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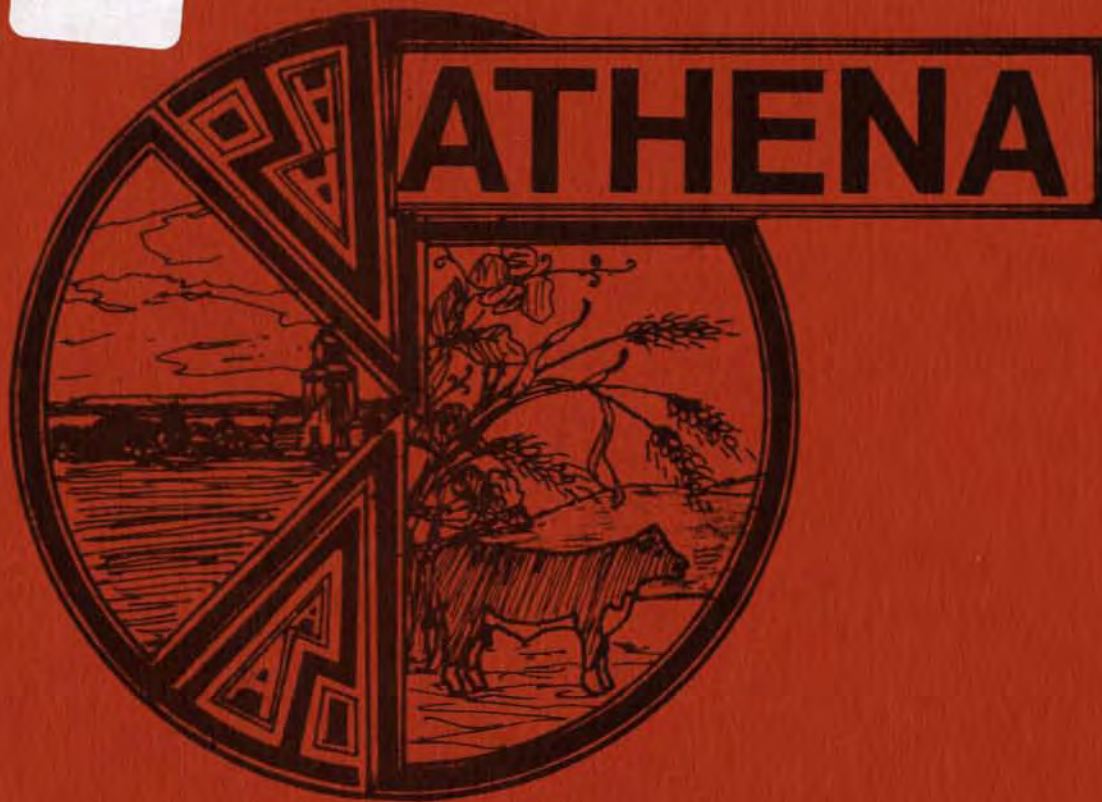
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ATHENA

COMPREHENSIVE PLAN

CITY OF ATHENA
COMPREHENSIVE PLAN

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CITY OF ATHENA

COMPREHENSIVE PLAN PROGRAM

WORK FORCE 1976-1979

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Mayors: Bud Schmidtgall, Bob Frink

Members: Alton Alderman Peg Harrison
 John Hesketh Harold Searcy
 Bob Irving Bob Frink
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INTRODUCTION

INTRODUCTION

The City of Athena is a small agricultural community in the wheat belt of Umatilla County in northeastern Oregon. This Comprehensive Plan is intended to guide its future development in a manner that will insure the liveability of the community, promote an orderly, efficient pattern of growth, and conserve the natural resources of the area. The Comprehensive Plan represents a consensus of community opinion and serves as a legal guideline for City actions and ordinances that initiate or regulate development within the City.

CITY OF ATHENA

A large sign near the entrance of the city proclaims "Athena, A Great Place To Live." Indeed, this small city in the midst of the Umatilla County wheat belt has earned a reputation as a "good ole' fashioned American small town." Athena's nice homes, excellent schools, pleasant neighborhoods, and community pride has helped the city survive the decline which affected most small Eastern Oregon towns and has fostered a steady growth and continuing civic and personal property improvement. Today, over 1,000 persons call Athena their home, an impressive increase since the census of 1940 tallied only 513, and even more impressive considering the community has lost much of the industrial employment since that time.

Athena began at an early stage in the settlement of Umatilla County and in 1978 celebrated its Centennial year. Darwin Richards established a stage house where a branch of the Oregon Trail crossed Wildhorse Creek on its way from the upper Umatilla Valley to Walla Walla. As wheat farmers homesteaded the surrounding grassy hills, a townsite was platted, and by 1878, the little community had outgrown its earlier nicknames of Yellow Dog and Mud Flats to be known officially as Centerville. Within 15 years the rapid settlement of the fertile wheat district and the establishment of retail businesses and home industries to serve the farms' needs had created a boomtown out of Centerville. By 1892, the population had reached over 1,000, and the name had been changed to Athena.

From its inception, Athena has served almost exclusively as a rural service center. Its large size and early status as one of the leading communities of the area (Pendleton had a population of only 4,500 at that time) were a result of the fertility and size of its market area. Flour mills, grain elevators, sawmills, and a vegetable cannery joined the wide variety of retail businesses, including an opera house. The Union Pacific built its main Spokane line through the community in 1883, and the Northern Pacific extended a branch line from Helix in 1889.

However, all was dependent on area agriculture. With increased farm mechanization and automobile usage, Athena declined markedly. By 1940, the population had dwindled to half its former size and many businesses had closed down. Pendleton had become the regional service center.

Countering such adversity, during the 40's and 50's the green pea industry became established in the Athena-Weston-Walla Walla area as a rotation crop for wheat. The higher rainfall belt at the base of the Blue Mountains admirably supported this new crop, and canneries were built. Employment in the fields, in support industries and in the canneries increased significantly the job opportunities in the area. New homes were built, and Athena's population increased nearly 100%.

The agricultural boom stabilized by 1960 and Athena even lost its cannery. However, Athena has continued to prosper and grow as young and elderly members of surrounding farm families have settled in the city. Plus, the reputation of the community as a "Great Place to Live" has attracted quite a number of families whose bread-winners commute to work in nearby Pendleton, Weston, Milton-Freewater, or Walla Walla.

The Athena of 1979 is a forward looking community. Functioning as a rural service center and commuter community, the City has realized a need for economic diversity and has recognized Athena's unique attractiveness. The community's liveability, availability of industrial sites, service by two railroads, and location along a major interstate route and between two large urban centers are attributes Athena hopes will attract new industries. Once critical sewage treatment and water supply problems are corrected, easily developable land will be available for new housing. Vacant buildings and land downtown could accommodate the added number and variety of retail and personal services deserved by the community.

To encourage economic diversification and provide more housing for new employees and farm family members, the Comprehensive Plan sets aside a reasonable amount of land for community growth, guides the pattern of growth, and establishes policies to accommodate this desired expansion. The community spirit exemplified by the renewal of the Caledonian Days Celebration, the new elementary school, and the new downtown fix-up program should carry Athena through the coming decades and insure the city remains "A Great Place to Live."

THE FUNCTION OF THE COMPREHENSIVE PLAN

Under Oregon law, each city and county must develop and adopt a Comprehensive Plan to guide future development. The Plan constitutes a statement of policy addressing many aspects of community growth, the location of land uses, economic development and community facilities expansion being some of the more important subject areas. These policies are to be used to guide decisions by both governmental bodies and private parties. Investors both large and small can utilize the Plan to decide the timing, location, and size of new developments. The City uses the Plan to develop zoning and subdivision ordinances that regulate land development and to make decisions regarding the expansion or replacement of community facilities. Other governmental agencies rely on the Plan to aid in decision-making and comply with the Plan when preparing plans and programs of their own. Thus the Plan serves as THE guiding document for all development within its target area.

DEVELOPMENT OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is developed by the joint efforts of a citizens group and a professional planner. Together, they examine the land base, natural resources, economy, demography, community facilities, housing stock, transportation facilities, and land use pattern of the area. Key trends and potentials are also identified. Surveys are taken to gather community opinion regarding various subjects, and the public is invited to attend and participate in the open meetings of the citizens group. From this extensive information base, the citizens and planners summarize the existing situation, establish objectives and goals for the community, and formulate policies to guide new development. Key among these policies is a Plan Map indicating the future distribution of land uses in and around the City, and demarcating an Urban Growth Boundary within which the City can grow.

The proposed goals, objectives, and policies together with the Map comprise the Draft Plan, which is sent out for review by the citizens, City Council, and other governmental agencies. Comments received during this review are evaluated, and the Plan is amended. The new Comprehensive Plan arising from this process is then adopted by the City and is co-adopted by Umatilla County. The State of Oregon is then requested to lend its stamp of approval via review by the Land Conservation and Development Commission.

FINDINGS

INFORMATIONAL FINDINGS

Goal 1: CITIZEN PARTICIPATION

- * Active citizen involvement in the comprehensive planning effort has largely occurred via the Athena Planning Commission.
- * Two community surveys were conducted during the planning program to obtain input and determine citizen needs, desires, and opinions.
- * Following publication of the Draft Comprehensive Plan in November of 1977, the proposed Policies and Land Use Plan have undergone a series of revisions, largely due to the concerns of individual property owners within the Urban Growth Area or adjacent to the proposed Urban Growth Boundary.
- * A newspaper-sized copy of the Sketch Plan (draft Land Use Plan) with the draft Goals, Objectives, and Policies on the back, was mailed out to all Athena residents in November, 1977. The complete draft Comprehensive Plan and Community Information Report were made available at the Athena City Records Office. The first Sketch Plan revisions were mailed out in May, 1978, and the revised Policies and later Sketch Plan revisions were placed in the City Records Office and Post Office.
- * The mail-outs generated considerable public discussion, and the planning effort seemed to have pleased most of the community.
- * The important community opinions identified by the surveys are as follows:
 - - The small town character of the community is one of Athena's chief assets and should be maintained.
 - - Population growth is desirable so as to provide more support for desired commercial and community services.
 - - The present housing supply is inadequate; more buildable lots, moderate-priced houses, and rental accommodations are needed.
 - - The provision of commercial and professional services is inadequate.
 - - More industrial and service employment opportunities and the tax base such new or expanded businesses would provide are both necessary and desirable.
 - - Athena is an attractive, friendly, and prosperous town.

Goal 2: LAND USE PLANNING

Planning Process

- * The Athena Planning Commission has authority for evaluating siting conditions and issuing permits for conditional uses, for making recommendations about development proposals, and for preparing or reviewing the Comprehensive Plan and development ordinances. Much of its work is in the form of recommendations to the City Council, the final authority in most development matters.
- * As the City was small and not subject to much growth pressure, a comprehensive plan to guide future development had never been prepared.
- * Although Athena's growth rate was minimal for many years, a zoning ordinance and subdivision ordinance were developed and revised over the years.
- * Athena's present zoning ordinance contains the pyramid concept that allows residential uses outright in any zone, including Industrial, a situation that is not conducive to the development of proper residential environments.
- * Oregon LCDC and new state laws made planning and the implementation of complete, complying development controls mandatory, so Athena contracted with the Umatilla County Planning Department to provide a professional planner to help the City prepare the necessary documents.
- * The Athena Planning Commission has worked extensively with the two planners involved and has helped generate and has approved all materials contained within the Comprehensive Plan and upcoming revised development ordinances.
- * The zoning and subdivision ordinances will be revised to comply with this Plan and new model ordinance formats.
- * As part of the planning program, data inventories were prepared for various environmental and socioeconomic factors and are presented within the Community Information Report published in association with the Comprehensive Plan.
- * The Plan and Urban Growth Boundary were established based on the data inventories, citizen input, and coordination with other governmental agencies.

Land Use Pattern

- * Athena is built in a wide, shallow draw on the north side of Wildhorse Creek, with most of the townsite sloping gently upwards toward the north and east.

- * Approximately 90% of the area within the City Limits is developed for urban uses; only small parcels of pasture and wheatland remain undeveloped and these are mainly adjacent to the industrial area.
- * The city was laid out with standard grid-iron street pattern which was later bisected by railroad rights-of-way. While the bulk of the city growth occurred east of the rail lines and their adjacent industrial area, a strip of land a block wide was developed for residences on the hill west of the tracks.
- * The downtown area developed in the southern part of the gridiron east of the railroad and constitutes the sole commercial district. Main Street is lined with aging one-and two- story brick buildings with storefronts set out to the sidewalks. There are quite a number of vacant parcels and buildings which would be capable of accommodating a considerable expansion of the business activity in the downtown area.
- * Most community facilities are located in the downtown or along the eastern edge of town, with Weston-McEwen High School, the elementary school, and the city park occupying the far southeast corner of the city.
- * The largest residential neighborhood developed around the old school and churches north of the downtown. Smaller neighborhoods are located on the west hill and south between the downtown and Wildhorse Creek. A new low-density area has developed on the far north edge of town in recent years. A number of residences are located south of Wildhorse Creek but are not contained within the City Limits.
- * An industrial area three blocks wide extends the full length of the town along the railroad tracks in the western half of the city. This area once housed a number of grain warehouses and elevators, two sawmills, and other industrial concerns. Presently, much of this land has been vacated and large sites are available for future industrial facilities.
- * The following vacant lands are suitable for residential development:
 - - Lower 2nd street: the Umatilla County Housing Authority has secured federal funds for a private senior citizens housing project on land along the west side of the street in a formerly industrial tract.
 - - Upper 2nd Street: this lowlying area was undeveloped when the city sewer system was installed, so no sewer connections were provided to the street; present costs of installing a main sewer line range upwards of \$50,000, making the area more expensive to develop than sites adjacent to city water and sewer but outside the city limits.
 - - Old school site: this full block will probably be developed for a multi-family residential use by its private owners.

- - Rugg's Pasture: horse barns, pasture, and training track will likely remain in present use for many years.
- - Parcel adjacent to McEwen Homes: floodplain site of uncertain usefulness although the location is excellent with regard to school and recreation facilities.

