has financed more than 21% of all housing in one community is the Farmers Home Administration's 502 single-family Homeownership Program. An exception to the 21% limit would be to allow qualified elderly and minority families the opportunity to find housing wherever it is available.*

The present number of subsidized units already in the city is considered in calculating the percent and number of subsidized units which have been established as goals for the next 3 and 10 year periods.

To reduce the inequitable balance of subsidized housing, the city should participate in an areawide housing allocation plan. The city would then be in a position to control the location and amount of subsidized housing, while providing for the housing needs of the current residents and households expected-to-reside in the community.

## CHAPTER V

### ECONOMIC DEVELOPMENT ELEMENT

Mt. Angel has a well established and somewhat diversified economic base. Currently, the city has five industries employing 189 people. Homette manufactures trailers and has been established in the city for two years. Buddy Mobile Homes, a new industry, employs 60 people. Perris Valley Campers is another recreation related industry that manufactures truck campers, with distributions throughout the Pacific Northwest. Zieman Corporation is another new industry that manufactures chassis for mobile homes.

Wilco is the only agricultural related industry in Mt. Angel employing 57 people.

The service type industry of Mt. Angel Towers and the Benedictine Nursing Center have a combined employment of 160 people. Both are well established in the community.

The retail and selective service industries have been plagued by the existence of major shopping and service centers in Silverton and Salem. Over the years, tourism has contributed to the local economy largely as a result of the annual Oktoberfest celebration and the attraction of the Mt. Angel Abbey.

#### BASIC INDUSTRIES

In order to provide Mt. Angel with a stable economic base, it is a policy of the Comprehensive Plan to preserve existing business and industry while encouraging a diversification of business and industry. It is difficult, however, to forecast economic growth for a small community that does not have a resource base upon which to attract non-agriculturally related industries. Mt. Angel Area Development Corporation has been active in promoting industrial development in Mt. Angel. The corporation has purchased individual parcels and has reserved their use for industrial purposes.

In a survey of businesses Homette reported that within five years an estimated 50 additional employees will be added to their firm. Homette's employment estimate, coupled with Buddy Mobile Homes' employment of 60 people has increased employment opportunities in Mt. Angel. However, continuous increases in fuel costs could reduce these employment estimates. Wilco has indicated that future growth in production may increase employment by five people within the next five years.

#### RETAIL INDUSTRY

The growth of the retail sector has been hindered due to major shopping areas in Silverton and Salem. Four new businesses have located in Mt. Angel within the last eighteen months. Retail trade statistics are not available to measure the growth of the retail sector though. A survey of the community indicated that a greater variety of stores (i.e., clothing, an evening restaurant, etc.) is needed in the city. People of the business community generally agree that some business is lost to other cities due to a greater variety of merchandise. Business people and people of the community support the need for a greater variety of shopping, but not businesses that would be competitive to stores already established in the city.

The number of retail establishments and the volume of retail sales will, most likely, increase in relation to population growth. Growth of the industrial sector should help stimulate retail growth too.

#### SELECTIVE SERVICE INDUSTRY

The selective service industry includes services rendered to individuals or businesses which require some degree of specialization. These include such services as medical, legal and engineering services.

The two largest employers of this sector are the Mt. Angel Towers and Benedictine Nursing Center. Expansion of either business has not been announced, but Mt. Angel Towers may in the future enlarge their operation with more intermediate or intensive care facilities. School employment will most likely increase with growth in student enrollment.

#### FINANCIAL AND GOVERNMENTAL SECTOR

Currently, the city has three financial institutions. Additional banking operations are not anticipated in the immediate future.

The governmental sector has ten employees. Minor increases in employment may result with an expanding population and service area.

Future employment estimates provided by the various business and industrial activities offer a more direct indication of future employment and economic growth in Mt. Angel. Growth and diversification of the city's basic activities in agriculture and manufacturing should provide the major earning potential for the community, and much of the basis for growth in the economic sectors of retailing, construction and service. The city, though, needs to attract other types of industry to achieve greater economic diversity. As part of the Comprehensive Plan, more effort directed by the city in developing park and recreation facilities, improving the business center, improving the streets and supplying sufficient sewer and water capacity will be significant in attracting other non-resource based industries. Above all, industries that strengthen the local economy and provide a wider range of job opportunities are encouraged to locate in the city.

## CHAPTER VI

### TRANSPORTATION ELEMENT

This chapter of the Comprehensive Plan provides a guide for improvement of the city's streets and circulation system. Consideration of other modes of transportation are incorporated into the Plan which specifically relate to pedestrian and bicycle circulation.

#### EXISTING TRANSPORTATION SYSTEMS

The principal mode of transportation is the automobile. Public transportation is provided by Hamman Stage Lines twice daily to Salem and Silverton. The transportation needs of the elderly or other transportation-disadvantaged people are provided through the Benedictine Nursing Center, Marion County Housing Authority, and Mt. Angel Towers. Pedestrian and bicycle traffic are the only other modes of people-transportation available in Mt. Angel. The city does not have a developed bicycle lane system.

The Southern Pacific Railroad line traversing the city has resulted in three street-grade railroad crossings. The street crossing on Marquam Street is in the process of being reconstructed to improve traffic flow and safety with installation of warning devices and street widening and resurfacing. Additional surface level railroad crossings are to be discouraged.

#### TRAFFIC CIRCULATION PLAN

The traffic circulation plan is intended to guide and assure the dedication or acquisition of right-of-way for streets, to establish adequate pavement widths, and to aid in the development of a capital improvements program, including priorities for expenditures and design standards.

#### Functional Classification of Streets

Streets and highways have an impact on the direction and form of growth the community takes; and land use and traffic generation have a direct relationship. Each type of land use has its own characteristics of traffic generation. Places of employment, shopping and recreation are termed as intensive generators because they generate a high volume of traffic per unit of land area. On the other hand, low density residential areas are considered as extensive generators because of a lower volume of traffic generated per unit of land area. Traffic circulation system is, therefore, based upon three distinct and interrelated types of streets: arterials, collectors and minors. The streets shown on the Comprehensive Plan map are classified according to their function with respect to the degree of access provided abutting property and the movement of through traffic.

The arterial street is the principal mover of traffic within and through the community. It interconnects the major traffic generators and links with important rural routes. State Highway 214 and North Main Street are the only arterials in Mt. Angel.

The collection street collects traffic within an area and distributes it to an arterial street. A principal function of a collector street is to move traffic

but is not considered to augment an arterial street. Five proposed streets, also shown on the Plan map, are to be designed to function as collector streets.

A minor street primarily serves to provide direct access to abutting land and offers the lowest level of traffic movement. Through traffic on minor streets is deliberately discouraged.

### Traffic Circulation

It is a policy of the Comprehensive Plan that the city take full advantage of public investment in existing streets and that new streets be developed to improve traffic circulation and relieve traffic volume on existing streets.

The five proposed streets are intended to improve traffic circulation in and around the city by connecting existing streets. These streets are to be designed to function as collector streets. The exact alignment of the proposed streets is not proposed, but will be detailed as the land is subdivided. In this manner subdividers are not tied to an inflexible street pattern, but they are alerted to the fact that these collector streets are needed. Subdivision design and routing of either street should insure a street of minimal curves with the ability to extend the street when future subdivision activity takes place. Although one of the streets is shown to extend outside the urban growth boundary, it is intended to illustrate future street location when this area is included in the city's boundary.

