



MARION COUNTY BOARD OF COMMISSIONERS

Board Session Agenda Review Form

Meeting date: June 10, 2026

Department: Public Works

Title: Consider scheduling an ordinance concurring in amendments to the City of Silverton Comprehensive Plan Map

Management Update/Work Session Date: May 5, 2026 Audio/Visual aids []

Time Required: 0 min Contact: John Speckman Phone: 503-566-4173

Requested Action: Consider whether or not to accept the staff recommendation to schedule final consideration and adoption of an Ordinance concurring in an amendment to the City of Silverton Comprehensive Plan Map (Legislative Amendment 26-003) for June 17, 2026. This is prepared in advance as an option for the Board of Commissioners if they so choose. This will be considered only if the Board concurs with the city's amendment at the June 10 hearing.

Issue, Description & Background: On November 5, 2025, the City of Silverton held a public hearing on an ordinance approving a Comprehensive Plan Map amendment to change the designation of a 3.72-acre parcel from Industrial to Single-Family Residential. On April 23, 2026, the City sent a letter requesting the County concur on the amendment. On May 13, 2026, the Marion County Board of Commissioners approved a resolution initiating consideration of concurrence with the amendment and scheduled a public hearing. On June 10, 2026 the Board held the public hearing and after considering the evidence in the record, concurred in the city's amendment, and directed staff to return with an ordinance consistent with their decision. Now the Board may schedule adoption of the ordinance concurring in the amendment to the City of Silverton Comprehensive Map.

Financial Impacts: None

Impacts to Department & External Agencies: None

List of attachments: Ordinance

Presenter: John Speckman

Department Head Signature: For Brandon Reich

**BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON**

In the matter of concurring in an amendment to the
City of Silverton Comprehensive Plan Map to change
the designation on a 3.72-acre parcel located within the
urban growth boundary of Silverton from Industrial to
Single-family Residential.

) Legislative
) Amendment
) 26-003
) Clerk's File No:
)
)

AN ADMINISTRATIVE ORDINANCE

ORDINANCE NO. _____

THE MARION COUNTY BOARD OF COMMISSIONERS HEREBY ORDAINS AS
FOLLOWS:

SECTION I. Purpose

This ordinance is enacted pursuant to the authority granted general law counties in the State of Oregon by Oregon Revised Statutes (ORS) Chapter 203, and the comprehensive land use planning and coordination with local government provisions under Chapters 195 and 197, by concurring with amending the City of Silverton Comprehensive Plan Map to change the designation on a 3.72-acre parcel located within the urban growth boundary of Silverton from Industrial to Single-family Residential.

SECTION II. Authorization

The Marion County Board of Commissioners initiated a legislative amendment to the Marion County Comprehensive Plan by Resolution No. 26R-7 dated May 13, 2026. The legislative amendment came before the Board at the request of the City of Silverton for concurrence in and adoption of an comprehensive plan map amendment being considered by the city, pursuant to the planning coordination and concurrence provisions under ORS Chapters 195 and 197, and the provisions of the executed January 26, 1988 Urban Growth Boundary and Policy Agreement between Marion County and the City of Silverton that establishes procedures

for addressing land use matters of mutual concern, including amendments to the comprehensive plan and urban growth boundary. The Board held a public hearing on June 10, 2026, for which proper public notice and advertisement was given. The Board closed the hearing on June 10, 2026. All persons present during the public hearing and those provided notice of the hearing, were given the opportunity to speak or present written statements on the proposed amendments.

SECTION III. Evidence and Findings

The Board has reviewed the evidence and testimony in the record. Based on the facts and findings in the record, as contained in Exhibits A and B, which are incorporated herein by this reference, the Board determines that the updated City of Silverton Comprehensive Plan Map amendment conforms with the requirements under ORS Chapter 197 and the Statewide Land Use Planning Goals and Administrative Rules for the development and revision of comprehensive plans, with ORS Chapter 195 for county coordination with local comprehensive plan activities, and the Marion County Comprehensive Plan Urbanization Element on coordination with cities on growth management policies and guidelines.

The amendment changes the designation of a 3.72-acre parcel located at 279 Monson Rd (Marion County Assessor's Map T6S; R1W; Section 34BC; Tax lot 300) from Industrial to Single-family Residential.

SECTION IV. Amendment to Marion County Comprehensive Plan

The Marion County Comprehensive Plan is amended to incorporate by reference herein concurrence with the amendment to the City of Silverton Comprehensive Plan Map depicted on the map set forth in Exhibit C.