Goal 3: AGRICULTURAL LANDS

- * The soil types within the surrounding Athena are prime for agricultural use, exhibiting Class I to III cultivation capabilities. Most of the soils seem to be rather suitable for irrigation as well.
- * Most of the land in the area is in a dryland wheat/pea cropping pattern. Private irrigation systems have been developed over the past few years and are proving quite successful. Increased wheat and pea yields, plus the ability to grow crops new to the area, such as green beans, indicate great promise for the future.
- * As most of the residential areas in Athena are build-out, agricultural lands adjacent to the city on the north, east, and west will be needed for future community growth.
- * While agricultural lands will be developed for urban purposes as the city grows, the community is concerned that farmlands can remain in farm use and farm value assessment until such time as conversion to urban use is appropriate.

Goal 4: FOREST LANDS

- * This Goal is not applicable for Athena.

Goal 5: OPEN SPACE, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES

- * Certain areas along Wildhorse Creek are protected as open space within the city park, but much of the creek flows through private lands.
- * While there are no identified scientific, historic, or archaeological sites within Athena, several buildings and even neighborhoods are of historic interest.
- * The major energy resource in this area is in the large number of sunny, cloudless days, and fairly constant winds.

- * The city is surrounded by vast expanses of rolling wheatfields which give a profound sense of openness to the entire area. Most of the hillside sites also have views of the Blue Mountains.

Goal 6: AIR, WATER AND LAND RESOURCES QUALITY

- * The city and state together can require all discharges from existing and future development to be within the limits set forth in applicable state or federal regulations.
- * Stream pollution occasionally occurs in the area mainly due to winter runoff from bare fields. This is not as serious a problem as it once was because now the wheat sod is left on most fallow fields throughout the winter.
- * The Athena water supply, distribution system, sewer system, sewage treatment plant, and solid waste disposal have all been given satisfactory ratings by the US EPA and Oregon DEQ.

Goal 7: AREAS SUBJECT TO NATURAL HAZARDS

- * The wide Wildhorse Creek and smaller Wayland Creek floodplains are the principal identified natural hazards in the area. The Wildhorse Creek floodplain extends primarily south of the creekbed, so only a few residences in the city are affected. However, urban development south of the creek would be unwise. The Wayland Creek floodplain encompasses the industrial area as the creek parallels the Burlington Northern rail line.
- * Low-strength soils on surrounding hillslopes create hazards that can generally be reduced by careful construction and proper design.

Goal 8: RECREATION

- * For the most part, Athena has adequate park areas and school and community recreation and meeting facilities to provide for present and short-term future needs.
- * A community center for senior citizens and a program to serve the elderly are being developed in Weston to serve both communities.
- * While recreation facilities for teenagers are considered excellent, the need for a youth meeting place has been expressed by many residents. The schools partially address this need, but it is felt the community should supplement the schools' efforts.
- * The few handicapped persons in Athena are senior citizens whose needs are cared for by private individuals, the churches, and the new seniors program in Weston.

- * Outdoor recreation activities such as hiking, horseback riding, skiing, camping, and fishing are amply provided for in the neighboring Blue Mountains.
- * As the northern part of the city growth area is on the opposite side of town from the city park and school recreation facilities, further development of this district may well create a need for a north and neighborhood park.

Goal 9: ECONOMY

- * The two food processing facilities in Weston employ from 200 - 350 persons year - round and hire an additional 700 during the peak harvest season. While many Athena residents work in these plants, the tax benefits of the industrial facilities accrue largely to Weston. Some tax support for Athena is provided via the Weston-Athena School District levies.
- * While many commercial enterprises have left the community in the past thirty years, Athena has retained the largest business community in the area and serves as a local retail center for nearby farms and smaller towns.
- * One likely source of growth for Athena would be a continued influx of families who desire to live in a small town and yet be close to city jobs and services in Pendleton or Walla Walla. Contacts with realtors in the area indicate there are indeed many families that would like to move to Athena because of the town's nice appearance and reputation as a friendly place. The school system is also an important attraction. However, the general lack of buildable lots, rental accommodations, or houses for sale has created the biggest stumbling block to this type of community growth.
- * Residents feel that the present level of professional and commercial services within the community is inadequate, and indeed there may be a sufficient market for additional businesses, especially if potential population growth occurs.
- * Service by two railroads, access to a major through highway, the availability of large flat industrial sites with direct rail access, the presence of both water and sewer facilities, and the general good name of the town and its desire for growth, combine to give Athena a potential for attracting industrial facilities. This potential is greater than many other small towns and by working with the Port of Umatilla, Athena may indeed be able to fulfill its desire for additional employment opportunities and non-residential tax base.
- * A diversification of the area employment base is necessary and is also desired by the community.

- * The success of recent private irrigation projects near Athena may encourage the development of more irrigated land. The larger labor requirement and actual production associated with irrigated lands may increase the need for housing and services in Athena, similar to but on a smaller scale than development in West Umatilla County.

Goal 10: HOUSING

- * A housing survey was conducted during the summer of 1977 to determine housing needs and desires in the community.
- * A lack of apartments or smaller homes forces many retired persons to live in older houses much larger than they desire.
- * Many of the homes in the community are fairly old, and while most have been well-maintained over the years, upkeep and interior modernization will continue to be important housing problems.
- * Most of the housing units in the city are conventional single-family houses, however a number of double-wide mobile homes have been installed in recent years.
- * The pyramid concept in the zoning ordinance resulted in very little mix of uses in the past, but just in the past two years several mobile homes have been located on scattered sites throughout the industrial area by taking advantage of the pyramid clause. A mixture of industrial and residential uses in this era is detrimental to both uses.
- * While mobile homes are recognized as an important form of moderate-priced housing, the location and installation of mobile homes in the city is becoming an object of concern.
- * A thirty-unit apartment complex for senior citizens will be developed during 1979 with funds obtained via the Umatilla County Housing Authority. While it is expected only 30% of the residents will be from Athena, the complex will have a beneficial impact on the city housing stock by making several older homes available for new families.
- * The future of the existing small mobile home park is in question, but the need for the facility will continue. The mobile home park provides an important function as a recreational trailer park as well.
- * Moderate-priced houses, rental houses, house lots, and apartments are all needed to provide a larger, more varied housing stock.
- * Residential property taxes are comparably high due to the small number and size of industrial and commercial concerns in the city and required tax support for the excellent local school system.

Goal 11: PUBLIC SERVICES

- * While the community desires additional growth, the Athena water and sewer services are at a critical stage.
- * The city sewage treatment plant is currently near its 150,000 gallons per day capacity. At times during the spring, this capacity is exceeded due to meltoff and rainwater infiltrating the sewer pipes. The city has applied for a federal grant to rebuild and expand the sewage treatment plant, but the city's position on the priority list of towns indicates the grant will not be available for three to four years. The city sewer system cannot accommodate any major new projects until probably 1983.
- * The sewer lines within the city have an infiltration problem. Sewer mains are not extended to all areas within the City Limits, the upper 2nd Street area being the largest and most obvious. A large main up 2nd Street would be rather expensive, so the city is investigating alternative means of financing the project.
- * The city obtains its water supply from two wells. During the summer months, home garden irrigation often overtaxes the water supply, a situation that was further compounded during the 1977 drought. Due to water shortages that year, the city lowered the pumps in the wells and began investigating the drilling of a third well. The high cost of new wells has lead the city to seek state or federal grants. While the existing wells can meet present needs through conservation efforts, the elementary school lawns and the senior citizen housing project are the only major developments the city feels it can service with the present water supply. Major infill housing projects or subdivisions within the Urban Growth Area cannot be supplied with city water until at least 1980.
- * The water main system is in fairly good condition following major repairs over the past few years. Increased main size and looping will be required to serve the growing northern portion of town.
- * Would industrial facilities seek to locate in the city, the priority level of the city on the grant waiting lists might be raised and the necessary sewage treatment plant and water supply improvements accomplished earlier than expected.
- * Weston-McEwen High School and a new elementary school are located in Athena, and the local junior high school is only a few miles away in Weston. These facilities of the recently created Athena-Weston School District presently serve the community well, and some excess capacity exists to accommodate future growth. If Weston and Athena both witness an influx of families with school-age children, school facilities may have to be expanded however.

- * While the new Weston-Athena ambulance service is excellent, there is a desire for a local medical doctor to provide services within the two towns. The fairly high proportion of elderly residents would seem to warrant the provision of such services.
- * Other city services such as solid waste disposal, fire and police protection, and storm drainage appear to be adequate to meet present and future demand.

Goal 12: TRANSPORTATION

- * Athena is most fortunate to be served by two railroads. The Union Pacific terminates its Milton-Freewater/Weston line from Walla Walla in the Athena yards, and Burlington Northern provides branch line service from its Pendleton-Helix-Pasco spur line. Retention of these two rail facilities is vital to the city's efforts to attract new industries.
- * The Oregon-Washington Highway (Oregon Route 11) passes just to the south of Athena and provides fast communications to the regional centers of Pendleton and Walla Walla.
- * There are two private airfields serving Athena. The Athena Pea Growers airstrip south of town is used by crop dusters and is available to the public for use at their own risk. This facility is located on a hill some distance from any urban development. Barrett Field adjoins the northwest corner of the city and is a restricted, private-use airstrip owned by Barrett Tillman. The use of the land beneath the southern approaches to the runway has been the object of considerable controversy between the two property owners. Appeals have been made to the city, but both the Planning Commission and Council have felt it to be a private matter between the owners. The land in question had been designated as part of a large residential block included within the western Urban Growth Boundary. The County had designated the land rural residential in 1972 with no objections at that time. As the city does not wish the airfield to develop into a large public airport because it is so close to existing residences, the Council did not change the residential designation of the land in question when the Plan was adopted.
- * There is a need for public transit between Athena and nearby communities, especially to help older residents reach destinations outside the city. The service that Quin-tra proposes to provide would be most beneficial.

Goal 13: URBANIZATION

- * The community desires to retain its small-town character but would like to encourage a moderate rate of residential development and expansion in the commercial and industrial sectors.

- * While population projections suggest a population growth of about 25% (260 persons), indications are that if only an adequate supply of residential lots, houses, and rental accommodations were made available, a larger number of persons would be attracted to Athena. Also, the city's potential for some industrial development and the expansion of irrigated agriculture in the area warrants a larger population projection.
- * As there is little vacant land for residential use within the City Limits, additional land adjacent to the city will be needed for residential expansion.
- * A pattern of ring development around the town is proposed because only incremental extensions of existing water and sewer lines would be required and the city would be kept compact.
- * Certain lands outside the City Limits to the east are the most suitable for residential expansion as they are near all the community facilities and the downtown. Unfortunately the owner of the larger of the two sites was emphatic in his demands that his land not be included in the Urban Growth Area as he would not allow conversion of his farmland for residential use. While the Planning Commission and Council finally agreed to the property owner's demand, because the land is so well suited for residential growth, it was designated as a Future Expansion Area outside the Urban Growth Boundary.
- * Hillslope lands along the north and west boundaries of the city are well suited for residential development. Although they are farthest away from the downtown and community facilities, they are the most likely to be developed in the next few years.
- * Developments in the Urban Growth Area will likely not occur for several years due to the water and sewer constraints and the Council's concern to avoid overloading the existing systems or funding major improvements through bonds that would tax the City's existing residents.
- * Lands to the south, beyond Wildhorse Creek, were not included in the Urban Growth Boundary due to the presence of a floodplain in the area and an areawide elevation below that of the sewage treatment plant.
- * An existing industrial parcel outside the city, that of the sawmill north of town, was included in the Urban Growth Boundary.
- * An Urban Growth Boundary has been established in this Plan in accordance with state urbanization laws. The Urban Growth Boundary defines the area within which the city can annex and urban development can be allowed.
- * The Athena Urban Growth Boundary was drawn to include suitable sites for residential and industrial expansion with an aim toward keeping the City compact and expanding the developed area in an orderly and economically efficient manner.

- * As much of the developable land within the Urban Growth Area is currently being farmed, the actual availability of these lands for urban development is uncertain. This problem is compounded by the fact that these lands are divided into large parcels under the ownership of only a few persons. Wheat farmers in Umatilla County have historically been rather reluctant to give up good wheat land for other uses, thus providing unusual constraint to planning for community growth. Most cities in Umatilla County have dealt with these problems by setting aside more land within the Urban Growth Boundary than actually needed in hopes that one or two of the affected property owners will indeed develop their property in the coming years.

*THE
PLAN*

CITY OF ATHENA

COMPREHENSIVE PLAN

GOALS, OBJECTIVES, AND POLICIES

Goal #1: CITIZEN PARTICIPATION

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

Objective

1. To employ a variety of methods for informing citizens and obtaining their opinions and attitudes on matters relating to planning, decision-making, and community development

Policies

1. Conduct community surveys to obtain public opinion and collect information for planning programs or decisions
2. Encourage citizen participation at Planning Commission and City Council meetings
3. Distribute proposed Comprehensive Plan and Urban Growth Boundary changes for community review and comment
4. Make technical reports available for public inspection

Goal #2: LAND USE PLANNING

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

Objectives

1. To insure orderly development in the City of Athena
2. To provide opportunities for a variety of land uses to go along with increasing growth and demand for services

3. To provide for a clean environment and encourage preservation of a quality environment
4. To locate land uses so as to take advantage of existing systems and physical features to minimize development cost and to achieve compatibility, and to avoid conflicts between adjoining uses

Policies

PLANNING PROCESS

1. Request Planning Commission preparation or review and recommendation regarding all new ordinances or ordinance amendments affecting or regulating the development of the community
2. Have the Planning Commission review the Comprehensive Plan every year to bring it into compliance with changing local needs and new state laws
3. Amend the Comprehensive Plan only after serious consideration of the pros and cons of the issue and provision of adequate opportunity for public comment
4. Utilize the policies and information contained in the Comprehensive Plan as the basis for making decisions on community development issues
5. Implement zoning and subdivision ordinances and develop a capital improvement program to guide the physical development of the community according to the map and policies of the Comprehensive Plan

LAND USE POLICY FRAMEWORK

1. Encourage a moderate pace of new development so as to provide more housing and employment yet retain the small community character of Athena
2. Support Athena's role as a rural bedroom community for nearby farms and larger cities
3. Direct all large-scale industrial, agribusiness, storage, and heavy commercial development to locate in the large parcels of land alongside the Burlington Northern and Union Pacific railroad tracks in the western portion of the city
4. Promote the continued well-being and future growth of the Main Street area as the sole commercial shopping district in the community

5. Provide for a mix of activities and encourage a greater variety of shops and services within the downtown
6. Designate Main Street between 1st and 5th streets for commercial uses only, but allowing a mix of commercial and residential uses along the back portions of those blocks facing Currant and Jefferson streets
7. Encourage infill of the existing platted area prior to large-scale development of the urban growth area
8. Provide for a ring of new residential areas around the existing city development on the west, north, and east sides

Goal #3: AGRICULTURAL LANDS

To preserve and maintain agricultural land.