The proposed street connecting South Main Street with the Esson-Mt. Angel Road, is of particular importance for east-west traffic movement. Due to the extent of development along this section of Main Street, however, the city must initiate action to acquire property of sufficient right-of-way width before the land becomes fully developed.

The proposed street connecting South Main Street with College Street is also intended to improve east-west traffic and especially to redirect traffic not destined to the business center. The street alignment follows a 60-foot strip of land between Wilco's and the Nursing Center, continuing east over Portland General Electric's unused utility right-of-way. The street connection between South Main Street and State Highway 214 is complicated by the nearness of the railroad line to the state highway and South Pacific's disapproval of more railroad crossings. The balance of the street would be developed through subdivision activity, provided the city gains title to the land.

An alternative to the above street connection is the improvement and partial realignment of Academy Street. The realignment near the intersection of Academy and College Streets is required to improve sight distance and traffic flow. The Academy Street alternative would be less disruptive to future residential development, yet provide property access for land to the north.

### Street Conditions

The degree of street improvements in the city range from undeveloped rights-of-way to fully improved streets. Streets consisting of half-paved widths, or

gravel surface will eventually require full street improvement. Increased traffic usage resulting from land infilling will necessitate these improvements. The following streets are recommended, in order of priority, for any applicable curbs, sidewalks and full street paving; estimated construction cost is also included:

Alder Street between Taylor and College	\$ 42,000
N. Pershing Street	46,000
Leo Street	68,000
Academy Street (not including realignment)	125,000
Buchheit Street between College and Academy	35,500
Sherman Street between Railway and Lincoln	21,000
Marion Street west of Railway	10,000
St. Mary's extended	21,500

In addition to the above street improvements, the following streets should be vacated:

- Birch Street between the north and south line of Humpert Park;
- John, Marion and Sherman Streets between Railroad Avenue, Main Street and Marquam Street;
- Wilke Street between Cherry and Alder Streets.

The partial vacation of Birch Street will eliminate double street frontage of Humpert Park. The vacated right-of-way should be added to the park. The vacation of John, Marion and Sherman Streets is to be coordinated with any proposed commercial development within the resulting triangular property.

The overall intention of the Transportation Element is to improve traffic circulation, and enhance the movement of pedestrian and bike traffic to parks, schools, residential areas, and shopping and employment centers.

#### PARKS AND RECREATION

Currently, the city has 11.4 acres of park land; exceeding a standard of 2.5 acres per 1000 population established by the National Parks and Recreation Agency. The school's playground equipment, and track and field grounds suggest the amount of recreation space in the city. None of the city's parks are developed with a variety of recreational activities for different age groups and interests. A survey of the community's recreational opportunities as being poor for many

## CHAPTER VII

### PUBLIC FACILITIES AND SERVICES ELEMENT

The Public Facilities Element of the Comprehensive Plan is intended to be used as a guide for urban development. Urban growth will be encouraged only in areas where public sewer and water can be efficiently provided.

#### SCHOOLS

The three schools of Mt. Angel School District 91 are located within the city. Past student enrollment of the schools has fluctuated during the past five years; mostly attributed to large families moving in or out of the area.

Enrollment projections for all three grade levels to 1980 were developed by Portland State University. Table 18 shows the enrollment projections and actual enrollment figures for 1975 and 1976.

The enrollment projections show a slight increase from previous years. Although enrollment did increase at the end of the 1975/76 school year, enrollment was considerably less than that projected. The beginning 1976/1977 school year enrollment for each of the grade levels registered a decline of 68 students from the previous school year. Although enrollment has been erratic in previous years, a higher percentage enrollment can be expected with increased employment opportunities and housing construction.

Although past enrollment and the enrollment projections do not indicate immediate facility needs, several long-range needs have been identified. A new lower elementary school should be considered for future construction adjacent to Ebner Park. The site as shown on the Plan map contains approximately six acres and would allow the school and park to be built as contiguous units. A lower elementary school in this area would be closer to the students who would be attending the school; reducing walking distance and need for busing. If a new lower elementary school is built, the grounds of the existing school should be preserved as a playground or open space area for the community.

Both the upper elementary school and high school may require additional classrooms. Classroom expansion for the high school may require additional land area to the east. The upper elementary school is designed and sited to allow additional classroom space.

The future of the Colegio as an educational facility is uncertain, though it is designated on the Plan map for school use. If the school is closed, the buildings and grounds should be converted for use as housing for senior citizens or other use compatible with the residential character of the area.

#### PARKS AND RECREATION

Currently, the city has 11.4 acres of park land; exceeding a standard of 2.5 acres per 1000 population established by the Regional Parks and Recreation Agency. The school's playground equipment, and track and field grounds augment the amount of recreation space in the city. None of the city's parks are developed with a variety of recreational activities for different age groups and interests. A survey of the community rated recreational opportunities as being poor for teen

TABLE 18  
ENROLLMENT PROJECTIONS 1976-1980

GRADES	ACTUAL		ACTUAL				
	1975	1976	1976	1977	1978	1979	1980
1 - 4	225	231	243	230	229	228	227
5 - 8	240	253	230	255	258	260	262
9 - 12	231	249	227	259	269	279	289
TOTAL	696	733	700	744	756	767	778

SEWER SYSTEM

Expansion and upgrading of the treatment system will be required before any significant growth can take place. Although the treatment system has a designed capacity to serve a population of 1,601, severe infiltration and inflow greatly exceeds this capacity. Sewers were first constructed in 1915 and 1912. A sewage treatment plant was not constructed until 1955. The treatment plant is located west of the city limits where it discharges treated wastewater into an unnamed tributary of the Hudson River.

WATER SYSTEM

Additional water supply, producing approximately 1,000 gpm will have to be developed by 1980. The well will be located immediately west of the current city limits in order that sufficient water and flow is provided in the planned urban expansion area. Mr. Angel receives his water from a concrete underground reservoir with a potential of 1.175 million gallons. Storage is provided by two wells that have a combined capacity of 425,000 gallons.

groups and senior citizens, and suggested a broader range of opportunities including a swimming pool and recreation/community hall. A planned swimming pool in the Mt. Angel-Silverton area and additions to the school's outdoor playgrounds should improve recreation opportunities in the city. However, the city should not entirely depend upon school grounds and private recreation facilities to satisfy community recreational needs. Schools do not provide outdoor recreation facilities for adults and senior citizens.

As part of the Comprehensive Plan, it is recommended that the city's three undeveloped park sites be prioritized for improvements over purchase of additional park land. Ebner Community Park should be improved first and coordinated with the future development of an elementary school so as to avoid duplication of recreational activities. The community park should include such features as tennis and basketball courts, softball field, picnicking areas and cooking facilities. May Street Park and Humpert Park should be developed as day-use parks with playground equipment, picnic area, sitting area, and ball field.

Open space needs for more passive recreation would be supplied through preservation of agricultural land, areas of historical or cultural significance, and lands not suitable for development. Three areas are designated on the Plan map as agriculture/open space. The steep drainage way adjacent to Ebner Park should remain as open space and be developed with a trail connecting the park and the Mt. Angel-Gervais Road. The two remaining areas recognize the current agricultural use of the land.