SECTION V. Repeal Of Portions Of Existing Ordinances

Those portions of Marion County Ordinance No. 543 adopting a City of Silverton Urban Growth Boundary and a Comprehensive Plan for the area outside the city but within the growth boundary or amendments pertaining to the City of Silverton, are hereby repealed, or amended as set forth in this ordinance through the concurrence with the City of Silverton Comprehensive Plan map amendment, which by reference is incorporated into this Ordinance.

SECTION VI. Severability

Should any section, subsection, paragraph, sentence, clause, or phrase of this Ordinance or any policy, provision, findings, statement, conclusion, or designation to a particular land use or area of land, or any other portion, segment or element of this Ordinance or of any amendments thereto and adopted hereunder, be declared invalid for any reason, such declaration shall not affect the validity and continued application of any other portion or element of this Ordinance or

amendments to the Comprehensive Plan, as amended herein; and if this Ordinance or any portion thereof should be held to be invalid on one ground, but valid on another, it shall be construed that the valid ground is the one upon which this Ordinance or any portion thereof was enacted.

SECTION VII. Effective Date

Pursuant to Chapter 1.10 of the Marion County Code, this is a legislative Administrative Ordinance and shall take effect upon adoption.

SIGNED and FINALIZED this _____ day of _____, 2026 at Salem, Oregon.

MARION COUNTY BOARD OF COMMISSIONERS

Chair

Commissioner

Commissioner

JUDICIAL NOTICE

Oregon Revised Statutes (ORS) Chapter 197.830 provides that land use decisions may be reviewed by the Land Use Board of Appeals (LUBA) by filing a notice of intent to appeal within 21 days from the date this ordinance becomes final.

Facts and Findings

This matter comes before the Marion County Board of Commissioners at the request of the City of Silverton to consider concurring in an amendment to the City of Silverton Comprehensive Plan Map to change the designation on a 3.72-acre parcel located within the Urban Growth Boundary (UGB) of Silverton from Industrial to Single-family Residential. The city has held public hearings on the amendment and has adopted an ordinance amending the city's Comprehensive Plan Map (Silverton Ordinance 25-11). Because the city's comprehensive plan is a component of the county's comprehensive plan, and Oregon Revised Statutes 197.025(1) gives the county responsibility to coordinate all planning activities with the county, the county must consider whether to concur in the city's amendment.

The Marion County Board of Commissioners adopted the Silverton UGB and Comprehensive Plan on August 1, 1979 (Ordinance No. 543). Marion County and the City of Silverton entered into an Urban Growth Boundary and Policy Agreement (UGBPA) on January 26, 1988. The UGBPA establishes procedures for coordinating land use matters of mutual concern. The UGBPA provides for the county to concur in the city's comprehensive plan amendments and to adopt those provisions for application within the Urban Growth Area (UGA), which are those lands between the city limits and UGB. Such provisions include urbanization policy changes, plan map amendments affecting properties in the UGA, and UGB changes.

On May 13th, 2024, the Board of Commissioners approved Resolution 26R-7 initiating the consideration of concurring in an amendment to the City of Silverton Comprehensive Plan Map to change the designation on a 3.72-acre parcel located within the UGB of Silverton from Industrial to Single-family Residential and setting a public hearing date of June 10, 2026, to receive testimony on the proposed amendments.

CITY OF SILVERTON COMPREHENSIVE PLAN MAP AMENDMENT

The property owner of the subject parcel submitted an application to the City of Silverton on August 28, 2025, requesting a change in the City of Silverton Comprehensive Plan Designation of a 3.72-acre parcel located at 279 Monson Road (Marion County Assessor's Map T6S; R1W; Section 34BC; Tax lot 300) from Industrial to Single-family Residential. The property located in the UGA which is outside of the city limits and inside of the UGB. The property is currently zoned Urban Transition (UT-5), and no change to that zoning is proposed. The UT zone permits the establishment of a single-family dwelling when the underlying designation is Residential. The property owner seeks the comprehensive plan change from Industrial to Single-family Residential to establish a single-family dwelling on the property under the current UT zone.

The city determined that there exists a surplus of industrial land within the Silverton UGB. The city conducted an Economic Opportunity Analysis in 2011 and found that 11-acres of net new industrial vacant land will be required to meet their estimated industrial growth. The city calculates that the transition of the proposed 3.72-acres from Industrial to Single-family Residential will result in a remaining supply of approximately 56-acres of vacant industrial land

inside Silverton UGB. Therefore, the proposed Comprehensive Plan Map Amendment will not inhibit the projected industrial growth in Silverton.