Objectives

1. Preserve the agricultural land resources of the Athena area
2. Encourage a concentration of residential, commercial, and industrial development within a compact Athena urban area

Policies

1. Recognize the legal status of the Urban Growth Boundary as the separation between city development and the surrounding agricultural area
2. Maximize the use of available land within the city and urban growth area so as to take as little farmland out of production as possible
3. Encourage Umatilla County to restrict non-farm development outside the Urban Growth Boundary
4. Accommodate farming within the urban growth area until such time as the property owner develops the land for residential purposes

Goal #4: OPEN SPACE, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

To conserve open space and protect natural and scenic resources.

Objectives

1. To identify open spaces, scenic views and natural resources which should be preserved from urban development
2. Maintain distribution of open space to allow visual relief and space for active and passive recreation
3. Multiple uses of open-space land will be encouraged, provided that the uses are compatible.
4. Protection of identified historic or archaeological sites will be encouraged
5. Conservation of area's natural resources to be promoted

Policies

1. To encourage preservation of right-of-ways for public use
2. To encourage use of open space as buffer zone between incompatible uses
3. Encourage the preservation and rehabilitation of older homes and commercial buildings within the city
4. To encourage protection of scenic views of the Blue Mountains for citizens in the community
5. To encourage multiple use of school facilities for public recreational and meeting needs
6. To encourage maintenance and preservation of natural vegetation (trees, parks, etc.)
7. Encourage the planting of trees along streets and in yards to provide shade, screen industrial areas, and make the city more visually attractive

Goal #5: AIR, WATER, AND LAND RESOURCE QUALITY

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

Objective

1. To promote a clean community by reducing existing pollution and insuring that potential pollution from new development is minimized

Policies

1. Require that all discharges from existing and future development be within the limits set forth in applicable state or federal environmental quality standards and regulations
2. Encourage new industries which would not have a significant detrimental impact on the local environment
3. Encourage continued study and improvement of agricultural practices to reduce water and wind erosion of the soil and pollution of streams by siltation and feedlot runoff

Goal #6: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

To protect life and property from natural disasters and hazards.

Objective

1. Discourage or specially-regulate development in flood plains, natural drainage ways, steep slopes, or other hazardous areas

Policies

1. Adopt a flood plain ordinance based on the Federal standards to insure future development in flood plains is designed to reduce the damage generated by flooding
2. Require development on hillsides to make special provision for the control of runoff and soil erosion

Goal #7: RECREATIONAL NEEDS

To provide programs and facilities to meet the recreational needs of area residents and visitors.

Objective

1. To provide adequate recreational facilities and programs to meet residents and visitors needs as the community grows

Policies

1. Designate sites and build additional park and outdoor recreational facilities as need requires
2. Develop a youth-orientated community recreation center
3. Encourage development of a motel-hotel tourist facility and a recreational vehicle park
4. Work with the School Board to avoid duplication of recreational facilities and provide for joint use of community and school facilities

Goal #8: ECONOMIC DEVELOPMENT

To diversify and improve the economy of Athena.

Objectives

1. Develop a larger, more diversified employment market
2. Encourage a moderate rate of economic and community growth
3. Strengthen the downtown shopping district
4. Provide a wider range of commercial and professional services to the community
5. Attract new industry
6. Create a stable, well-rounded community, socially and economically

Policies

1. Protect the designated industrial areas from residential encroachment, preserving them for industrial, agribusiness, storage, and heavy commercial uses
2. Work with the Port of Umatilla and ECOAC to develop a program to attract suitable new industry (ie. fairly non-polluting, and providing stable employment)
3. Encourage development of abandoned buildings on Main Street for apartments, commercial uses, and tourist facilities

4. Develop a program to attract additional commercial and professional business such as electricians, plumbers, plumbing and electrical supplies, medical doctors, dentists, and veterinarians
5. Concentrate all shopping, office, consumer service, and public service facilities within the downtown area so as to accommodate shopping and business needs, provide economic stability, reduce costs to the public, and maximize sales and pedestrian movement

Goal #9: HOUSING

To increase the supply of housing, to allow for population growth and to provide for the housing needs of the citizens of Athena.

Objectives

1. Provide a well-rounded supply of housing units and residential lots for the community
2. Utilize a flexible policy for locating housing types within the community
3. Provide for variety within residential neighborhoods

Policies

1. Support the provision of housing for senior citizens within the community
2. Encourage the construction and provision of more rental units and lower-cost single-family homes for purchase
3. Encourage the development of a variety of housing types at a wide range of prices
4. Encourage the use of innovative housing concepts and subdivision designs
5. Insure retention of the natural amenities of the landscape in the design and development of housing projects

Goal #10: PUBLIC FACILITIES AND SERVICES

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

Objectives

1. Phase new development so as to minimize the annual cost of public utilities extensions
2. Cooperate with other agencies providing and/or coordinating public services and consider pooling with other cities or agencies to provide needed services
3. Provide adequate services and facilities to meet the demands of a growing community
4. Insure proper maintenance of existing and future facilities

Policies

1. Insure a moderate rate of growth so as not to place too heavy a burden upon the city's capacity to provide services
2. Evaluate the impact of proposed development on municipal services and the ability of the city to accommodate the increase in demand, as a part of the review process for each zoning or use permit, zoning change, subdivision application, and annexation proposal
3. Utilize Local Improvement Districts to provide sidewalks and curbs for local neighborhoods
4. Encourage provision of dog-catching services
5. To plan public facilities, utilities, and services to meet expected demand through development of a capital improvement program
6. Require annexation of land within the urban growth area prior to extension of services to that land
7. Extend services only to areas adjacent to existing development and municipal utilities
8. Provide adequate maintenance for city water, sewer, and storm drain facilities
9. Provide adequate public and semi-public buildings and sites as need requires
10. Increase the city water supply so as to avoid the shortages experienced recently during the summer months and to accommodate additional community development.

11. Upgrade and increase the capacity of the city sewage treatment plant so that existing summertime over-capacity problems can be eliminated and residential, commercial, and industrial growth provided for
12. Limit new development until such time as the sewage treatment plant is expanded and a larger water supply is secured

Goal #11: TRANSPORTATION

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

Objectives

1. The development of good transportation routes (vehicular, pedestrian, bicycle, etc.) between residential areas and major activity centers will be encouraged
2. The continuing availability of bus and rail transportation routes to main-line services will be encouraged

Policies

1. Encourage provision of transportation alternatives or availability for the elderly and handicapped
2. Continued maintenance and paving of the city streets
3. To discourage use of South 3rd by trucking operations, especially during evening hours
4. Endorse the provision of public use airport facilities at the Athena Pea Growers field or another location at least one half mile from planned city development. Do not discourage private use of Barrett Field so long as operations do not exceed an average of 60 per month.
5. Encourage the State Highway Division to better illuminate the South 3rd-Highway 11 intersection and improve the dangerous curve south of the city. Support reconstruction of Highway 11 between Adams and Athena.

Goal #12: ENERGY CONSERVATION

To conserve energy and develop and use renewable energy resources.

Objective

1. To encourage development and transportation mechanisms which maximize building and energy efficiency and minimize consumption of fuels.

Policy

1. Revise zoning and subdivision ordinance to protect sun rights and encourage utilization of solar energy and landscaping to reduce summer cooling needs.

Goal #13: URBANIZATION

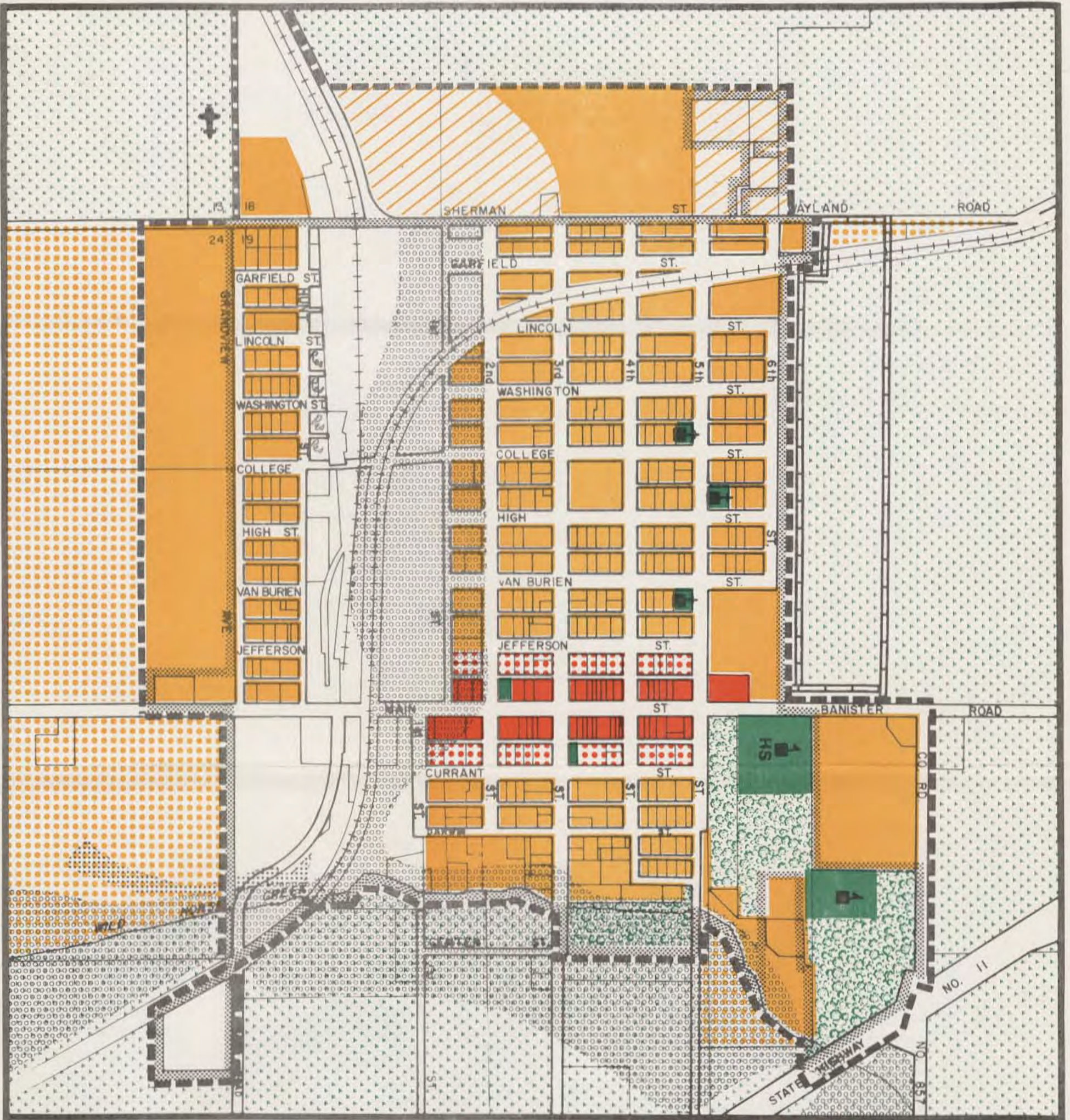
To provide for the orderly and timely conversion of rural land to urban use.

Objective

1. Development will be encouraged to occur within a relatively compact urban area with controlled outward growth to maintain and enhance the physical resources which make Athena a desirable place to live and work and to assure that the development of properties is commensurate with the character and physical limitations of the land

Policies

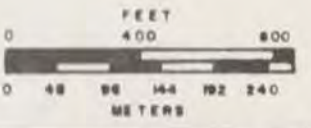
1. Establish an agreement with Umatilla County for the joint management of the Urban Growth Area, and for the revision of the Urban Growth Boundary and Athena Comprehensive Plan
2. Limit community growth to infill development within the present city limits until the sewer and water problems are resolved
3. As the first phase of expansion into the Urban Growth Area following improvement in the water and sewer situation, direct development to those areas adjacent to existing city water and sewer mains, recognizing that the land most suitable for early development may not indeed be available yet for urban use
4. Phase later development according to changing needs and new service extensions



NOTE: Land use designations outside the Urban Growth Boundary are those of the current Umatilla County Comprehensive Plan.

-  LOW DENSITY RESIDENTIAL
-  RESIDENTIAL
-  RESIDENTIAL / ACREAGE
-  COMMERCIAL
-  COMMUNITY FACILITY
-  PUBLIC OPEN SPACE
-  AGRICULTURAL
-  INDUSTRIAL
-  STEEP SLOPE
-  FLOOD AREA
-  AIR STRIP
-  CHURCH
-  SCHOOL
-  URBAN GROWTH BOUNDARY
-  CITY LIMIT
-  POTENTIAL EXPANSION AREA

LEGEND



PLAN MAP

CITY OF ATHENA, OREGON



PLAN CORRECTIONS

1. Hunt Street Amendment: redesignation of two small blocks from INDUSTRIAL to RESIDENTIAL on the Athena Comprehensive Plan Map.