#### WATER SYSTEM

Mt. Angel receives its water supply from a series of wells that have a combined potential of 1.175 million gallons per day. Water storage is provided by two concrete underground reservoirs with a combined capacity of 425,000 gallons.

Additional water supply, producing approximately 400 gpm will have to be developed by 1980. The well should be located immediately west of the current city limits in order that sufficient water pressure and flow is provided to the planned urban expansion area.

A projection of water storage needs indicates that additional reservoir capacity is already needed (estimated at 1.259 million gallons by 1980). This amount, however, may not be appropriate to the needs of the city. It is a recommendation of the comprehensive plan that the optional arrangement of providing additional water storage or water supply be investigated as to the cost of storage balanced against the cost of providing additional water supply, increased fire protection, and more uniform pressure in the distribution system.

#### SEWER SYSTEM

Sewers were first constructed in Mt. Angel between 1910 and 1915. A sewage treatment plant was not constructed until 1955. The treatment plant is located west of the city limits where it discharges treated wastewater into an unnamed tributary of the Pudding River.

Expansion and upgrading of the treatment system will be required before any significant growth can take place. Although the treatment system has a designed capacity to serve a population of 3,661, severe infiltration and inflow greatly

reduces the plant's treatment capability during wet conditions. Based upon completion of a cost-effective analysis, the city will have to either reduce line infiltration and inflow or enlarge the plant's treatment capacity, or both. Either corrective measure will have to conform to the Oregon Department of Environmental Quality's waste discharge permit. Modification of the treatment plant will require a higher waste discharge standard than the city currently operates under.

Analysis of sewer line locations and projected year 2000 flow conditions indicates that the area within the urban growth boundary is readily serviceable by existing or extensions of existing lines. These areas would be sewered by developers. Only one 8-inch line is indicated for installation by the city. The line would follow the drainage way, adjacent to Ebner Park, 1000 feet and connect with the 18-inch main line. Repair or replacement of collection lines to reduce infiltration and inflow should be completed as these line segments are identified, especially the line on Marquam Street between Main Street and the railroad line.

It is a policy of the Comprehensive Plan that sewer and water facilities not be extended beyond the urban growth boundary, except to the treatment plant and that these services not be provided to users outside the city unless first annexed to the city. All new development is to be restricted to the area within the gravity flow boundary.

#### STORM DRAINAGE SYSTEM

The existing storm drainage system is operating at a ten-year flood protection level, but further in-city development will reduce it to its designed five-year flood protection level.

A prioritization is recommended for the resizing and rerouting of receiving storm drainage lines located west of Railroad Avenue. Another immediate priority is the area between Church and Academy Streets. A portion of this land has been designated by HUD as being a Zone A Flood Hazard Area. To relieve the situation the city engineers propose to divert some of this water to the south of Academy Street. Cost of the diversion is estimated to be \$55,000. A second project proposed for the area is the installation of an 18 to 24 inch storm drainage line. This line would replace surface drainage into an open ditch running east and west between Church and Academy Streets. Both storm drainage improvements are needed to make the area more developable.

#### SOLID WASTE

It is important for the city to participate in a regional solid waste management program. Sites that fulfill the criteria for solid waste disposal and are acceptable to the public are scarce in the Mid Willamette Valley region. As a result, Mt. Angel will participate in a regional solid waste management program that maximizes the use of existing sites and that coordinates the solid waste activities of counties in the Mid Willamette Valley region.

#### PUBLIC BUILDINGS AND SERVICES

The location of City Hall serves as a focal point of activity in the community. Situated within one block of city hall is the post office, library, fire station and police department, Berchtold Memorial Park, and numerous retail stores.

Although the structure is old, the small number of city employees does not demand a new city hall. However, future space needs of the police department, fire station and library present one possible rearrangement. This rearrangement of city departments and services is prompted by the need for a single fire station, to house future additions of fire fighting equipment. For a new fire station, a site should be selected within approximately a two block radius of the present station's location. Criteria for site selection should include not only land of adequate size and dimension, but also proximity to the places of employment of the volunteer force and nearness to Church and Main Streets.

Once both portions of the fire station are relocated, the vacated portion of city hall can be remodeled and used as a combined city council and community meeting place. The library could then expand into the present city council chamber. The remaining building area on the corner of Church and Cleveland Streets could be used by Public Works.

COMMUNITY APPEARANCE

Some degree of community attractiveness can be assured through implementation of the policies of this Comprehensive Plan and use of the city's zoning and subdivision ordinances. However, maintaining the quality of livability will require the combined efforts of the community.

The attractiveness of the major entrances to the city can be enhanced as the city expands through use of landscaping and tree planting that is compatible with existing landscaped properties.

The business center is in need of some renovation. This can best be accomplished by establishing the Bavarian architectural style as the theme for construction or reconstruction of buildings in the business center. The architectural compatibility of the buildings would be complemented with landscaping. Renovation of the business center, and landscaping and tree planting along the major entrances would undoubtedly heighten community pride.

Community pride can transcend to maintenance of private property through the city or a civic organization sponsorship of a local clean-up, fix-up and paint-up campaign. Private and city participation in a Home Rehabilitation Program should provide incentive for an active housing maintenance program in Mt. Angel.

SOLID WASTE

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## CHAPTER VIII

### IMPLEMENTATION

The Comprehensive Plan provides a policy framework for guiding all urban growth and development. However, the Plan is only the initial step in the planning process. The achievement of the goals, objectives and policies of the Plan are also part of the planning process. The devices by which the city may implement the Comprehensive Plan are detailed in this chapter.

The methods by which Comprehensive Plans are implemented greatly vary, but most always involve the cooperative efforts of private citizens, business enterprise, and local, state and federal governments. These implementing methods may be grouped into four categories: Regulatory Controls, Intergovernmental Cooperation, Public Improvement Financing and Community Program Planning. The second part of this chapter involves a continuous planning process for plan revisions and citizen involvement.

#### REGULATORY CONTROLS

##### Zoning Ordinance:

The zoning ordinance is a means of plan implementation which regulates the use of land by dividing the city into residential, commercial, industrial and other zoning districts. It establishes uniform regulations within each district as to use, building height, lot size, building setbacks from streets and property lines, housing density, landscaping, and other similar requirements.

State laws and recent Oregon Supreme Court decisions have defined the relationship of comprehensive plans and zoning. Oregon law (ORS Chapter 197) not only requires cities to adopt comprehensive plans, it also requires that their zoning ordinance conform to the comprehensive plan. The Baker vs. City of Milwaukie court decision is also supportive of the state mandate. In this decision, the court ruled that in the event of a conflict between a city's zoning ordinance and comprehensive plan, the comprehensive plan shall be the guiding document. As a result, the city must proceed to amend its zoning ordinance to conform to the adopted Comprehensive Plan.

Furthermore, another court decision, Fasano vs. Washington County, has ruled that all zone changes must conform to the comprehensive plan. Therefore, once the zoning ordinance has been amended to conform to the comprehensive plan, any subsequent zone change must first be preceded by an amendment of the Comprehensive Plan.

In light of the state land use planning mandate and recent court decisions, the enactment of a new zoning ordinance is an important step in implementing the Plan. Although zoning and other regulatory controls are considered as negative instruments to regulate the standards of development, the proposed zoning ordinance is designed to provide flexibility and incentive for a compatible mixture, and yet a balanced arrangement of land uses, good layout and design, quality development and open space. Therefore, adoption of the proposed zoning ordinance will give effect to the goals, objectives and policies of the Comprehensive Plan.