The city reviewed the proposed comprehensive plan amendment for impacts on transportation facilities and found that the range of potential uses within an Industrial designated parcel is significant which makes accurate estimates of relative trips per day difficult. At maximum, the city determined that if the site were developed with some sort of industrial retail use the PM Peak Hour Trips (PMPHT) could be as high as 197. If the designation of the parcel is changed to Single-family Residential, then upon annexation and full development under current state law maximums for the Single-family Residential zones (6 duplexes per acre) the PMPHT would be between 22 and 36 trips. Given that the expected traffic generated by the maximum development of the parcel under the proposed designation is less than the expected traffic generated by the highest trip-intensive use under the existing designation, the city has determined that the proposed change in designation will not significantly affect the transportation system.

The city adopted the West Side Land Use and Transportation Plan in 2013 that includes the subject property. The Urban Design Concept of the Plan, below, indicates the area along the west side of Monson Road to be a transitional area from agricultural to urban uses. The subject site is a corner section of the employment land section that borders residential to the north and the west. The proposed change of the site from Industrial to Single-family Residential moves the boundary between these designated uses to the south and east property lines of the subject parcel. This change would not create an island of residential in the middle of an area of employment land. The property to the east of the subject parcel is in industrial use and already directly borders residentially designated land. There is no indication that the proposal would create conflicts between uses.

The city's findings support the change in the Comprehensive Plan Map designation. The Silverton Planning Commission held a public hearing on October 14, 2025 to evaluate the proposed comprehensive plan map amendment and recommended the City Council approve the proposed comprehensive plan map amendment, which they did on November 5, 2025 when Silverton Ordinance 15-11 was signed. County staff reviewed the City staff report and found their findings to be adequate for the proposal.

DECISION

The Marion County Board of Commissioners concurs in the amendment to the City of Silverton's Comprehensive Plan Map to change the designation on a 3.72-acre parcel located within the UGB of Silverton at 279 Monson Road from Industrial to Single-family Residential.

CITY OF SILVERTON
ORDINANCE
25-11

AN ORDINANCE OF THE SILVERTON CITY COUNCIL APPROVING A COMPREHENSIVE PLAN MAP AMENDMENT TO CHANGE THE COMPREHENSIVE PLAN DESIGNATION OF A 3.72 ACRE SITE LOCATED IN THE URBAN GROWTH BOUNDARY AT 279 MONSON ROAD (MARION COUNTY ASSESSOR'S MAP 061W34BC TAX LOT 03100) FROM INDUSTRIAL TO SINGLE FAMILY RESIDENTIAL.

WHEREAS, a Comprehensive Plan Map Amendment to change the designation of a 3.72 acres site located in the urban growth boundary at 279 Monson Road (Marion County Assessor's Map 061W34BC00300) from Industrial to Single-Family Residential was submitted by Jim and JoLynn Vegh, 9451 W. Pebble Stream Dr., Boise, ID 83709; and

WHEREAS, the Planning Commission met in a duly advertised Public Hearing on October 14, 2025 to consider the proposed Comprehensive Plan Amendment, allowed testimony, reviewed the application; and

WHEREAS, following public testimony, the Planning Commission deliberated and recommends the City Council hold a public hearing to approve the proposed application (CP-25-04); and

WHEREAS, after proper legal notice, a Public Hearing before the City Council was held on November 5, 2025, to consider CP-25-04. All interested parties participated and had an opportunity to be heard. The City Council reviewed all matters presented to it.


NOW, THEREFORE, THE CITY OF SILVERTON ORDAINS AS FOLLOWS:

Section 1: The City Council finds that the burden of proof for the comprehensive plan amendment has been met and the request meets the applicable review criteria; therefore, the request to change designation to Single Family Residential for 279 Monson Road (Marion County Assessor's Map 061W34BC00300) is approved.

Section 2: In support of its decision, the City Council adopts the findings contained in "Exhibit A".

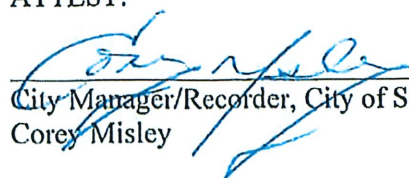
Section 3: This ordinance is and shall be effective within 30 days of its passage.