Two small blocks on the east side of Hunt Street just north of College Street were inadvertently designated on the Plan Map for INDUSTRIAL use. The residents of the four older homes on these two blocks did not bring forward the problem until the proposed Zoning Ordinance and Map was being reviewed in spring of 1979. It seems that when Athena was first zoned back in 1966, these two blocks received industrial zoning even though they were used for residential purposes. They do adjoin the Pendleton Grain Growers elevator and the Mobil Oil Bulk Plant, but have been apart of the western residential neighborhood for decades. The City saw no reason to not correct their plan and allowed for continued residential use of the blocks, so the Comprehensive Plan was so amended on 12 March 1979.

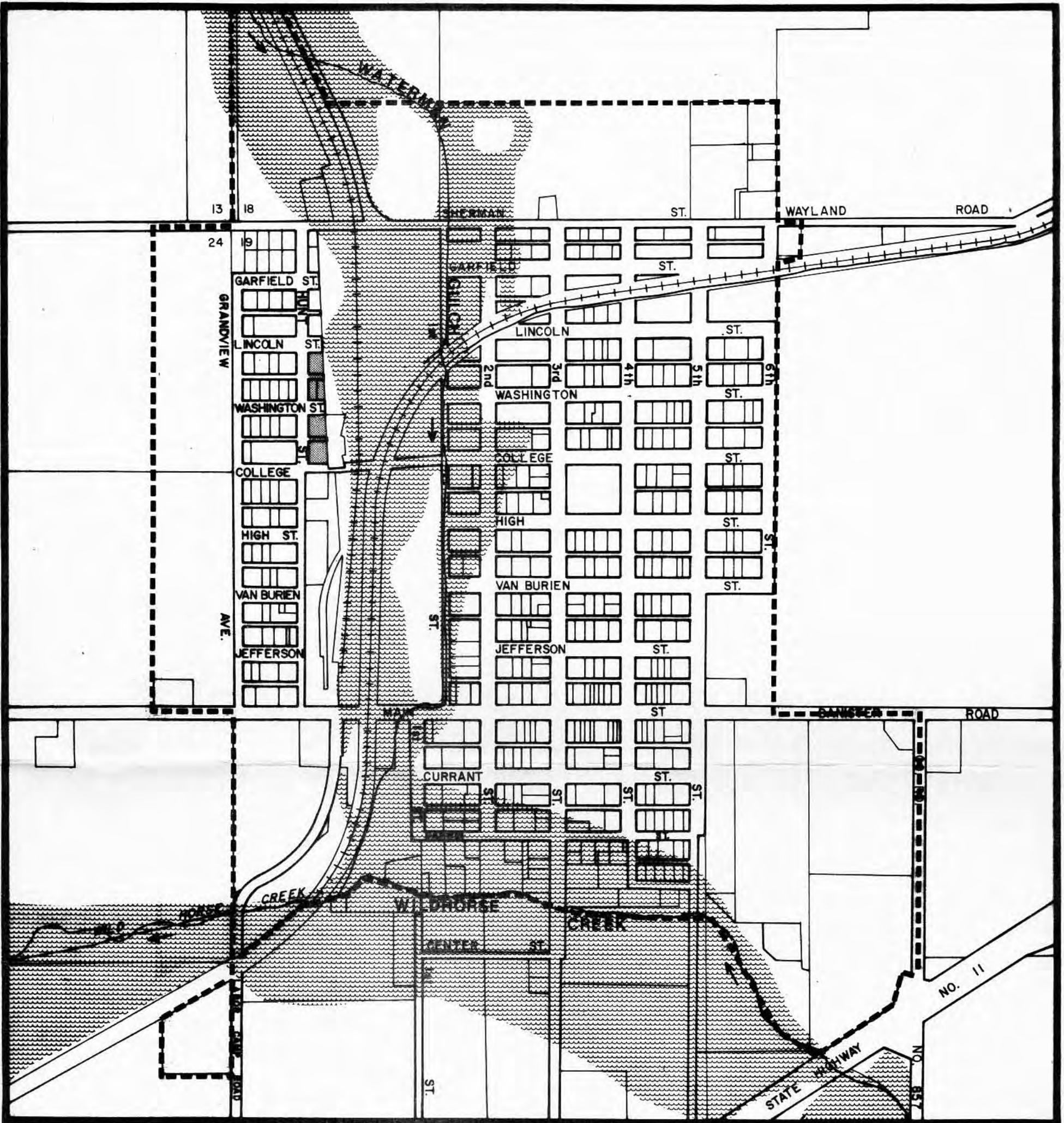
2. Wildhorse Creek and Waterman Gulch Floodplains:

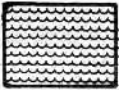

The City and staff questioned the 1974 Flood Hazard Boundary mapping for Athena. The Corps of Engineers was contacted, and they prepared new mapping of the Waterman Gulch floodplain and provided copies of their Wildhorse Creek mapping of 1977. This new information has been sent on to the Federal Insurance Administration and will be used by the City for the FH, Flood Hazard Zone, which enforces the FIA's special floodplain construction regulations.

The Waterman Gulch floodplain is quite extensive given the normal size of the creek, but the drainage is subject to extreme flows during summer cloudbursts and snow melt-off. The Gulch flooding is usually quite shallow, 6" to 1½' or so, and affects a large area because the gulch area is quite flat. The Corps of Engineers has informed the City that by deepening the channel 3' and widening it 2' on both sides, the flood potential would be reduced considerably and the floodway and floodplain boundaries would be drawn in around the ditch.

Wildhorse Creek is a major tributary of the Umatilla River and has a rather large watershed. Flooding on this stream can be quite severe and is of more consequence than flooding on Waterman Gulch. The area of the floodplain would not be appreciably reduced by channel improvements, however, damming upstream might alter the boundaries.

The dimensions of both floodplains are backed up by historical evidence, although the latest computer technology has been used to determine the capacity of the drainages and the floodable areas.



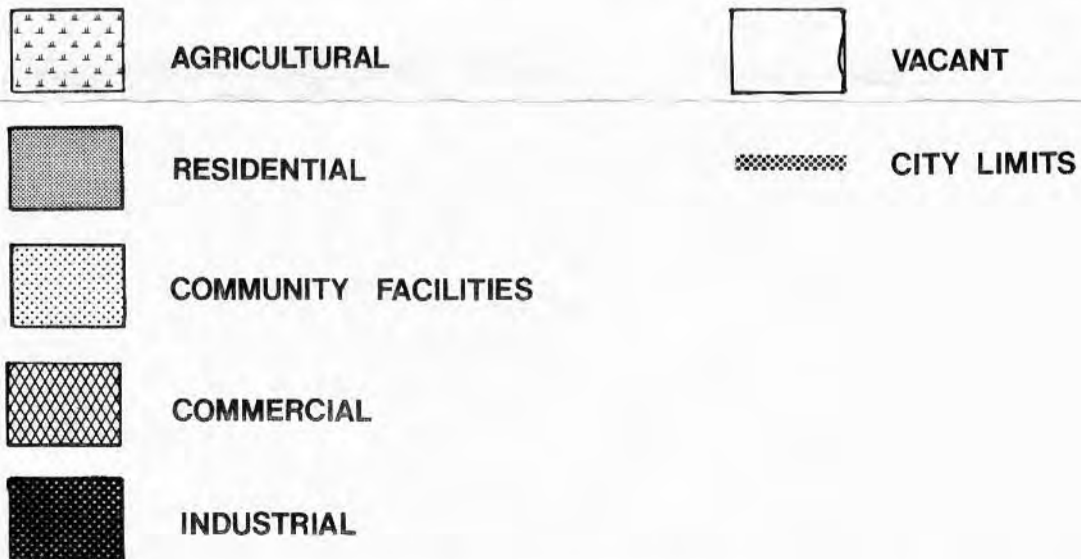
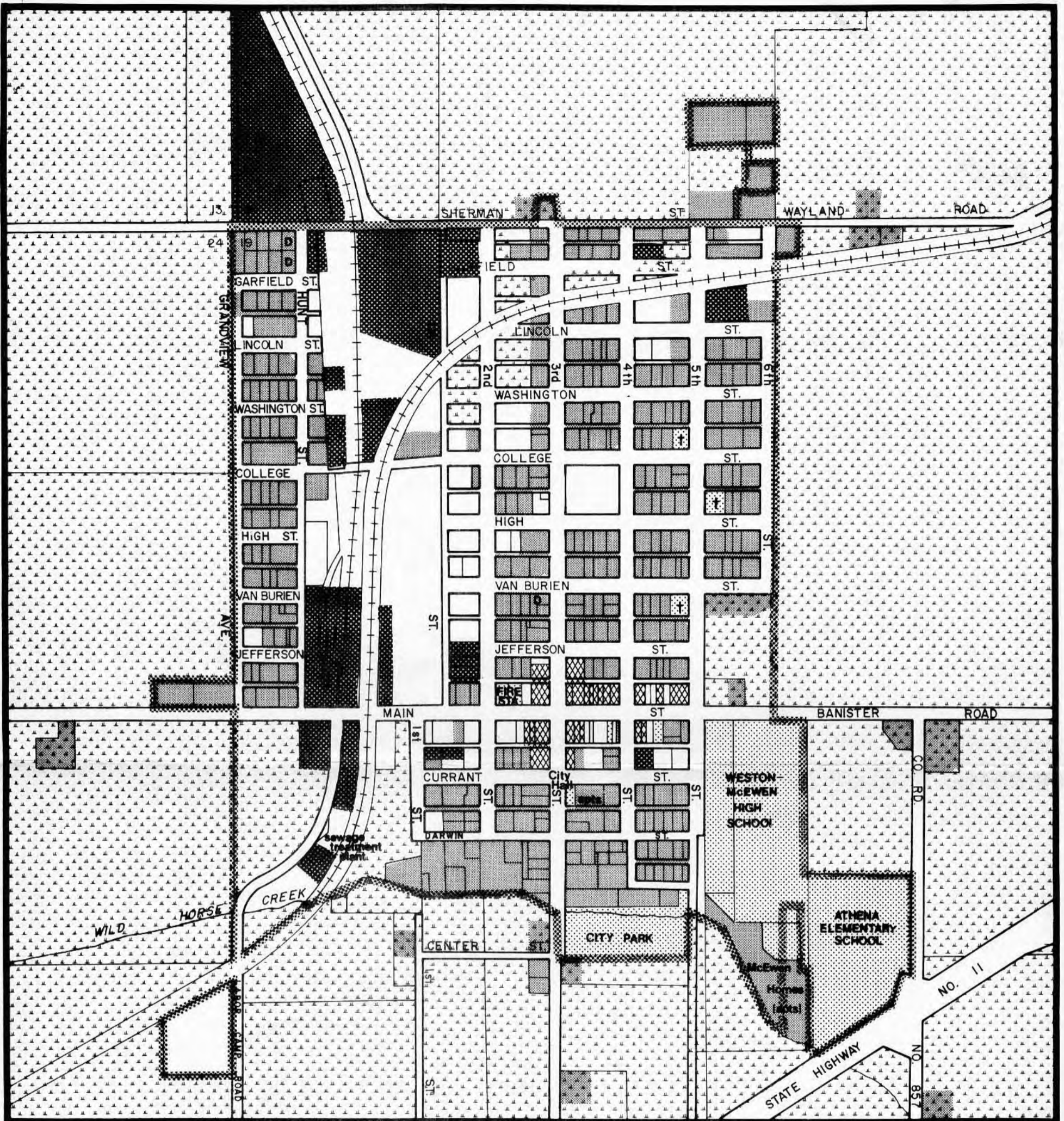
-  REVISED FLOOD PLAIN MAPPING
-  RESIDENTIAL (Hunt St. amendment)



PLAN CORRECTIONS

CITY OF ATHENA, OREGON





June 79 87

PRESENT LAND USE CITY OF ATHENA, OREGON



*GROWTH
REPORT*

ATHENA GROWTH REPORT

The existing development pattern of Athena, the desire of the community for more available lots and a variety of housing, the need for economic diversification, and the attractiveness of Athena both to families and small industries has been discussed in the Findings section of this document. This Growth Report has been prepared to update some pertinent information, present newly-calculated housing and land use acreage figures, and describe the various buildable lands areas within the City and Urban Growth Area. This information should provide a better understanding of the Athena Comprehensive Plan and has been included as an appendix to the Plan document for easy reference. The following discussions, maps, and tables have been included:

Present Land Use and Plan for Growth

Map 1: Present Land Use

Table 1: Athena Land Use Acreages--Present and Planned Housing Stock

Table 2: The Housing Stock of Athena

Water and Sewer Problems

Buildable Lands Descriptions

Map 2: Buildable Lands

Table 3: Buildable Lands Inventory

PRESENT LAND USE and PLAN FOR GROWTH

The Present Land Use Map that follows was just recently updated and revised. Of special interest is the fact that while, with some exceptions, the residential areas of Athena are fairly well built-out, there remains much room for growth in the industrial and commercial districts. This has not always been the case. The Athena of the early 1900's was basically the same physical and population size as today, but the full length of Main Street was lined with one- and two-story brick commercial buildings and the industrial area was filled with sawmills, a flour mill, grain elevators and warehouses, and many small industries. This higher level of commercial and industrial activity was dependent on the larger rural population and horse-and-buggy mobility of the time.

Athena would like to recreate this diversification of both industrial and commercial employment and services, but will require additional area to house the larger population that will go along with this level of development. Additional housing will be needed for both the employees of these new businesses and the new families that will help create the larger market that sustains them.