Although the zoning ordinance does not deviate significantly from traditional ordinances, it does allow for a compatible mixture of housing types, and commercial and residential land use. A mixture of housing types, whether detached single-family or multiple-family units, is allowed in all residential districts through use of a planned unit development provisions. The two residential zoning districts of the ordinance (i.e., RS, Residential Single-Family; RM, Residential Multiple-Family) relate more to the overall density of development than the type of housing units, as it implies. An example would be multiple-family units or a cluster-type of subdivision in the RS zone, where the total number of units allowed would not exceed the normal number of housing units which could be developed under conventional platting in the RS zone. The balance of land area not used for housing would remain as open space for purposes of recreation or for preservation of non-developable land.

This approach to land preservation could easily apply to the drainage way adjacent to Ebner Park; noted on the Plan map as open space/agricultural land.

Extensive citizen involvement during the planning process has also identified areas of the community where a compatible mixture of residential and commercial uses are desirable as a transition between established commercial and residential areas. The residential-commercial zone (RC) is to be applied to specific areas designated on the Plan as either commercial or high density residential. The intent is to encourage a compatible mixture of land uses, while not prematurely zoning areas strictly for commercial development; thus, inhibiting the development or encouraging deterioration of housing units.

Signs are also regulated by the zoning ordinance. This ordinance provision regulates the placement, height and area of signs. The overall objective is to encourage signs that are not obstructive, but signs that relate to the Bavarian character and established theme of the community.

#### **Subdivision Ordinance:**

The subdivision ordinance is another tool which assists in the achievement of the goals, objectives and policies of the Plan by prescribing standards for the subdivision of land. Subdivision regulations establish reasonable minimum standards for streets, block and lot sizes and lists improvements to be provided by the subdivision.

A subdivision ordinance was also prepared as part of the planning program. This ordinance will regulate subdivision and partitioning so that high standards of layout and design will be maintained. The regulations also provide for the dedication of land for public purposes including streets and parks. In addition, the regulations require that sites for public improvements be reserved for a reasonable period to allow time for acquisition by the appropriate public agency or school district.

#### **Building Code:**

Building codes define standards for structural strength, and standards for fire, safety, plumbing and electrical installation. These codes help to insure the safety and welfare of the public, but have limited effect in preventing blight in older, built-up areas. Mt. Angel has adopted the Uniform Building Code.

## Housing Code:

Housing standards are prescribed by the Housing Code which establishes minimum space per occupant, sanitary facilities, lighting and general safety and welfare standards for residential property. The code provides for the removal or improvement of housing which has become unsafe or has become over-crowded.

## INTERGOVERNMENTAL COOPERATION

Another method of implementing the Plan is through a cooperative effort between the city and other public agencies or cities. Some of the policies and public improvement proposals can best be achieved through a joint effort with other agencies. For example, improvement of the Mt. Angel-Woodburn Highway for traffic flow and safety reasons requires a mutual effort by both the state and the city since both will mutually benefit from these improvements. The same principle applies to the improvement and partial realignment of Academy Street. Therefore, the city should seek to join with other agencies in implementing specific policies of this Plan.

The seeking of advice and consultation by the Planning Commission and city officials is a communication process that can be effective in implementation of the Plan and policies. To develop support from other public and private agencies or groups, both communication and coordination are necessary.

## PUBLIC IMPROVEMENT FINANCING

Most public improvements for streets, sewer and water trunk lines, public buildings and other public projects greatly influence the growth pattern of the city, but require large public expenditures. There are numerous sources, though, for the financial assistance of public improvements. From the federal government, grants-in-aid are available through the Department of Housing and Urban Development, the Federal Highway Administration, the Department of Health, Education and Welfare, the Department of Agriculture and the Environmental Protection Agency, just to name a few. Funds are available for such projects as streets, sewer and water facilities, parks, open space and public buildings. In addition to direct grants-in-aid, several low interest loan programs are available for both the public and private sector. Low interest loans for home rehabilitation or new construction, although not public improvements, are available and are clearly in the community interest. Federal revenue sharing funds, and anti-recessionary funds are available, but most often these funds are used for immediate budgeting needs. Community Development Block Grants are also available to the city. Under this program, the city may apply for money to finance such community projects as public works, housing and social services.

Other alternatives, within the legal domain of the city, for financing public improvements are briefly described below:

1. Pay-As-You-Go -- Is the financing of project from current revenues. Such revenues come from taxation, fees, charges for services, special funds, or special assessments. Advantages of this method include saving of interest costs on borrowed money. The major disadvantage is the need to have un-committed cash available. Reserve fund financing, such as the city uses, is a variation of this method.

2. General Obligation Bonds -- Projects of community wide benefit are financed by general obligation bonds. Through this method the taxing power of the city is pledged to pay interest upon and retire the debt. The issuance of this bond requires approval of the electorate. General obligation bonds are used to finance permanent types of improvements.
3. Revenue Bonds -- Revenue bonds are sold for such revenue producing facilities as sewer and water systems. The bonds are not included in the state imposed debt limits, as are general obligation bonds, because they are not backed by the full faith and credit of the city.
4. Lease/Purchase -- The city may use this method for a needed public works and have it constructed by a private company. The facility is then leased to the city, and at the end of the lease period, the facility is conveyed to the city. The rental over the years will have paid the original cost plus interest.
5. Local Improvement Districts -- Here the cost of streets, sewers, sidewalks and other improvements is paid by benefited property owners rather than at public expense. After being built, the projects are turned over to the city for maintenance. The cost of the improvement is apportioned among the owners of the property benefited.
6. Joint Financing -- Projects that are mutually beneficial to other agencies can be arranged for joint financing. Such cooperation may bring about projects that would otherwise have to be deferred for many years.

Because of the influence that the provision of public improvements has on the phasing and pattern of urban growth, a capital improvements program and budget (CIP) is perhaps the most important tool for implementing the Comprehensive Plan. Information essential to the development of the CIP, can be obtained from the studies and community surveys made in support of the elements of the Comprehensive Plan. For example, the population projections provide an estimate of the future growth of the city. This aids in determining what public facilities and services will be needed to meet the needs of the future population base. The Public Facilities Element gives an indication of what exists now and what new public improvements will have to be constructed or furnished to meet future needs and desired growth patterns. Continual reference to the Comprehensive Plan will provide valuable support in preparing the capital improvements program and budget.

Preparation of the capital improvements program and budget is based upon the prioritization of projects for community development as adopted in the goals, objectives and policies of the Comprehensive Plan. These projects are then programmed into a six-year budget according to existing and possible revenue sources, and anticipated revenue over the next several years at various rates and bases.

The following include some of the more important advantages of capital improvements programming:

1. It presents to the public a profile of the short-term and long-term capital needs of the community.
2. It provides for a coordination of public expenditures.

3. It provides the private sector with some indication of the timing and priority of needed public improvements.
4. It promotes land acquisition in advance of urbanization, thus permitting acquisition at lower costs.
5. It contributes to a more balanced program of bonded indebtedness.

#### COMMUNITY PROGRAM PLANNING

The Community Program addresses the community's needs in areas such as expansion of the police department and more patrolmen, community recreation programs and social and health related programs. Continued growth of the city and changing values will require that new and expanded programs be initiated.