Ordinance adopted by the City Council of the City of Silverton, this 5th day of November, 2025.



Mayor, City of Silverton
Jason Freilinger

ATTEST:



City Manager/Recorder, City of Silverton
Corey Misley

“Exhibit A”

CP-25-04

The City Council of the City of Silverton adopts the following findings:

1. The applicant submitted an application on August 28, 2025 requesting a change in Comprehensive Plan designation of a 3.72 acre site located in the urban growth boundary at 279 Monson Road (Marion County Assessor’s Map 061W34BC00300) from Industrial to Single-Family Residential. The property is currently in the Marion County Urban Transition Zone.
2. The Planning Commission met in a duly advertised Public Hearing on October 14, 2025 to consider the proposed Comprehensive Plan Amendment, allowed testimony, reviewed the application. Following public testimony, the Planning Commission deliberated and recommends the City Council hold a public hearing to approve the proposed application.
3. After proper legal notice, a Public Hearing before the City Council was held on November 5, 2025, to consider the application. All interested parties participated and had an opportunity to be heard.
4. The property is 3.72 acres in size and is designated Industrial on the Comprehensive Plan and is zoned UT-5, Urban Transition. The lot is vacant and located in the urban growth boundary. The site has frontage on Monson Road, a roadway under Marion County jurisdiction. Public and manufacturing uses exist to the east of the site and single-family homes exist to the north, west and south of the site.
5. The goal of the Urbanization element of the Comprehensive Plan (Comp Plan) is to “Provide adequate land to meet anticipated future demands for urban development in a logical and orderly manner.” By allowing the vacant industrial site to be converted to single-family residential, the need for additional housing could decrease by 7-22 units.
6. The City conducted an Economic Opportunity Analysis in 2011 that found that “The upper-end of the employment growth and land need scenario assumes 11 acres of net new industrial vacant land demand, which is below the estimated vacant industrial land supply of 84.7 acres. Hence, Silverton can easily accommodate the high industrial job growth scenario without expanding its Urban Growth Boundary.” Removing 3.72 acres of designated Industrial Land in the Urban Growth Boundary, in addition to the land removed as part of a 2016 Comp Plan amendment, leaves about a 56-acre supply of vacant industrial land. The 2011 EOA is the current adopted Economic Element of the City’s Comprehensive Plan. The City is currently working on a new Economic Opportunity Analysis that is in the draft stage, and while the City cannot rely on the findings within an unadopted document, the initial findings are consistent in that there is a surplus of Industrial land and the redesignation of the subject property will still result in a surplus.
7. A policy of the Transportation System Plan is to “review comprehensive plan amendments and zone changes for their impacts on transportation facilities. Proposals that are determined to have an impact

shall be required to demonstrate that the proposed changes will not significantly affect the transportation system and are consistent with the identified function, capacity, and performance standards of the transportation facility.” The site is currently designated Industrial which upon annexation would result in the property being zoned Industrial Park, IP. The site is 3.72 acres and could accommodate a wide variety of potential uses under the IP zoning, such as Manufacturing and Production, Industrial Services, Warehouse and Freight Movements, Self Service Storage, Office, Indoor Sports Facilities, or Retail Sales and Service. The range of potential uses creates a range of potential traffic generation with uses such as self service storage having a lower trip generation than a use such as retail or office or manufacturing. The size of a future building also impacts the traffic potential, making an accurate estimate on what the potential traffic generation under the IP zone difficult. For instance, if the site were to develop with a 60,000 square foot manufacturing use the PM Peak Hour Trip generated would be 44 trips, if it were a self storage use of that size the PMPHT would be 9 trips, if it were Office the PMPHT would be 86 trips, and if Retail 197 trips

If the property were designated Single Family, the property upon annexation would be zoned R-1, Single Family Residential or potentially R-5, Low Density Residential. The density range of the R-1 zone is between 2 – 6 units per acres, which results in a dwelling capacity for the site 7 to 22 units, though given the State law that allows duplexes on any lot a single family dwelling is allowed on and that a duplex, which is two dwellings, is counted as one dwelling when calculating density, the actual development capacity of the R-1 zone is above 6 units per acre. An estimate on the potential max PMPHT for an R-1 development would be between 22 and 36 trips. The density range for the R-5 zone is between 5 -10 units per acre, which results in a density range between 19 and 37 units. However, if the site were to develop at the max density under the R-5 zone, the housing type would likely be apartments, which typically have a lower occupancy rate and lower trip generation rate than single family homes. An estimate on the potential max PMPHT for an R-5 development would be between 22 and 44 trips.