The current population of Athena is approximately 1,000, although this estimate prepared by Portland State University may be too low, since it was just discovered that approximately 40 mobile homes were not included on the housing statistics sheets used to prepare these estimates each year. The East Central Oregon Association of Counties forecast for the City of Athena indicates an increase in population of only 120 by the year 1995, X

TABLE 1: ATHENA LAND USE ACREAGES--PRESENT AND PLANNED

<u>Land Use Type</u>	CITY AREA		URBAN GROWTH AREA		<u>Total Planned</u>
	<u>As is</u>	<u>Planned</u>	<u>As is</u>	<u>Planned</u>	
Residential	125.7	145.3	3.7	73.4	218.7
Commercial	7.0	20.2	---	---	20.2
Public	33.3	33.3	1.0	1.0	34.3
Industrial	24.2	70.5	11.1	7.7	78.2
Rail Road	13.5	13.5	3.6	3.6	17.1
Farm	33.3	---	66.3	---	---
Vacant	45.2	---	---	---	---
<u>T O T A L S</u>	<u>282.4</u>	<u>282.4</u>	<u>85.7</u>	<u>85.7</u>	<u>368.1</u>

based on past trends and no additional industrial development. However, the City hopes to actively pursue an economic diversification program that should bring in more jobs and services. Therefore, the Athena Plan allows for more new residential development than the ECOAC forecast would indicate as necessary. Also, since only 6 property owners control the bulk of the buildable land within and around the City and actual availability of land for development is unknown, a reasonable amount of land was included within the Urban Growth Boundary in various locations. If all the land designated for residential use was fully built-out, an additional 750 to 1100 persons could be accommodated in Athena, bringing the total potential population to around 2,000. The City feels this is an acceptable forecast given the potential of the community for industrial development and an increase in the number of commuter families, but also feels that all of the land in the Urban Growth Area will not be made available for development.

The potential Athena of 1995 only occupies 30% more land area than the Athena of today although the population could be doubled. This seems to be a wise use of the land. Diverting some industrial growth to small towns with vacant industrial districts yet close to larger centers fosters more efficient use of already-committed land, promotes a larger local market for commercial services, encourages more businesses and lessens the need for shopping trips to larger towns, and allows more families to benefit from the lifestyle of small town living.

HOUSING STOCK

The housing stock of Athena comprises 375 dwelling units, based on recent field inspection and aerial photo research. Nearly three quarters of these homes are standard single-family houses, most of which are rather old but in good condition. Mobile homes form an additional 20% of the housing stock, and half of the mobile homes in the City have been installed in the last six years. This pattern is typical of Eastern Oregon; families desire a home of their own and a little land around them for a vegetable garden, play area for the kids, and privacy. This fundamental social philosophy is not surprising given the wide open spaces surrounding most towns in this part of the state and the farm roots of many of the families. It will undoubtedly continue to play a major role in the housing market of Athena for years to come.

Athena has witnessed the construction of a large number of standard houses in recent years relative to other nearby rural communities. Thirty new houses have been built in the last 6 years alone, and an additional 45 to 50 were built in the 50's and 60's. Considering mobile homes have constituted 75-90% of the recent housing starts in towns such as Adams, Helix, and Weston, and zoning controls in Athena have not constrained mobile home installation, the higher rate of house construction in Athena is quite interesting. Many wealthy farm families live in Athena rather than on their ranches and Athena's reputation as a "Great Place to Live" has attracted many middle-class families whose jobs are in Pendleton or Walla Walla. Also Jim Schroeder, the most active developer in the City, only builds homes of standard construction.

The tight buildable lot supply and high demand for mobile home lots and house lots in the general area has been mentioned by many residents and noted earlier in this document. A few examples serve to indicate just how real this problem is. Schroeder Heights was platted in 1975, and within one year houses and duplexes had been built and occupied on all 16 of the open-market lots. Four lots were reserved and all but one has been built on in the past one and one half years. Financing problems alone prevented

TABLE 2: HOUSING STOCK OF ATHENA

<u>Housing Type</u>	<u>units</u> <u>1973</u>	<u>added</u> <u>73-79</u>	<u>units</u> <u>1979</u>
Single-family house	244	25*	269
Double-wide mobile homes+	6	15	21
Single-wide mobile homes+	31	20*	51
Duplex units	4	4	8
Apartment units	26	-	26
TOTALS	<u>311</u>	<u>64</u>	<u>375</u>

21% GROWTH in the housing stock from 1973 to 1979

+ the Athena Mobile Home Park contains 2 double-wides and 7 single-wides and vacation trailers

*NOTE: 30 new houses were built and 22 new single-wides were added to the Athena housing stock during this period, but 6 older homes were demolished and 2 older single-wides moved out; the houses were replaced with 1 new house, 1 new single-wide, and 3 double-wides, with one lot remaining vacant; the single-wides were both replaced with double-wides

the planned construction of a house on the fourth lot. In light of the success of this project, Bill Johns, the original landowner, hopes to make his adjacent land in the Grandview Growth Area available for subdivision development as soon as the City allows.

Superior Mobile Homes of Milton-Freewater has on two separate occasions in the past year tried to back development of more than 20 lots on Second St., first, in August of 1978, at the north end of the street, and secondly, in June and July of 1979, south of College Street. The company expected no problem in selling the new mobile home lots, although they predicted it might take two or three years. Realistically, however, these lots might all be filled in just one years time because of the regional nature of the mobile home lot market in Umatilla County. Zoning restrictions and the absence of mobile home subdivisions in Milton-Freewater and Pendleton have created a general unavailability of mobile home lots in the area. Many families wishing to own their own home, but unable to afford standard new houses, have located out in the smaller towns where mobile homes are generally allowed outright. Athena allows double-wide mobile homes to locate on any residential lot in town as a permitted use, but does reserve the right of discretion regarding single-wide mobile home siting.

Thanks largely to private developers working with the Umatilla County Housing Authority, Athena has the largest number of apartment units of any of the areas small rural communities. An additional 29 units was slated to be developed for Senior Citizens Housing, but this project has been stymied by the Farm Home Administration. The Second Street site south of College St. proposed for the project is largely within the shallow floodplain of Waterman Gulch. In spite of plans to elevate the project slightly and improve the Waterman Gulch ditch, FmHA still objected to the location of the project within a recognized floodplain. Unfortunately, there are no alternate sites available in Athena, though the project developers contacted several property owners. The proposed site will also no longer be available since Glen Murphy, the property owner, wishes to make some income off the land and plans to sell lots for mobile homes.

The attractiveness of Athena to outside families and the potential for new employment opportunities and industrial diversification should keep the market for housing in Athena rather strong over the years. The worsening energy situation may lessen the function of Athena as a bedroom community, but the attractiveness of small town life for families with children might be strong enough to maintain the current influx of families into the community.

WATER AND SEWER PROBLEMS

The recent proposal by Glen Murphy and Superior Mobile Homes to develop 23 mobile home lots between 1st and 2nd Streets south of College St. led to an investigation of the capacity of the City sewage treatment plant and water supply to accommodate more development. Steve Anderson of Anderson/Perry Associates, the City Engineer, reported on the situation at the 9 July 1979 City Council meeting. While only confirming earlier reports, he made it quite clear the City facilities were not capable of handling additional loads. The sewage treatment plant is operating over DEQ-permitted capacity about 50% of the time, and the B.O.D. count is much higher than desirable. DEQ has not cracked down on the City because Athena has applied for a plant construction grant from the EPA. Unfortunately, the City is rather far down the priority list, and fewer projects are being funded each year.

Regarding the water supply, although the City deepened one well just last year, Athena residents, businesses, the City, and school district are using just as much water as can be pumped from the wells. Plus there is only enough capacity in the City's reservoir to supply .8 of a day's water requirements should one of the well pumps fail.

X The City found out about these problems a few years back, but the situation has not been critical until just recently. The City Council had thought they could still allow scattered infill development within the City Limits, but the current situation led them to call a halt to additional water and sewer hook-ups until plans for improvement could be prepared and approved by the townspeople. Even the much-desired Senior Citizens' Housing project would not be permitted if by some miracle Farm Home approved its funding.

Anderson/Perry has presented a number of alternatives to the City, but seems to feel that total grant funding for the various improvements is a very remote possibility. More than likely, the City will be faced with a bond issue of up to several hundred thousand dollars. The sewage treatment plant needs to be expanded, an additional well is needed, and more reservoir capacity is required. The City might be able to get a higher priority slot on the EPA Sewage Treatment grant list, but water system funding will almost certainly require major civic bonding. Most of these improvements are needed to just meet present demand adequately, but are of course, absolutely mandatory for future growth. The City will be conducting townhall meetings and will be investigating all the alternatives during the summer and fall of 1979. Many are concerned that when residents see what the actual price of growth will be, the rosy plans for economic diversification, more commercial services, and additional residential development may be in grave jeopardy.

BUILDABLE LANDS DESCRIPTIONS

RESIDENTIAL:

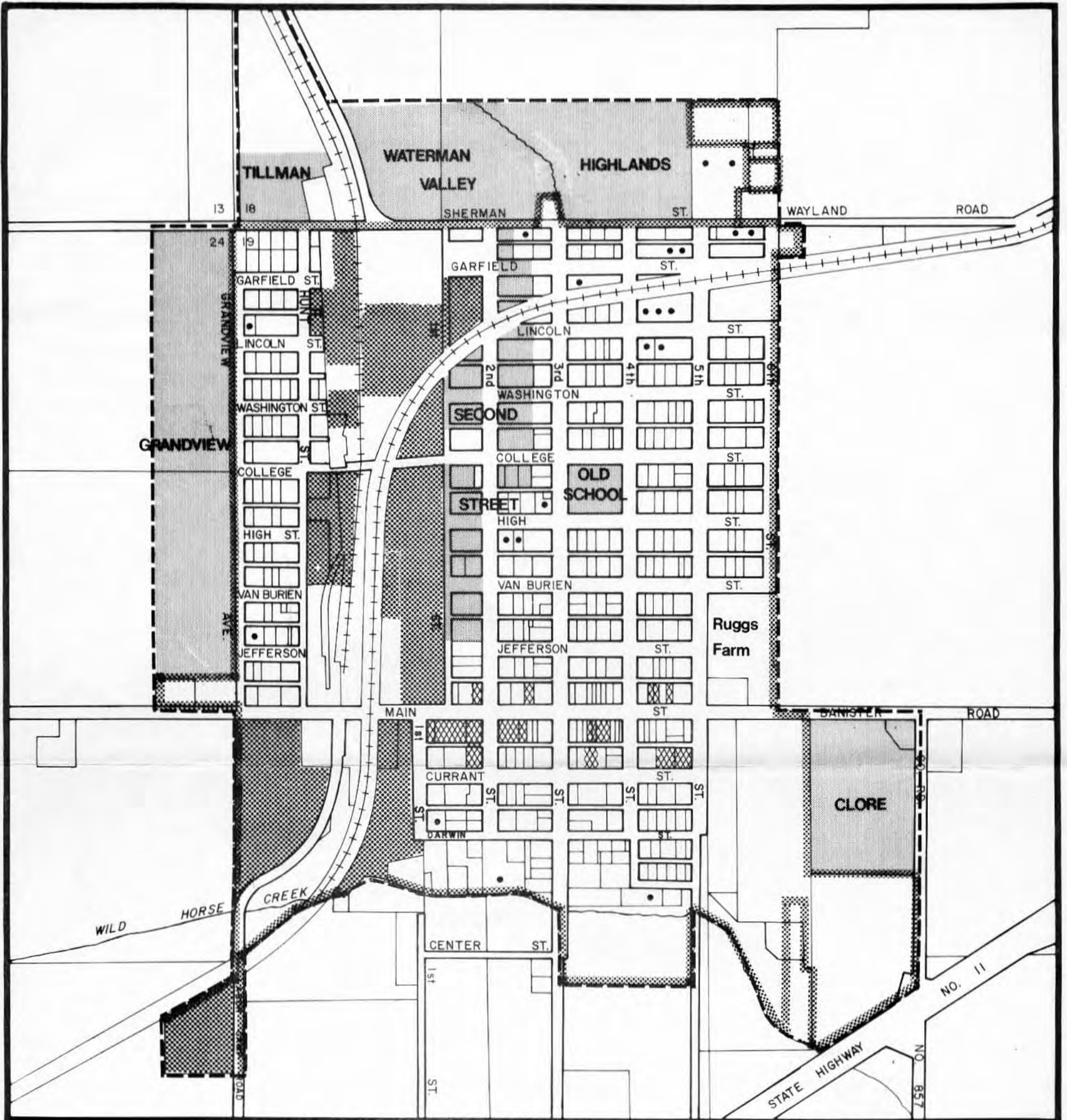
The Athena Comprehensive Plan allows development of an additional 88.5 acres of land for residential use within and adjacent to Athena. In addition to 20 vacant building sites scattered throughout the platted area, there are three large undeveloped sites within the City Limits of Athena; the old school site, Rugqs Farm, and Second Street. Of these only Rugqs Farm will be unavailable for development. To provide for market choice and accommodate additional growth, five sites totalling 70 acres have been included in the Urban Growth Boundary on the west, north, and southeast. All are adjacent to the existing built-up area, and City services could easily be extended to the sites. An outline description of each of the major residential buildable lands areas follows:

OLD SCHOOL SITE

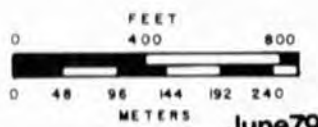
- Vacant City block in the middle of Athena's Old Northern Neighborhood, 3 blocks from downtown
- 3 acres in size (gross acreage)
- Platted with 12 50'x120' lots and an alley
- Sewer and water on site
- Superb location for an apartment development or senior citizens' housing; could accommodate up to 36 units
- Owned by the Clore Family who traded the land for the new elementary school site southeast of town
- Actual availability of the site for development is questionable, even though it is vacant and not farmable.