#### CITIZEN INVOLVEMENT

No one aspect of the Plan's preparation, review and adoption has been more significant and constructively critical than that of the citizens' involvement in the planning process. Citizen advisory committees have been functioning in Mt. Angel for at least ten years. Special attempts have been made to represent all interests and geographic areas. The intention is to have a citizen committee function continuously, if only on an ad hoc basis, to periodically review and recommend on land use matters and other social and economic development issues. This citizen involvement program is in concert with the first goal of the State-wide Planning Goals and Guidelines established by the Land Conservation and Development Commission which required the development of "...a citizens involvement program that insures the opportunity for citizens to be involved in all phases of the planning process." The planning effort in Mt. Angel is open, accessible and solidly supported by the citizens of the city, and every effort will be expended to keep it this way.

#### PLAN REVISION

The value of a Comprehensive Plan as a statement of public policy for the growth and development of Mt. Angel is measured, in part, by the ability of the Plan to reflect the changing needs and desires of the community. Continued growth and development will present new problems and issues which will need to be addressed and resolved. Therefore, the Plan and implementing measures are to be evaluated and revised when public needs and desires change, and when development occurs at a different rate than projected by the plan. However, major revision to the Plan such that would result in a widespread and significant impact beyond an immediate local area is not to be made more frequently than every two years.

Changes in the urban growth boundary, Plan map changes from residential to industrial, or any similar changes are considered to have significant impact. Therefore, the Plan and implementing measures are to be reviewed at least once every two years and a public statement issued on whether any revision is needed. The review should begin with an examination of data on development trends, population growth and effectiveness of policy statements to guide daily and long-term decision-making. The process must also include an evaluation of the social, economic and environmental implications of alternative solutions and strategies for development. Above all, this process is to involve broad citizen participation. If done in a vacuum, the Plan is no longer a statement of the community's desires and values for future development.

Minor changes to the Plan which do not have significant effect beyond the immediate are not to be made more frequently than once a year. Minor plan map changes, such as medium density residential to high density residential, is not considered to have any significant impact. However, the minor change must be compatible with adjoining existing or future land uses, that streets of sufficient capacity exist or are planned, and that sewer and water service is readily available.

Proposals for minor changes to the Plan are to be reviewed, collectively at a set time period each year. This once-a-year process is important for maintaining the public's confidence in the Plan and credibility of daily decision-making. Changes to the Plan are to be based on special studies or other resource data and used as a factual basis to support the change. The public need and justification for a change must be justified and documented.

Major revisions and minor changes to the Plan and implementing ordinances must be adopted by the city council following the forwarding of a recommendation by the Planning Commission based upon citizen involvement, and coordination with other governmental units and agencies. Property owners within 500 feet of an area subject to change are to be notified by mail of proposed changes as is specified by the zoning ordinance.

PLAN REVISION

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APPENDIX

## EXISTING FEDERAL AND STATE HOUSING ASSISTANCE PROGRAMS

This section discusses existing federal and state housing assistance programs for low and moderate income persons. For an indication of the magnitude and extent to which these programs have been used in the region.

A. Federal Programs1. Farmers Home Administration (FmHA)

The Farmers Home Administration is a federal agency within the Department of Agriculture. Their housing programs are available to eligible applicants in rural Marion, Polk and Yamhill Counties (outside of the Salem and Woodburn urbanized areas). A FmHA County office is located in Salem.

FmHA assistance to low and moderate income households is available under the following general restrictions: a dwelling financed by FmHA must be modest in size, design, and cost; an applicant must be without adequate housing or without sufficient resources to provide on his/her own account the necessary housing; and be unable to secure the necessary credit from other sources. Programs available include:

a. Rural Housing Loans - Section 502:

This direct loan program can be used for new construction, rehabilitation, or purchase of existing housing. The interest rate varies from about 8 percent to 1 percent, depending on the type of 502 loan and on adjusted family income. This program is among the most widely used subsidized programs in the region.

b. Housing Repair Loans - Section 504:

This program is available to owner-occupants to rural Marion, Polk, and Yamhill Counties who: have an urgent need to repair their homes; have enough money coming in to pay the loan; and have so little income that they cannot qualify for a FmHA 502 loan. The maximum loan amount is \$5,000. The interest rate is 1 percent and the loan is secured by a mortgage on the property.

c. Housing Repair Grants - Section 504:

This grant program was recently funded by congress and allows a \$5,000 grant to eligible elderly (62 years and older) homeowners in rural areas to make repairs to their dwelling.

d. Rental Housing Loans - Section 515:

This loan program is for the purpose of constructing, repairing or improving rental housing including related facilities such as community rooms, recreation facilities, landscaping and so forth. Non-profit sponsors, profit-making corporations, public bodies, and housing authorities are eligible for the loan program. The interest rate for these loans is about 9 percent.

Farmers Home Administration also has loan programs (both direct loans and guaranteed/insured loans) available for community development activities. Activities which are eligible include: community water storage facilities; fire and rescue services; transportation, traffic control, community social, health, recreation, and cultural facilities; industrial development grants; and so forth.

## 2. Department of Housing and Urban Development\*

### a. Section 8.

The phrase "Section 8" entered the housing vocabulary when the federal Housing and Community Development Act of 1974 was signed into law. "Section 8" refers to a new Section 8 that amended the United States Housing Act of 1937, creating a new housing program which supplements those programs established in the 1937 act.

Section 8 is a housing subsidy program. "Fair market" rents are established for rental units based on the number of bedrooms available. The lower income family pays a maximum of 25 percent of their monthly income and the federal government makes up the difference between this amount and the fair market rent. A simplified example will illustrate:

Net Monthly Income	=	\$400
25% of Income	=	\$100
Fair Market Rent	=	\$155
Amount Paid by Federal Government	=	\$ 55

There are five separate systems under which eligible families can be provided with Section 8 housing assistance. These systems are as follows:

- i. Existing Housing. Housing already built and on the market is made available through the local public housing authority. The housing authority and the applicant provide the initiative while the owner of the existing unit plays a more passive role. In fact, the owner's role is not much different than it would be for any unsubsidized renter.
- ii. New or Substantially Rehabilitated, Privately Developed. The private developer is the initiator of this type of Section 8 housing. The building or extensive rehab can only occur, however, after certain steps are taken: 1) HUD Field Offices have allocated money under Section 8 to local areas; 2) invitations for preliminary proposals have been made by the field offices to prospective developers; 3) preliminary proposals have been ranked, evaluated and selected; and 4) local government clearances have been received.

Under this program, the new or rehabilitated units then become eligible to accept families which qualify for the program. The

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\* Not included in this section are federal loan guarantee programs offered by the Federal Housing Administration (FHA) which is a part of HUD. They are not housing "assistance" per se; the federal government merely is insuring the loan made by a local lending institution. Some of the FHA programs are, however, available to low or moderate income family households only. Most programs are for developers.

Section 8 subsidy payment will only be made when an eligible family occupies a dwelling unit. If the unit remains vacant, the subsidy payment is made only for a maximum of 60 days at 80 percent of the contract level rent.