Given the maximum potential trips is substantially higher for the Industrial designation, and given the intermediate range of potential trips in the Industrial designation is similar to the maximum number of estimated trips in the Residential designation, the proposed changes will not significantly affect the transportation system.

8. The pavement section of Monson Road is currently 16 feet in width and is within a 45 foot wide right-of-way. Any additional developments to urban densities or urban intensities would require substantial improvements to accommodate an increase in traffic load on the street.
9. The requested designation for the site has been evaluated against relevant comprehensive plan policies and on balance can be found to be more supportive of the comprehensive plan as a whole than the old designation.
10. The City adopted the West Side Land Use and Transportation Plan in 2013 that includes the subject property. The Urban Design Concept of the Plan, below, indicates the area along the west side of Monson Rd to be a transitional area from agricultural to urban and the Land Use Concept does include the subject site as employment area, consistent with the current Industrial designation. The subject site is a corner section of the employment land section that borders residential to the north

and to the west. The proposed change of the site from Industrial to Single Family Residential moves the corner of the area to the south. The change would not create a situation where there would then be an island of residential in the middle of an area of employment land nor would it create new conflicts between uses and the property to the east of the subject site already directly borders residentially designated land. The proposed change would alter the boundary between residential and employment lands, which does have the effect of creating a longer shared border between residential and industrial. Currently, only the subject sites north property line directly abuts residential lands, the sites western border is buffered from residential lands by Monson Road. If the subject site were designated residential, then the sites southern and eastern border would be a shared border between residential and industrial.

11. The comprehensive map pattern is a mixture of residential, industrial, and public. The vacant site is adjacent to single-family designated land on the north and west side. If the property was annexed it would be zoned R-1, single-family residential with a density of 2 to 6 dwelling units per acre, or a development up to a maximum of 22 units on the 3.72 acre site. Residential development would have a similar impact on the area as the lot borders single-family residential on two sides.
12. In terms of intensity of uses, the Industrial Designation has a higher chance of causing impacts such as noise, dust, traffic, and hours of operation, than a residential development. The area has a mixture of comprehensive plan designations that may impact one another. The current site, if developed with a manufacturing use could have impacts on the residentially designated property immediately to the north of the site, or to the residential properties on the west side on Monson Road. Changing the property to residential would now subject potential residents on the site to potential industrial uses to the east and south of the subject site. However, given the subject property is requesting a less intensive land use designation, there is not anticipated to be any negative impact on the area resulting from the change.
13. The subject site is a corner section of the Industrially designated land section and borders residential to the north and to the west. The proposed change of the site from Industrial to Single Family Residential moves the corner of the area to the south. The change would not create a situation where there would then be an island of residential in the middle of an area of industrial land nor would it create new conflicts between uses and the property to the east of the subject site already directly borders residentially designated land. The proposed change would alter the boundary between residential and industrial lands, which does have the effect of creating a longer share border between residential and industrial. Currently, only the subject site's north property line directly abuts residential lands, the site's western border is buffered from residential lands by Monson Road. If the subject site were designated residential, then the site's southern and eastern border would be a shared border between residential and industrial.
14. The City conducted an Economic Opportunity Analysis in 2011 that found that "The upper-end of the employment growth and land need scenario assumes 11 acres of net new industrial vacant land demand, which is below the estimated vacant industrial land supply of 84.7 acres. Hence, Silverton can easily accommodate the high industrial job growth scenario without expanding its Urban Growth Boundary." This equated to a surplus of 73.7 acres. Removing 3.72 acres of designated Industrial Land in the Urban Growth Boundary, in addition to the land removed as part of a 2016 Comp Plan amendment, leaves about a 56-acre supply of vacant industrial land. Changing the lot to a single-

family designation will help increase the amount land available for needed housing and will not have a negative impact on buildable industrial land. Similarly, the 2020 Housing Needs Analysis indicated a surplus of Residential land. Given that both designations have a surplus, the City can look more toward what type of development is more needed. The City has been trying to address housing affordability the past few years as housing costs have outpaced income gains. The City's current Industrial Park has several vacant shovel ready lots, that have been shovel ready for decades that have yet to attract industrial users.

15. The City of Silverton adopted the Comprehensive plan to be consistent with the statewide planning goals and has been acknowledged by the State.