SECOND STREET

- Low-lying area along Waterman Gulch between the industrial zone and the higher elevation northern neighborhood
- Entire site is platted, but only Second Street is open
- Sawmill site on the south, land that has been vacant for decades on the north; used as pasture land now
- No sewer on North Second; because the area is low and flat, a pump would be required to extend sewer service



- HOME SITES
- RESIDENTIAL EXPANSION
- ▨ COMMERCIAL
- INDUSTRIAL



June 79 st

BUILDABLE LANDS

CITY OF ATHENA, OREGON



- No water main along South Second
- Extensive sewer and water main construction would be required to develop this area
- a few mobile homes have been installed along College Street in the past three years
- The western portion of the area is within the present floodway of Waterman Gulch, and virtually the entire site is part of the floodplain; the floodway could be reduced by channel improvements
- It is felt that this area would be well suited for mobile home lots, and efforts have been made by Superior Mobile Homes to develop the site
- 55 homesites utilizing the existing platting of 50'x120' lots separated by 80' wide streets could be developed
- The City would prefer 65'x75' wide building sites be created, and it would be preferable to replat the entire site to obtain a more intensive and efficient lot and street pattern
- Two recent development attempts have not been approved due to the City's water supply and sewage treatment capacity problems

GRANDVIEW

- Western Urban Growth Area
- 500' wide strip of land $\frac{1}{2}$ mile long adjoining the western neighborhood
- Sewer and water lines extend to the edge of the site and could be easily and economically extended
- Access to Grandview Avenue and several cross streets
- Currently designated as Rural Residential by Umatilla County and zoned for 1-acre lots
- Land is used for wheat/pea farming
- Two landowners, Bill Johns and Helen Smith, brother and sister; Mr. Johns is interested in developing and recently made land available for Schroeder Heights Addition (22 units) which adjoins the site on the northeast;
- Mrs. Smith is reluctant to develop, but did not object to her land being included in the Urban Growth Boundary
- Land is gently sloping and may provide some views out over the City toward the Blue Mountains
- Northern portion is within the approach zone to a small, infrequently used private air strip called Barrett Field; major controversial area; City feels it is up to air strip owner to buy or bargain for land at the end of

the runway, rather than have City designate area as open space; City will not allow subdivision of this area until approach problem is solved between the property owners involved

- Site is somewhat remote from schools, park, and downtown, but much new development has occurred in the western area, the property owner is in favor of development, and City services are adjacent to the site.

TILLMAN SITE

- 3.5 acres just north of recently-developed Schroeder Heights
- Presently a lumber storage area for the Umatilla Lumber Company, but due to lease problems, the owners, John and Beverly Tillman, are evicting the tenant and will be putting the site into pasture and planting rows of trees on the perimeter of the lot
- Planned for Residential because of new adjacent development and desires of property owner
- Area involved in a compromise regarding Barrett Field and the issue of a southern open approach zone; air strip is owned by Tillman's son; site may be traded for desired open space area
- Present owners won't develop the property and asked for and received Exclusive Farm Use Zoning of the site; children might develop the land
- Site could accommodate 14 single-family units

WATERMAN VALLEY (Northern Growth Area)

- 16 acres adjacent to the City at the north end of Second Street
- Low-lying, flat area; half the acreage is within the floodplain of Waterman Gulch which flows across the site
- With Farm Chemicals bordering the site on the north and the Burlington Northern and mill on the west, the area was originally proposed for industrial use
- Designated for Residential use at the request of the property owner, Beverly Tillman and her sisters; the Tuckers own the eastern half of the site
- The Low-Density designation was applied to lessen flood damage potential; individual homesites can be located out of the floodplain or raised above it more easily than could a higher-density development
- Water could be easily extended to the site, but not until a trunk sewer line is built up Second Street could sewer service be provided
- The fertile, sub-irrigated valley soils underlying the site would be admirably suited to vegetable gardens and small orchards on the large lots proposed for the area
- Waterman Valley can provide for some of the rural residential housing market in the Athena area, as has the area in the far northeast corner of the City

- Waterman Valley is currently used for pasture and its actual availability for development is unknown
- Although the site is suitable for industrial use, a large lot residential area would also be compatible and would actually be preferable since the area atop the bluffs bordering the Valley on the east is proposed for higher-density residential development (Highlands area)

HIGHLANDS (Northern Growth Area)

- A sloping, 11-acre upland area overlooking Waterman Valley and the City, with views out over the farmlands toward the Blue Mountains
- Probably the choicest area for new growth, from an aesthetic viewpoint
- Adjacent to the new large lot, exclusive home development that has occurred in the eastern part of the old Stafford Addition north of Athena's main built-up area
- Water and sewer lines could be easily extended into the site from the south
- The site is owned by a Trust involving the Tucker family, and while the owners are not adverse to development, it is questionable as to whether or not the land can be legally removed from agricultural production
- The site is currently used for dryland wheat/pea farming
- Could accommodate 44 or more single-family homes, and although the site is far from the downtown area and the schools, its topography would lend well to garden apartment development; setting aside only a little more than four acres could accommodate 50 apartment units and still provide 30 or so house lots

EASTERN EXPANSION AREA

- The Eastern Expansion Area is a ½-mile long, 500' wide strip of land along the eastern side of Athena's northern neighborhood; it contains 29 acres of potential residential land
- Probably the best growth area for Athena from a locational and service point of view: it is close to the downtown area, churches, and schools and can be easily serviced with sewer and water lines by simple extensions from existing lines
- The site is irrigated and is used for wheat, peas, and green beans; production levels are quite high; irrigation water comes from deep wells
- The land is owned by Quentin Rugg, who is adamant that the land not be taken out of farm production and developed for urban uses
- The City had originally proposed to include the land within the Urban Growth Boundary because of its suitability for development, but because of Mr. Ruggs feelings, removed the site; its designation as a Potential Expansion Area was acceptable to both the City and Mr. Rugg

CLORE SITE (Southeastern Growth Area)

- This flat, 11-acre site adjoins the City on the southeast, on the other side of Weston-McEwen High School
- With the new Athena Elementary School on its southern boundary, the High School on the west, and a location within walking distance of the downtown area and City Park, this is most suitable site within Athena's Urban Growth Area
- Major water mains are already extended alongside the site on both the north and the south, but extension of sewer lines from 5th Street would involve a significant investment
- The land is owned by the Clore family, and it is rumored that they plan to allow development of the site in the near future
- The site is currently used for dryland wheat/pea farming, but because it is so small, is no longer a very economical field to farm; this site is but the northern half of a much larger field, the southern half of which was sold for the new Elementary School site

COMMERCIAL LANDS

All the buildable commercial lands in Athena are located in the blocks along Main Street. The front half of all the blocks along Main Street from the railroad and industrial area east have been designated for commercial and apartment uses only, while the back halves of these blocks have been planned for a mix of commercial and residential activities. An emphasis has been placed on sidewalk storefronts, multi-story commercial buildings with apartments on the upper floors, and provision of parking areas in back of the buildings, served by the existing alleys. In this manner, the City hopes to keep the type of pedestrian-oriented shopping area found today in the downtown area and renew the size and variety found in the shopping experience of Athena in 1910.

Only 7 acres of the 20 acre downtown area of Athena are actually developed and utilized for commercial businesses. An additional 6.5 acres are vacant, either bare ground or unoccupied older buildings. Residences occupy a further 6.5 acres downtown and represent a potential for eventual reuse. As many of the buildings along Main Street are older, one- and two-story brick buildings, the potential for recreating an attractive shopping area with an historic theme is quite evident. In fact, the Chamber of Commerce began a significant "paint-up, fix-up" program on Main Street in June of 1979. The community has turned out in large numbers for "work bees" and the street now has a fresh new face. Trees are being planted, as they were in the olden days, and benches and planter boxes will be provided. With such improvements, the potential for more businesses, the role of downtown Athena as the largest rural shopping center in the area, and the growth of the community, the larger, more varied downtown commercial area the citizens desire may well come to pass.

INDUSTRIAL LANDS

- Over 78 acres of land have been set aside for industrial use in the Athena Comprehensive Plan. Most of this area consists of land that is currently developed for industrial activities or has been in the past.
- Most of this industrial district consists of a series of large tracts along the Burlington Northern and Union Pacific rail lines, located in the wide, shallow draw of Waterman Gulch. This district separates the bulk of the City from the growing western residential neighborhood.
- Over half of the industrial district is owned by the two railroads, but long-term leases are available on very reasonable terms.
- About 32 acres of the district is already developed with industrial uses: Farm Chemicals (60 employees), grain elevators, warehouses, Chevron and Mobil bulk plants, Umatilla Lumber Co. sawmill (35 employees), and Rogers-Walla Walla harvest operations center and branch office. Many of the large buildings in and around the Rogers-Walla Walla facility are vacant or underutilized, so may be available for small industrial concerns.
- Most of the sites are served directly by branches of either the BN or UP railroads. Spur lines could easily be built or extended to suite the needs of a particular industry. Rail service is provided daily. Only 18 acres up on the hill adjacent to the Pacific Power & Light substation in the southwestern corner of the district could not be provided with direct rail access.
- Most of the sites are flat and low-lying. Much of the eastern portion is within the Waterman Gulch floodway, while nearly the entire district is affected by the Waterman Gulch floodplain. However, plans are afoot to deepen the ditch carrying the waters of Waterman Gulch, and the Corps of Engineers has assured the City that such improvements would considerably reduce the size of the unbuildable floodway area as well as the floodplain itself. Waterman Gulch usually only floods during rapid snow melt-off periods or summer cloudbursts. Flooding is over quickly and is not very deep.
- The Port of Umatilla has been sent an inventory of the industrial lands in the City and has begun looking for suitable, small-scale industries that would find Athena a good place to locate. There have already been a number of "nibbles" but nothing firm as yet.

4

TABLE 3: ATHENA BUILDABLE LANDS INVENTORY

RESIDENTIAL AREAS

SCATTERED LOTS

20 single-family units (approximately 5 acres)

SECOND STREET

14 acres;

55 platted 6,000 square foot lots (12 in floodway), or

47 7,000+ square foot building sites (6 in floodway)

OLD SCHOOL SITE

3 acres;

12 platted 6,000 square foot lots, or

8 7,500 square foot building sites, or

30 to 36 apartment units

GRANDVIEW (Western Growth Area)

28.5 acres (less 3.5 acres in airport approach zone);

100 single-family units at a gross density of 4 units per acre

TILLMAN SITE (Northern Growth Area)

3.5 acres;

14 single-family units (4 units/acre)

WATERMAN VALLEY (Northern Growth Area)

16 acres;

32 single-family units (2 units/acre)

HIGHLANDS (Northern Growth Area)

11 acres;

44 single-family units (4 units/acre)

CLORE SITE (Southeastern Growth Area)

11 acres;

44 single-family units (4 unit/acres)

TOTALS

From 303 to more than 350 units on 88.5 acres;

At least 300 dwelling units on 66.5 acres of Urban Growth Area, and 22 acres of land within the present City Limits.

TOTALS, cont.

COMMERCIAL

6.1 acres of vacant Commercial land

7.1 acres of developed Residential land

13.2 acres along Main Street.

INDUSTRIAL

26.8 acres of vacant Industrial land

1.7 acres of developed Residential land

17.8 acres of wheatland

46.3 acres in the Athena Industrial District

DOCUMENTS
LOCAL
Athena
(1979 b)



Department of Land Conservation and Development

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

December 14, 1979

The Honorable Robert Frink
Mayor, City of Athena
P.O. Box 497
Athena, OR 97636

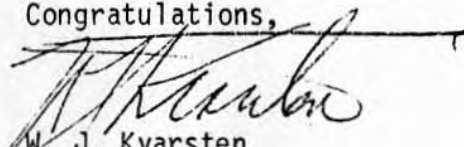
Dear Mayor Frink:

It gives me a great deal of pleasure to confirm that the Land Conservation and Development Commission, on December 6, 1979 officially acknowledged the comprehensive plan and implementing ordinances of the City of Athena as being in compliance with ORS 197 and Statewide Planning Goals.

The acknowledgment signifies a historic step for the City's land use planning program. By effectively planning ahead for the wise use of your valuable land, you have set an excellent example for other communities to follow.

I would like to commend the local officials, staff, and citizens of your community for their hard work and foresight in the field of land use planning.

Congratulations,



W. J. Kvarsten
Director

WJK:RE:mh
GL4(a)

Enclosure

cc: Umatilla County Board of Commissioners
Jeri Cohen, County Coordinator
Steve Randolph, Planning Consultant
Jim Kennedy, Field Representative

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

IN THE MATTER OF THE CITY OF
ATHENA'S COMPREHENSIVE PLAN
AND IMPLEMENTING MEASURES

)
)
)

COMPLIANCE ACKNOWLEDGMENT
ORDER

On July 17, 1979, the City of Athena, pursuant to ORS Ch. 197.251(1) (1977 Replacement Part), requested that its comprehensive plan and implementing measures, consisting of the Comprehensive Plan, Ordinance #388, adopted July 12, 1978 and amended March 12, 1979 and Umatilla County #78-10, August 16, 1978; Information Report, November 1977; Zoning Ordinance #391, March 12, 1979; Subdivision Ordinance #390, October 23, 1978; and Athena Urban Growth Area Joint Management Agreement, September 26, 1978 (City) and November 22, 1978 (County); be acknowledged by the Land Conservation and Development Commission in compliance with the Statewide Planning Goals.

The Commission reviewed the attached report of the staff of the Department of Land Conservation and Development on December 6, 1979, 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 Athena comprehensive plan and implementing measures comply with 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 comprehensive plan and implementing measures of the City of Athena are in compliance with the Statewide Planning Goals.

DATED THIS 14th DAY OF December, 1979.


W. J. Kvarsten, Director

LAND CONSERVATION AND DEVELOPMENT COMMISSION
ACKNOWLEDGMENT OF COMPLIANCE
City of Athena

DATE RECEIVED: July 17, 1979

DATE OF COMMISSION ACTION: December 6-7, 1979

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

II. SUMMARY OF RECOMMENDATIONS:

A. Staff:

Recommends the Commission offer to continue the City of Athena's Acknowledgment request for 90 days to amend the plan and implementing measure to comply with Statewide Goal 12--Transportation.