The Section 8 program does not provide funds for the financing of housing projects. The developer must secure mortgage from: conventional sources; under federal loan insurance programs; or, through state or local public agencies.

iii. New or Substantially Rehabilitated Housing, Publicly Developed. Public housing agencies, such as the local Housing Authorities, are also eligible to develop lower-income housing under Section 8. They must, however, seek their own financing just as a private developer would.

iv. State Agency-Sponsored Developments. Those states with state housing finance agencies can directly receive a Section 8 allocation from HUD. They can then build or rehabilitate these units with funds provided by some sort of state-initiated financing mechanism.

In Oregon, the State Housing Division received an allocation of units from HUD. They then use a revenue bonding program to provide financing to developers. This mechanism has worked very successfully in Oregon.

v. Farmers Home Administration 515 Program Coupled with Section 8 New or Substantially Rehabilitated, Publicly and Privately Developed. HUD allocates a number of Section 8 units for use in a program which couples FmHA 515 (see FmHA section for program description) with Section 8. The aim is to provide a financing mechanism, at a below market interest rate, to enable builders to develop with the Section 8 subsidy attached to the units. The lower interest rate makes the project financially feasible while the Section 8 subsidy allows for a larger amount of assistance to lower-income families. Both private developers and public agencies can participate in this program.

b. Revised Section 235 Program.

The revised Section 235 program is a rebirth of a housing program that ended in 1973. The program provides homeownership assistance to moderate-income families for the construction of new dwellings or the substantial rehabilitation\* of existing houses. Revised Section 235 provides an interest rate subsidy to make the effective interest rate paid by the borrower as low as 5 percent.

In this revised version of Section 235 the borrower is required to have a significant financial commitment to the property. The minimum down payment is 3 percent of the first \$25,000 and 10 percent of the excess of the purchase price. The typical investment is thus \$1,500 to \$2,000. The program is directed toward homeownership assistance for families earning about \$9,000 to \$11,000. Recertification of family income is required annually.

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\* Substantially rehabilitated means (for this program) that the cost of rehabilitation normally must be at least 25 percent of the value of the property after completion of rehabilitation.

Applications by borrowers for this mortgage program are made through local lending institutions. Builders and developers must apply for an allocation of units from HUD prior to any construction.

c. Traditional Public Housing.

This federal program is the rejuvenation of a housing program that was stopped in 1973. It provides direct financial assistance to Public Housing Authorities to build new lower-income housing or to buy existing multi-family housing and convert it to lower-income occupancy. The Housing Authority then owns and operates the housing units.

d. Section 202.

The Section 202 program began in 1959. The subsidy under this program is a direct loan from HUD to sponsoring nonprofit corporations at a 3 percent interest rate. HUD also provides interim financing needed for construction, again at a 3 percent rate of interest. Only elderly and handicapped persons may live in 202 projects.

The Section 202 program was stopped in 1973 but has been reborn and a limited amount of funding is available. A 202 project is planned for downtown Salem in the near future.

e. Section 312.

The Section 312 program provides rehabilitation loan money to jurisdictions. The federal government provides a loan fund and the city or county administers the fund. The maximum loan is \$17,400 and 3 percent interest is charged for a term of up to 20 years.

This program has had a history of stopping and starting depending on congress and the existing administration. Generally, only those jurisdictions which have existing 312 programs get more funds each year. Marion, Polk and Yamhill Counties are not involved in the 312 program and it is unlikely that we will receive funding.

f. Homeowner Deductions of Mortgage Interest and Real Estate Taxes.

By far the largest federal "aid" for housing in America is the deduction by homeowners of mortgage interest payments and local real estate taxes in determining taxable income for income tax purposes. A recent congressional report gives information on the impact of this subsidy:

*It is estimated that in 1976 the allowance of these deductions decreased Federal revenues by \$9 billion. The sum of the two used separately is greater than the two combined because if either were deleted more taxpayers would use the standard deduction instead of itemizing. The mortgage interest deduction alone would have amounted to \$5.3 billion in 1976; the real estate tax deduction alone, to \$4.4 billion.*

*This form of tax assistance favors high income taxpayers because the tax savings from such deductions vary directly with the tax bracket of the taxpayer. Persons with the lowest incomes receive no direct benefit from the deductions because they pay no tax. Some homeowners, mostly in lower income brackets, find it more advantageous to take the standard deduction than to itemize their housing-related and other*

deductions. It is estimated that 26 percent of all tax returns will claim these deductions in 1976, with an average tax savings of \$391. But of all returns showing total income above \$100 thousand, 88 percent will claim the deduction, with an average saving of \$2,680.\*

## B. State of Oregon Programs

The State of Oregon is actively involved in programs designed to help solve housing problems of lower-income households. The listing below describes state programs. More specific information on the status of these programs can be obtained by contacting the State Housing Division.

### 1. 1973 Revenue Bonding Programs (ORS 456.615)

This legislation allows the state to sell \$2,000,000 worth of revenue bonds to finance the construction or substantial rehabilitation of housing for lower-income households. The bond sales allow the State Housing Division to act as a source of financing for housing sponsors (private developers, housing authorities, non-profit corporations, etc.). The Housing Division provides the long-term financing and the federal government will then make available subsidies under the Section 8 program which will lower rents to a maximum of 25 percent of gross household income.

### 2. State Homeowners Program (HOP)

The State Housing Division has recently begun a new program that seeks to provide homeownership opportunities for moderate income persons (near the median income for the County).

The State sells revenue bonds and then loans this money to Oregon banks. The consumer makes application to the bank and the banks use the State's money for the mortgage. Because the revenue bonds raise money at a low rate of interest (about 5.5 percent) the consumer can receive a low interest loan. Thus far, \$19,000,000 has been loaned at 6.75 interest rate to the consumer. The State requires a 5 percent downpayment and the maximum mortgage amount is \$35,000.

Only three lending institutions are participating with the State Housing Division in this program.

### 3. Homeowner and Renter Property Tax Refund Program

This program allows a partial refund of property taxes for low and moderate income owner and renter households. The refund is the lesser of the two following statements:

- a. The total amount of property taxes levied on the homestead, or
- b. The maximum refund adjusted for family income.

### 4. Elderly Rental Assistance Program

The Elderly Rental Assistance Program provides monthly payments to elderly persons to assist them in meeting their monthly expenses.

To qualify, the elderly person must meet all of the following conditions:

1. Be renting a homestead;
2. Be age 65 or older on April 15 of the year for which the assistance is claimed;
3. Have the household income of less than \$3,000 in the year prior to the year the assistance is claimed;
4. Have spent over 60 percent of the prior year's household income for gross rent;
5. Be currently living in Oregon, and have lived here for more than six months prior to filing a claim;
6. File a claim (Form 75-A) with the Department of Revenue.

5. Repair Incentive/Deferred Maintenance

This legislation allows homeowners to make specific repairs to their homes without increasing property taxes. It covers deferred maintenance such as exterior and interior painting, fixing collapsed or broken porches, performing repairs to electrical, plumbing and heating facilities, etc.

6. Rental Rehabilitation/Tax Exemption

This legislation allows owners of substandard rental units built over 25 years ago to defer for five years the increased taxes that resulted from the rehabilitation of the structure. It is implemented by local governments.

7. Elderly Housing Development

It allows cities and counties to provide rent subsidies through property tax exemptions for new construction of housing for low income elderly persons. The developer is given total tax exemption on a housing project. In exchange, the developer would be required to reduce rents on 40 percent of all units built by an amount equal to 80 percent of the taxes exempted. Eligible tenants for the reduced-rent units would be elderly persons over 60 years of age and earning less than \$5,000 per year.