B. Local Coordination Body:

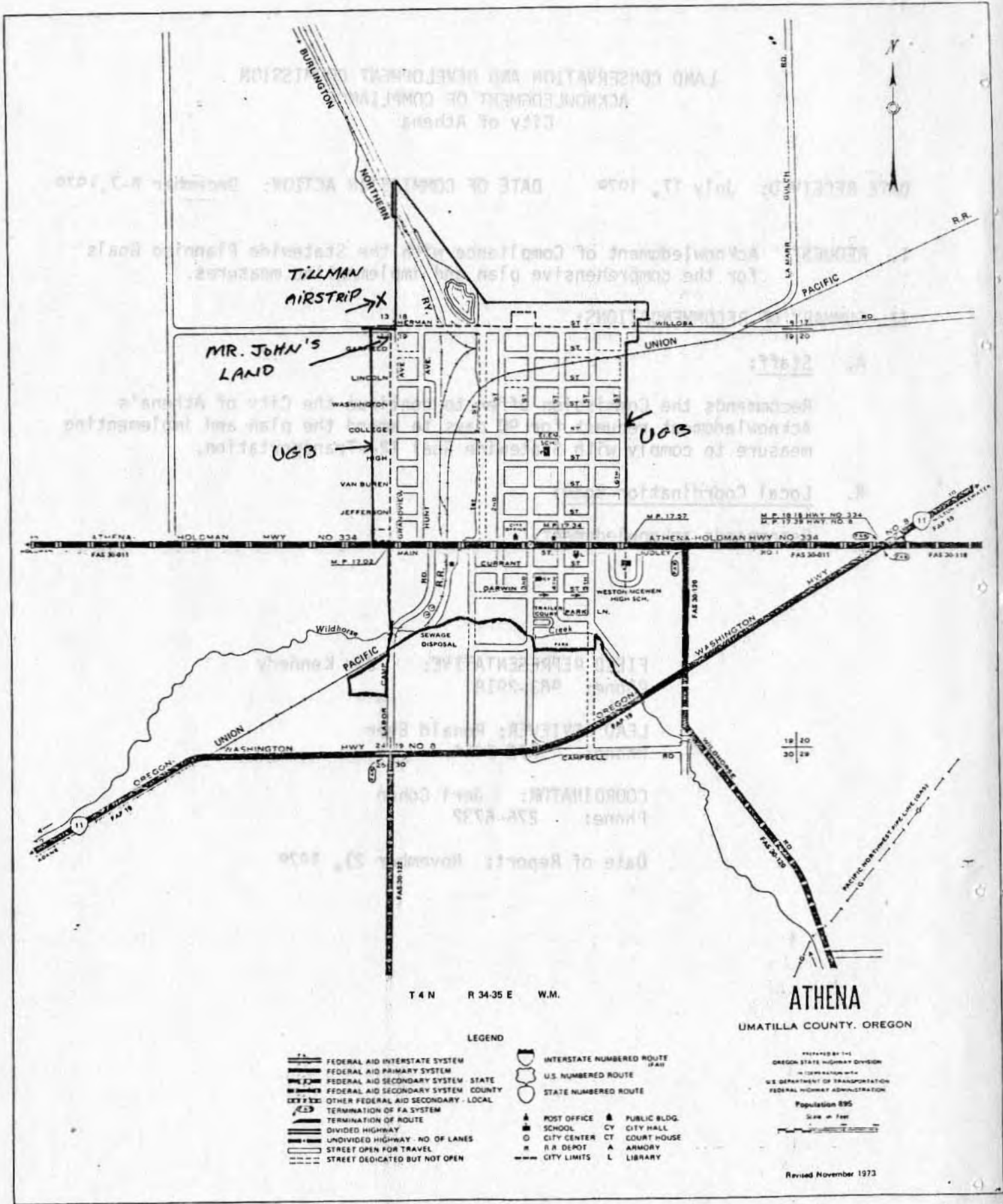
Recommends acknowledgment.

FIELD REPRESENTATIVE: Jim Kennedy
Phone: 963-2918

LEAD REVIEWER: Ronald Eber
Phone: 378-5454

COORDINATOR: Jeri Cohen
Phone: 276-6732

Date of Report: November 21, 1979



TILLMAN AIRSTRIP
 MR. JOHN'S LAND
 UGB

UGB

T 4 N R 34-35 E W.M.

ATHENA
 UMATILLA COUNTY, OREGON

- LEGEND
- | | |
|---------------------------------------|---------------------------|
| FEDERAL AID INTERSTATE SYSTEM | INTERSTATE NUMBERED ROUTE |
| FEDERAL AID PRIMARY SYSTEM | U.S. NUMBERED ROUTE |
| FEDERAL AID SECONDARY SYSTEM - STATE | STATE NUMBERED ROUTE |
| FEDERAL AID SECONDARY SYSTEM - COUNTY | POST OFFICE |
| OTHER FEDERAL AID SECONDARY - LOCAL | SCHOOL |
| TERMINATION OF FA SYSTEM | CITY CENTER |
| TERMINATION OF ROUTE | R.R. DEPOT |
| DIVIDED HIGHWAY | PUBLIC BLDG. |
| UNDIVIDED HIGHWAY - NO. OF LANES | CITY HALL |
| STREET OPEN FOR TRAVEL | COURT HOUSE |
| STREET DEDICATED BUT NOT OPEN | ARMORY |
| | LIBRARY |

Prepared by the
 OREGON STATE HIGHWAY DIVISION
 in cooperation with
 U.S. DEPARTMENT OF TRANSPORTATION
 FEDERAL HIGHWAY ADMINISTRATION
 Population 895
 Scale in Feet

Revised November 1973

III. BACKGROUND INFORMATION:

A. GEOGRAPHY:

The City of Athena is located in northern Umatilla County, directly north of the Umatilla Indian Reservation and approximately ten miles northeast of Pendleton. Its economy is based on agriculture, primarily wheat production.

B. GOVERNING BODY:

Mayor and five-member city council.

C. POPULATION:

- 1979 -- 975
- 1975 -- 945
- 1970 -- 872
- 1960 -- 950
- 1950 -- 750
- 1940 -- 513

D. PLAN AND IMPLEMENTING MEASURES:

- Comprehensive Plan: Adopted July 12, 1978
- Zoning Ordinance: Adopted February 12, 1979
- Subdivision Ordinance: Adopted October 23, 1978

E. CITIZEN INVOLVEMENT INFORMATION:

Planning Commission approved as the Committee for Citizen Involvement January 5, 1976, and Citizen Involvement Program, June 18, 1976.

F. COMPLIANCE STATUS:

- Planning Extension and grant approved June 18, 1976.
- Joint Planning Assistance Grant of \$34,000 approved May 6, 1977;
- Compliance Date approved to July 1, 1978.

IV. FINDINGS:

A. General Overview

Athena serves as the commercial and residential center for the surrounding farm area. These plan and ordinances are sound and workable. About 85 acres have been included in the UGB outside the city limits to meet future community land use needs. There is not now an adequate amount of vacant buildable land available inside the City. More has been included within the UGB than actually needed because only a few property owners hold the land surrounding the City and in order to form a logical and compact urban area that can be efficiently served.

B. Goal Compliance

1. Citizen Involvement: (Goal 1)

A three-member independent committee for Citizen Involvement (CCI) and Citizen Involvement Program were approved by LCDC June 18, 1976, (Department Files). The Committee has worked closely with the Planning Commission in preparing the Comprehensive Plan. Two community surveys were conducted and a copy of the draft plan map and policies were mailed to all city residents in November 1977. Revised policies were also mailed out in May 1978, (Plan p. 1).

The plan contains policies for the continuation of the Citizen Involvement Program in all phases of the planning process (Plan p. 12).

Conclusion: The City of Athena complies with Goal 1.

2. Land Use Planning: (Goal 2)

The City has adopted a comprehensive land use plan which addresses all applicable Statewide Goals. The factual base is provided in the Information Report and summarized in the Plan by Goal topic. Zoning and subdivision ordinances have been adopted to carry out the plan.

A large number of state and federal agencies and special districts participated in the preparation in a comprehensive agency coordination process established jointly by Morrow and Umatilla Counties and administered by the East Central Oregon Association of Counties (ECOAC). Athena notified all these agencies by mail that a draft plan was available for review and comment during October, 1977. The City received many comments on the draft plan and made changes suggested. No agencies have identified conflicts between their programs and the City's adopted plan (Plan pp. 96-113).

The Plan (p. 13) includes a policy to annually review and update the Plan.

3. Agricultural Lands: (Goal 3)

Not Applicable.

4. Forest Lands: (Goal 4)

Not Applicable.

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

The plan includes an inventory of the applicable Goal 5 resources including open space, scenic views, energy resources, fish and wildlife habitat and historic sites, (Information Report pp. 21-29, 37 and 38).

Plan policies encourage the protection of these resources (Plan pp. 14-15). The zoning ordinance (Section 3.20, and 3.30 Landscaping, Grading and Drainage) and the subdivision ordinance (Section 4.1(4) Character of Land, 4.8 Public Uses, and 4.9 Preservation of Natural Features and Amenities) include provisions to implement these policies.

The Information Report (p. 38) notes that two (2) sites have been identified for possible or likely inclusion as National Historic Buildings and are included in the Statewide Inventory of Historic Sites. These are the Hotel Building (1880) and the I.O.O.F. Hall (1904).

Plan Objectives and Policies state:

Protection of identified historic or archaeological sites will be encouraged, and

Encourage the presentation and rehabilitation of older homes and commercial buildings within the City (p. 15).

A development permit is required from the Planning Commission "prior to the construction, reconstruction, addition to, or change of use of a structure, or the change of use of a lot..." (Zoning Ordinance, Section 1.40).

Conclusion: The City of Athena complies with Goal 5.

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

The plan (Information Report p. 28) includes a general discussion of air, water and land quality. Plan policies require that all discharges from existing and future development meet state and federal standards and regulations, encourage clean industries and improved agricultural practices to reduce water and wind erosion (Plan pp. 15-16).

The Industrial Zone (Section 2.64) permits the prohibition of a use because of noise, dust, smoke, gas, or odors. The review of conditional uses must also consider potential noise and odor problems and potential negative impacts to both neighboring parcels and the surrounding area in general (Sections 4.41 and 4.42).

Conclusion: The City of Athena complies within Goal 6.

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

Wildhorse Creek runs along the City's southern boundary and Waterman Gulch runs south through the industrial area of town into Wildhorse Creek. Each of these creeks has a shallow flood plain (Information Report p. 26 and Plan map p. 24). Detailed information on slope and soils limitations is also included (Information Report pp. 22-26).

Plan policies require special development standards for flood plains, natural drainage ways, and steep slopes (Plan p. 16). The zoning ordinance (Section 2.70) includes a Flood Hazard Overlay district to ensure that construction in floodplain areas meets Federal Flood Insurance standards. The subdivision ordinance also implements the hazard policies (See Section 4).

Conclusion: The City of Athena complies with Goal 7.

8. Recreational Needs: (Goal 8)

The City has inventoried park and recreational facilities and identified the need for more park space in the northern part of town. Other facilities in the area are also noted (Information Report p. 35).

Public open space and parks are designated on the plan map and the plan includes policies on future recreational needs and coordination with the school district for the use of their facilities (Plan p. 17).

Community facilities and parks are permitted in all zones except the Industrial area. The subdivision ordinance (Section 4.8) allows for the dedication of land for parks, playgrounds, and recreation areas.

Conclusion: The City of Athena complies with Goal 8.

9. Economy of the State: (Goal 9)

Athena is basically an agricultural community with most employment opportunities being farm related. It also serves as a bedroom community for Pendleton and the Milton-Freewater areas. Economic and employment activities are also analyzed (Information Report pp. 39-45).

Plan policies call for the protection of industrial areas from incompatible uses, coordinate with the Port of Umatilla and ECOAC to attract suitable new industry, encourage new industry, encourage new development on Main Street for apartments, commercial and tourist facilities and to attract new commercial and professional business (Plan pp. 17-18).

The plan and zone maps designate land for commercial and industrial development and the zoning ordinance (Sections 2.50 and 2.60) provides for these uses.

Conclusion: The City of Athena complies with Goal 9.

10. Housing: (Goal 10)

Housing Needs:

The City has completed a survey covering housing stock, demand preferences and problems (Information Report pp. 31-33 and 58-94). Most of the housing in Athena is single family dwellings; mobile homes comprise 20% and apartments 7% of the housing supply. About 75% of new housing starts in Athena have been mobile homes (Plan pp. 28-29). Eighty percent of the residents desire houses, 10% mobile houses, and 5% apartments and 4% duplexes (Information Report pp. 75-76).

Buildable Lands:

There are approximately 78 vacant acres inside the City with 20 acres designated for residential uses (Plan p. 27). The remaining land is set aside for commercial, industrial, public and other urban uses. Not all the vacant land is suitable or available for development because of flood hazards or lack of available services (sewer and water), (Plan Map).

Buildable lands are described and mapped (Plan pp. 32-40) and acreage figures provided. The buildable lands and zone maps can be compared so that the amount of vacant land in each zone can be determined.

The City projects a need for an additional 104 housing units requiring about 24 net acres. No breakdown by type is provided. This 24 acres does not include roads, easements, park space, etc. (Information Report p. 50). About 89 acres of buildable land is designated for residential uses inside the UGB (Plan p. 27). Thirteen additional acres of buildable land are zoned to allow apartments as an outright use (Plan p. 27).

Plan Policy and Implementing Measures:

Plan policies encourage a variety of housing types at a wide range of prices (Plan p. 18). Athena also wants apartments to be built in the second stories of downtown commercial buildings (Plan p. 17).

The City has three primary residential zones and another which also allows residential uses: Suburban Residential (R-SUB), General Residential (R-GEN), Residential-Commercial (R-COM), and Central Commercial (C-CEN). Single family dwellings and double-wide mobile homes are allowed outright in the R-SUB, R-GEN and R-COM zones. Duplexes are also allowed outright in the R-GEN and R-COM zones. Apartments are allowed outright in the R-COM and C-CEN zones and as a conditional use in the R-GEN zone (Sections 2.20, 2.30, 2.40 and 2.50). Project density for apartment developments is 10-12 units per gross acre (Zoning Ordinance, Section 2.36a).

Conclusion: The City of Athena complies with Goal 10.

Athena has identified its buildable lands and determined that adequate amounts are available and designated to meet its housing needs. Athena has not determined its housing need by type. However, in this case, this fact does not represent a Goal deficiency.

Athena has projected a need for 104 housing units requiring 24 net acres. The plan designates 89 acres of buildable land for residential uses. Mobile homes are now providing for the majority of Athena's new housing starts and are allowed outright in all the City's residential zones. Apartments are not identified as providing much of the City's future housing. However, even if the number of apartments needed rises dramatically, 13 acres of buildable land, zoned Residential-Commercial and Central Commercial allow apartments outright.