8. Residential Use Tax Deferral

This measure provides that any land which is within a zone allowing industrial, commercial, or a higher residential density than a single family residential zone, but which is used, and has been used for the preceding five years, exclusively as single family residential land, must be assessed at its true cash value. The difference between the two assessments (as single family land and as commercial land, for example) can be deferred indefinitely.

9. Deferred Collections of Property Taxes for Elderly

This program has been in operation since 1963. It allows an elderly (62 years of age or older) person or persons to defer the total property taxes on their land and dwelling for an indefinite period. The taxes (plus six percent interest) become payable when the property changes ownership. The county receives from the state an amount equivalent to the deferred taxes. When the deferment is paid, the county then repays the state.

DOCUMENTS

LOCAL

Mt. Angel  
(1978a)

*Library*

Department of Land Conservation and Development

1175 COURT STREET N.E., SALEM, OREGON 97310 PHONE (503) 378-4926

October 25, 1978

The Honorable Leonard N. Fisher  
Mayor, City of Mt. Angel  
P.O. Box 105  
Mt. Angel, OR 97362

Dear Mayor Fisher:

It gives me a great deal of pleasure to confirm that the Oregon Land Conservation and Development Commission, on October 20, 1978 officially acknowledged the comprehensive plan and implementing measures of the City of Mt. Angel as being in compliance with ORS 197 and the Statewide Planning Goals.

The acknowledgment signifies a historic step for the City's land use planning program. Mt. Angel is one of the first Willamette Valley cities to be in compliance with the Statewide Goals. By effectively planning ahead for the wise use of your valuable land, you have set an excellent example for others to follow.

Our thanks to you, Mr. Bowman and Mr. Layman, for attending the Commission meeting. I would like to commend the city officials, staff, and citizens of your community for their hard work and foresight in the field of land use planning.

Congratulations,

*Wes*

W. J. Kvarsten  
Director

Enclosure

cc: Chairman Pat McCarthy, Board of Commissioners  
Pam Brown, County Coordinator  
Craig Greenleaf, Field Representative  
Mid-Willamette Valley COG

WJK:LC:mh/MC

BEFORE THE  
LAND CONSERVATION AND DEVELOPMENT COMMISSION  
OF THE STATE OF OREGON

IN THE MATTER OF THE ) COMPLIANCE ACKNOWLEDGMENT  
CITY OF MT. ANGEL )  
) ORDER  
)  
)

On July 25, 1978 the City of Mt. Angel, pursuant to ORS Ch 197.251(1) (1977 Replacement Part), requested that their comprehensive plan and implementing measures, consisting of Comprehensive Plan, adopted September 12, 1977; the zoning ordinance no. 461, adopted September 1, 1977; the subdivision ordinance no. 462, adopted September 13, 1977; and the UGB Agreement with Marion County, adopted July 5, 1978; be acknowledged by the Land Conservation and Development Commission in compliance with the Statewide Planning Goals.

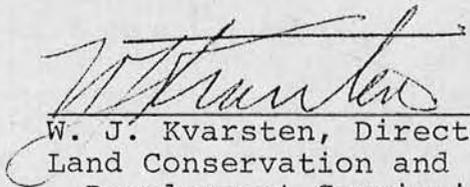
The Commission reviewed the attached written report of the staff of the Department of Land Conservation and Development on October 20, 1978 regarding the compliance of the aforementioned plan and measures with the Statewide Planning Goals. Section IV of the report constitutes the findings of the Commission.

Based on its review, the Commission finds that the City of Mt. Angel's comprehensive plan and implementing measures comply with the Statewide Planning Goals adopted by this Commission pursuant to ORS Ch 197.225 and 197.245.

Now therefore be it ordered that:

The Land Conservation and Development Commission acknowledges that the aforementioned comprehensive plan and implementing measures of the City of Mt. Angel are in compliance with the Statewide Planning Goals.

Dated this 25th day of October, 1978.

  
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W. J. Kvarsten, Director for the  
Land Conservation and  
Development Commission

WJK:LC:mh/MC  
DC#15

LAND CONSERVATION AND DEVELOPMENT COMMISSION  
ACKNOWLEDGMENT OF COMPLIANCE

JURISDICTION: City of Mt. Angel

DATE REQUESTED: July 25, 1978

I. REQUEST: Acknowledgment of Compliance with ORS 197 and the  
Statewide Planning Goals for the comprehensive plan  
and implementing ordinances.

II. SUMMARY OF RECOMMENDATIONS:

A. Staff:

Recommends acknowledgment.

B. Coordinator:

Recommends acknowledgment.

FIELD REPRESENTATIVE: Craig Greenleaf  
Phone: 378-4921

COUNTY COORDINATOR: Pam Brown  
Phone: 588-5038

LEAD REVIEWER: Lloyd Chapman  
Phone: 378-4932

IV. BACKGROUND INFORMATION:

A. Geography:

The City of Mt. Angel is located in Marion County, 15 miles northeast of Salem. The City was established in 1893 and has a current population of approximately 2,600. The City's population has grown as follows:

B. Population:

1900 -	537
1920 -	936
1940 -	1,032
1950 -	1,315
1960 -	1,428
1970 -	1,973
1975 -	2,470
1977 -	2,600

C. Compliance Status:

The City received their first planning extension on April 3, 1976 and received a total of \$16,851 in planning assistance grants in 1976 and 1977.

D. Plan and Implementing Measures:

The acknowledgment request includes:

Comprehensive Plan	September 12, 1977
Zoning Ordinance:	#461 September 1, 1977
Subdivision Ordinance:	#462 September 13, 1977

UGB Agreement dated July 5, 1978.

The Request was received by the Department on July 25, 1978. Notice was sent on August 2, and comments were due on September 18, 1978.

V. FINDINGS OF FACT:

General Overview

Mt. Angel, with the assistance of the Mid-Willamette Valley COG, has prepared a plan based on a year 2000 population of 3,661. The City currently has 577 acres within the city limits with an additional 240 acres within the UGB.

The following goals are not applicable: Agricultural Lands (Goal 3), Forest Lands (Goal 4), and the Willamette River Greenway (Goal 15).

The plan's economic development element is noteworthy because of the City's use of an area development corporation.

The plan identifies no major unresolved problem. No objections to the acknowledgment request have been filed.

1. Citizen Involvement: (Goal 1)

The City has an Independent Committee for Citizen Involvement and an approved Citizen Involvement Program. Mt. Angel has used citizen advisory committees and open meetings to provide opportunities for participation (p. 81). The process has generally worked well, with attendance varying on the topic discussed.

The plan calls for continued involvement through citizen committees.

Conclusion: The City of Mt. Angel complies with the Citizen Involvement Goal.

2. Land Use Planning: (Goal 2)

The plan contains a factual base, discussion, policies and implementation measures. The plan is to be reviewed every two years and the review process is included in the plan (pp. 81-2).

As mentioned by Marion County, no complete agency involvement list is included with the plan or submittal.

Conclusion: The plan complies with the Land Use Planning Goal. An agency involvement list should be maintained.

3. Open Spaces, Scenic and Historic Areas, and Natural Resources: (Goal 5)

An inventory of applicable natural resources is included (pp. 22 & 23) as are historic and cultural resources (p. 50).

The plan includes policies regarding the use of hazard areas as open space and preservation of historic sites as a part of open space (pp. 4 and 8).

Conclusion: The plan complies with Goal 5. Additional policies regarding preservation of historic sites should be developed.

4. Air, Water and Land Resources Quality: (Goal 6)

The plan includes references to water resources and problems in the area (p. 22). The public facilities element address water, sewer and solid waste services (pp. 41-5). Plan policies are included (pp. 9-10).

DEQ has previously indicated that sewerage system improvements are needed. The plan addresses this concern, though timely comments from DEQ were not received.

Conclusion: The plan complies with Goal 6.

5. Areas Subject to Natural Disasters and Hazards: (Goal 7)

The plan identifies areas of flooding, 15% slope and a fault line through the center of town (pp. 18-19).

The flooding problem of the City is one of ponding, not stream flow. Some areas of ponding have been designated as hazardous by HUD and the City is participating in the National Flood Insurance Program. The City also has identified drainage projects to alleviate the problem and plan policies (p. 4) to assure appropriate development.

There is discussion of the steep slopes in the community, but no specific policies or measures to safeguard development. The steep slopes are on the fringe of the UGB.

The fault is identified only on the map, running northwest to southeast through the heart of town.

Conclusion: The plan complies with the Natural Disasters and Hazards Goal. Additional information on the flood hazard, slopes and fault should be included at the next plan update.

6. Recreational Needs: (Goal 8)

Recreational facilities in the City are identified (p. 38). Problems are also identified and policies included in the plan to address them (p. 8).

Conclusion: The plan complies with the Recreation Goal.

7. Economy of the State: (Goal 9)

An economic development element is included in the plan (pp. 67-68) which describes the City's economic base, retail services and other elements of the local economy. The Mt. Angel Area Development Corporation has actively promoted industrial development (p. 60).

Policies to diversify the industrial sector and expand the retail sector are included (p. 6). A further policy covers growth of service related industries (p. 7).

Conclusion: The plan complies with the Economy Goal.

8. Housing: (Goal 10)

The plan includes a detailed discussion of housing issues (pp. 28-35). The City's housing stock is in good condition, despite 30% of the housing being over 40 years old. Multi-family units make up 35% of the housing stock and mobile homes 4%. Mobile homes are almost exclusively contained in one mobile home park.

The plan designates high and medium density areas for residential development. These areas are adequate to meet the housing needs identified. High density areas, which allow multi-family dwellings as permitted uses are largely adjacent to the downtown commercial area (pp. 3-4).

Mobile home parks are conditional uses in both residential zones. The zoning ordinance provides specific standards and requirements for approval of parks as a conditional use (Z.O. p. 84-87).

The housing element (pp. 62-66) has a major discussion of subsidized housing. The plan calls for the City's participation in the areawide housing opportunity plan prepared by Mid-Willamette Valley COG.

Conclusion: The plan complies with the Housing Goal.

9. Public Facilities and Services: (Goal 11)

A detailed public facilities discussion (pp. 38-49) and public facilities element (pp. 72-76) identify all significant public facilities. Problems related to both water and sewer service are identified.

The City's sewer system has overflow problems during wet weather conditions. A study is currently underway to determine the most cost effective way of meeting the DEQ standard, either through reduction of line infiltration or increasing plant capacity. The City recognizes the need to meet DEQ's standards (pp. 9-11).

The City is also investigating the need for additional water storage capacity. The plan includes a policy to discourage development which requires high water consumption.

Conclusion: The City has completed a public facilities element which complies with the goal.

10. Transportation: (Goal 12)

The plan discusses all modes of transportation available to City residents, including special programs and programs for the transportation disadvantaged (pp. 45-46). Plan policies (pp. 5 & 7) encourage bicycle and pedestrian travel.

Automobile travel is addressed on pp. 46, 47, 69-71. The basic circulation problem in the city is caused by most traffic converging at a single intersection downtown. The plan also includes a map of street conditions and a priority listing of streets to be improved.

The plan states that the plan map identifies collector streets to be developed. These streets are not identified on the map.

Conclusion: The plan complies with the Transportation Goal. It is recommended that a traffic circulation map be developed including street names, streets to be improved and proposed new streets.

13. Energy Conservation: (Goal 13)

The plan does not contain an energy conservation element. However, plan policies address the following issues:

- maintenance of existing housing stock (p. 4);
- encouraging pedestrian and bicycle travel (p. 5 & 7); and
- encouraging compact urban growth (p. 5).

Conclusion: The plan complies with the Energy Conservation Goal.

14. Urbanization: (Goal 14)

The plan includes an urban growth boundary encompassing 817 acres, of which 577 are within the current city limits (pp. 53-61). Anticipated growth is directed to the west based on keeping within the limits of the gravity sewer system and excluding Abbey Lands to the south and east of the City.

The City has indicated need for 638 acres. Most of the additional land is for residential development and is included "due to all land not being available for development when needed (p. 58)." Several policies are included to direct phasing of growth.

Other plan policies (p. 57) relate to the provision of services, coordination, capital improvement, and updating the Urban Program.

Conclusion: The plan complies with the Urbanization Goal.

VI. COMMENTS RECEIVED:

Statements have been received from the following agencies:

<u>Agency</u>	<u>Statement</u>
Marion County	Acknowledge with Comments*
DED	Comments*
PUC	Comments
ODOT	Acknowledge with Comments*
DEQ	Comments*

\*Statement is attached.

VII. CONCLUSIONS:

The City has prepared a good plan to guide their development to the year 2000. The plan addresses and complies with all applicable goals. Future plan updates should address:

- a) the maintenance of an agency involvement list;
- b) policies to protect historic sites;
- c) additional information on hazards in the planning area including flooding, steep slopes and the fault; and
- d) a traffic circulation map identifying arterial and collector streets, proposed streets and streets to be vacated.

VIII. RECOMMENDATIONS:

A. Staff:

Recommends acknowledgment of the City of Mt. Angel's comprehensive plan and implementing measures to be in compliance with ORS 197 and the Statewide Planning Goals.

B. Coordinator:

Acknowledgment should be granted with the following suggestion:

The City should compile a list of the agencies who participated in the development of the plan and a list of the references that were used for inclusion in the plan.

# THE CITY OF MOUNT ANGEL

Incorporated April 3, 1893

Area Code 503  
Telephone 845-6139

P. O. Box 105

MT. ANGEL, OREGON 97362

July 25, 1978

DEPARTMENT OF  
LAND CONSERVATION  
AND DEVELOPMENT

JUL 25 1978

SALEM

Department of Land Conservation &  
Development  
1175 Court N.E.  
Salem OR 97310

Attention: Graig Greenleaf

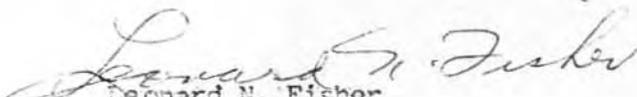
Gentlemen:

The City of Mt. Angel request acknowledgement of  
their Comprehensive plan to L C D C's Goals &  
Guidelines.

Enclosed please find,

6 Copies of Comprehensive plan,  
6 Copies of Zoning & subdivision ordinance,  
6 Copies of agreement with Marion County.

Sincerely,

  
Leonard N. Fisher  
Mayor, City of Mt. Angel