Suggestion for Plan and Implementing Measure Improvement

The conditional use standards in the zoning ordinance are not clear and objective. The City should at the next plan update amend the zoning ordinance to eliminate all vague and discretionary conditional use standards for all housing types.

11. Public Facilities and Services: (Goal 11)

The Plan has surveyed all urban facilities and services provided to the community including schools, police and fire, health, sewer and water systems, storm drainage and solid waste, and energy and communication services (Information Report pp. 33-38). The water system is at capacity and the sewer system is very close. No new extensions of the water system are now allowed by the City and only a very limited number of new sewer hook-ups is permitted. A grant request to EPA to expand the sewer system has been submitted but Athena has a very low priority. Even with an EPA grant Athena will require major civic bonding to expand its sewage treatment plant and water system (Plan pp. 30-31).

Plan policies (pp. 19-20) include, among others, a commitment to prepare a capital improvements program in order to plan new public facilities, to upgrade the sewer and water systems and to:

Limit new development until such time as the sewage treatment plan is expanded and a larger water supply is secured (p. 20) and

Limit community growth to infill development within the present city limits until sewer and water problems are resolved (p. 21).

These policies have been implemented by appropriate resolutions of the City Council (Council minutes, October 8, 1979). The resolution limiting new water hook-ups has been appealed to the Commission in LCDC No. 79-054. Zoning Ordinance (Section 3.42) and the Subdivision Ordinance (Sections 4.4 and 4.5) require that new development be connected to city water and sewer systems. Septic tanks must comply with state standards.

Conclusion: The City of Athena complies with Goal 11.

The City clearly recognizes the problems of its sewer and water systems and has taken appropriate action to limit any new hook-ups until funds can be acquired to expand both systems.

12. Transportation: (Goal 12)

The plan includes information on highway, road and street conditions, rail lines, air service and public transit for seniors and handicapped persons, (Information Report pp. 35-36). The Zoning Ordinance (Section 3.60) includes parking standards, and the Subdivision Ordinance (Sections 4.1, 4.2, and 4.10) requires compliance with State Highway connection standards, sets street and road design standards and allows the City Council to require the installation of bicycle lanes.

Objection: (See attached letters)

Mr. Barrett Tillman operates a private, personal use airstrip adjacent to the City's UGB (see attached Map). The City's UGB includes land immediately south of the airstrip, thus allowing development directly under the primary flight path to and from the airstrip. Current County zoning allows one acre development of this land and the future City zoning will allow 6,000 square foot lots.

Mr. Tillman objects to the City's plan because it creates a hazard between the airstrip and future development allowed by the Plan. Mr. Tillman would like a "clear zone" covering about 150' X 700' immediately south of the airstrip.

The City of Athena and the property owners (Mr. William Johns and Miriam Johns) have responded to Mr. Tillman's objection. The City believes that the dispute is between two property owners and does not want to take sides. The City is on record to not approve development on the property until the two property owners resolve the issue (Council minutes July 7, 1978). The County's coordination report (p. 2 attached) notes that the Umatilla County Board of Commissioners supported the City's decision not to approve any subdivisions in this area until the property owners reach an acceptable solution. The Joint Urban Area Growth Management Agreement requires the County to allow Athena to comment on all development proposals inside the UGB.

At the Department's request, the Oregon Aeronautics Division submitted a letter which notes that while there are no state and federal government regulations concerning land use around privately owned, personal use airports, the City's letter to LCDC makes "a reasonable evaluation of the situation" (both letters attached).

Response to Objection:

The Department would like to note that all the parties to this dispute have raised a great many points not directly related to the land use conflict at issue.

The Department is concerned about any plan that proposes development under the flight path of an airstrip whether public or private. The fact here is that a hazardous land use conflict will be present if the land is eventually developed as proposed by the Joint City/County plan. The City's stated policy to prohibit any development until the dispute is resolved is one appropriate means among many to facilitate a solution.

At present, the City's plan states:

As the the City does not wish the airfield to develop into a large public airport because it is so close to existing residences, the Council did not change the residential designation of the land in question when the Plan was adopted, (p. 9) and also includes the following policy:

Do not discourage private use of Barrett Field so long as operations do not exceed an average of 60 per month (p. 20).

No specific policy is included in the plan to prohibit development until the property owners reach an agreement on their dispute over a "clear zone."

Conclusion: The City of Athena complies with Goal 12.

The Department believes that the potential conflict between the airstrip and future development has been resolved as much as possible at this time. Both the City and County recognize the conflict and are in agreement to restrict development of the area until the property owners have resolved the conflict.

13. Energy Conservation: (Goal 13)

The plan notes that solar energy has great potential in Athena and that other conservation methods are available (Information Report pp. 28-29). Plan policies are included to encourage energy conservation and to revise zoning and subdivision ordinances to protect sun rights and encourage the utilization of solar energy and landscaping (Plan p. 21). The Zoning Ordinance (Section 3.22) requires the planting of shade trees in order to reduce energy consumption for summer cooling and winter heating.

Conclusion: The City of Athena complies with Goal 13.

14. Urbanization: (Goal 14)

The City of Athena and Umatilla County have jointly adopted an urban growth boundary and the County has adopted the plan designations for the area between the city limits and the UGB (Plan map and County Ordinance #78-10).

The City's present population is about 1000 and there are 282 acres inside the city limits. The UGB includes about 85 acres outside the city limits (Plan p. 27). As noted under Goal 10, Athena needs 24 net acres for residential use and some more for streets, parks and other urban uses. The need for additional residential land exceeds what is provided inside the City. Two strips of land around the city have been included and an additional large parcel has been included within the UGB. These areas are described and mapped (Plan p. 32).

The land outside the city limits inside the UGB is held by six (6) property owners. Land was not included south of town because of the flood hazard and on the east because the land owner was "emphatic" in not wanting to be included or wanting to convert his farmland to residential use (Plan pp. 9-10 and 28). All the land is adjacent to existing development and can be serviced when the sewer and water systems acquire increased capacity. The City notes that more land was included within the UGB than needed because the most suitable land is held in large tracts by only a few farmers (who historically in Umatilla County are reluctant to give up good wheat land) which limits its actual availability (Plan p. 11).

Plan policies limit growth to infill development until sewer and water system capacities are increased. The Urban Growth Area Joint Management Agreement includes adoption of the City's plan for the urban area as an amendment to the County's plan, adoption of the substantive provisions of the City's zoning and subdivision ordinances, procedures for coordinating the joint review of actions inside the UGB, policies on the extension of City services, annexations, roads and future zoning. Areas now zoned EFU will retain that zone until the lands are converted to urban uses.

Objection:

The Oregon Business Planning Council objects to the City's acknowledgment request because the plan does not explain the underlying assumptions of their "new" population projection and that the City should not project such growth until it resolves its public facility problems and is able to accommodate the growth (see letter).

Response to Objection:

The City of Athena did not develop a new population projection. Using the existing PSU/ECOAC projection of about 125 people, the City determined its land use needs. As discussed under Goals 10 and 14, more land was required to meet its needs than available inside the city limits. Even though the total amount of additional land included within the UGB is more than directly required, the UGB is justified on the basis that only a few land owners (6) are involved and that the boundary forms a logical and compact urban area that can be easily serviced.

The City recognizes the limitations of its sewer and water systems and is limiting new hook-ups and development until expanded capacity is available. Providing additional land for more growth in the plan beyond existing service capacity is not inconsistent as long as actual development does not exceed these service capacities.

Conclusion: The City of Athena complies with Goal 14.

The City of Athena and Umatilla County have jointly adopted an urban growth boundary. The establishment of the boundary took into account the factors set forth in the goal. More land than actually needed has been included within the UGB because parcels contiguous to the city are held in large tracts by only a few owners. The land included incorporates adjacent developed areas which can be easily serviced and rounds out the City's boundary in a logical and compact way. Plan policies and the Urban Growth Area agreement adequately provide for the conversion of vacant land to urban uses when sewer and water system capacity is available.

C. Comments Received:

The following parties have provided statements on this acknowledgment request:

<u>Agency/Party</u>	<u>Position</u>	<u>Local Participation</u>
Barrett Tillman City of Athena	Objection* Response to Tillman Objection*	Yes -
William and Miriam Johns OBPC City of Athena	Response to Tillman Objection* Objection* Response to OBPC Objection*	Yes No -
ODOT	Comment	-
FHA	No Objection	-
Coordinator Aeronautics Division	Acknowledge* Comments**	-

*Letters Attached

+Submitted after 45 day limit

D. Overall Conclusion:

The City of Athena has adopted an excellent plan based on a good factual based and includes strong policies. The Department believes it complies with all applicable statewide goals.

V. RECOMMENDATION:

A. Staff:

Recommends the Commission offer to continue the City of Athena's acknowledgment request for 90 days to amend the plan and implementing measures to comply with the Statewide Planning Goals.

In order to comply, the City and County must adopt consistent policy statements to prohibit development in the disputed area until the parties resolve the conflict and eliminate the creation of an unsafe situation.

Note: It would be preferable if these policy statements were incorporated into the joint city/county plan for the area.

B. Coordinator:

Acknowledge.

VI. Commission Action: (December 6, 1979)

Acknowledged the plan and implementing measures as in compliance with the Statewide Planning Goals. The Commission took notice of the County's Coordination report which states that the County supports the City's decision not to allow any subdivision of the area until the property owners arrive at an acceptable solution.

RE:sp
810/47A

Athena, Oregon

July 30, 1979

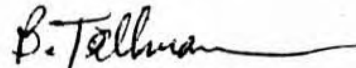
SALE

Dear Sirs:

Attached is my comment upon the City of Athena's request for acknowledgement of its comprehensive plan. In addition to my written comments, I wish to be advised of the final hearing date, and would appreciate knowing when that will occur. My travel plans are rather flexible, but two weeks' notice would be helpful, if it is possible.

Thank you for your assistance.

Sincerely,



Barrett Tillman
P. O. Box 135
Athena, Oregon
97813

Athena, Oregon

July 30, 1979

Department of Land Conservation & Development
1175 Court Street, Northeast
Salem, Oregon 97310

Gentlemen:

In accordance with your memorandum of July 7, 1978 directed to counties, cities, and interested parties, I desire to comment on the Athena Comprehensive Plan, as provided in paragraph 2.2--comments and objections.

Below will be found my objections, with details as to long-term efforts to have my concerns impartially examined (para. 2.2, lines 15 and 16.)

My comments are from my point of view as both an Athena resident and a county planning commissioner of three years experience. The points I intend to address were presented at the local and Umatilla County level, but were ignored at the former. They made sufficient impact at the county planning commission and board of commissioners to result in split decisions. Therefore, I have to believe that LCDC, removed from the intricacies of the local situation, will give my views full consideration.

The crux of the matter is my airfield located on the northwest corner of Athena. It was established in 1943 and was in continuous operation until about 1962. Following that time, the field was in irregular use, but has since been re-established with permanent facilities, and is recognized and charted by the Federal Aviation Administration. The problem arises from the intent of an adjacent landowner to build residential subdivisions immediately across the road on the south end of the runway. Obviously, these are two contradictory uses.

My personal and "professional" objections, enumerated later, were first presented at the Athena Planning Commission in early 1978. Numerous subsequent meetings were held both by the city planning commission and city council. The recurring position held by the city planners and their planning assistants is that the problem is between the two landowners in question. The intent was to include all of the proposed UGB area in the city plan, and let the individuals resolve the matter. This in fact complicates the situation, as there is now absolutely no incentive for the other landowner to engage in any sort of discussion, and in fact he declines to do so.

Returning to the original hearings, one fact is salient. The chairman of the Athena Planning Commission is in the homebuilding business. He has built houses for the landowner who wishes to parcel out the property adjoining mine, including a tract immediately across the road, southeast of my field. Probably without intending to violate any principle of objectivity, the local planning chairman nonetheless did conduct the first hearing and voted for passage of the UGB as proposed to LCDC. Inasmuch as I disqualified myself from any similar voice at the county level, a conflict of interest seems to exist if comparable standards are to be used.

It was no secret that the city wanted the county to solve the matter of Barrett Field, and the county was adamant that the city deal with it. The city stuck to its contention that this was a matter for settlement between the landowners, which in my opinion amounted to an abdication of its planning responsibilities. Therefore, a chain reaction set in. The city council, not wanting to over-rule the city planners, passed the UGB and sent it to the county planning commission. The first point made in the county's motion for approval was that the City of Athena's desires should be heeded. This sentiment was again repeated by the county commissioners! In effect, there was only one hearing on the matter--at the city planning commission, where the chairman (who has economic interest in Athena's UGB) ran the meeting, and the attitude of private resolution was adopted!

These, then are the brief facts relating to my attempts to gain a platform for my concerns--both personal and land-use related. I shall now address the LCDC guidelines and examine the motion which was adopted by the county planning commission.

- Goal 2 LAND USE PLANNING. Objective 4 states in part that planning shall be conducted "to achieve compatibility, and to avoid conflicts between adjoining uses." Clearly, building houses at the approach end of a runway violates the principle.
- Goal 3 AGRICULTURAL LANDS. Most land outside the current city limits is agricultural land. But the area in question--along the west side of town--is Class I land which produces wheat and peas.
- Goal 4 OPEN SPACE. At one point the city planning commission intended to observe this consideration but later changed its mind. I do not recall that I ever learned why. Implementation Policies 2 and 3 specifically concerned the Barrett Field situation. "To encourage use of open space as buffer zone between incompatible uses." And, "To avoid or alleviate conflict between private runways and city development through design of open space." Nothing could be more specific, yet the policy was abandoned.
- Goal 5 AIR, WATER, AND LAND RESOURCES QUALITY. Extending residences further into agricultural land obviously exposes these homes and their residents to potential danger from agricultural chemicals. This problem is naturally not unique to Athena; it exists wherever cities encroach upon agriculture. But certainly Umatilla County's record indicates a strong inclination to pursue such a course.
- Goal 6 HAZARDS. Here is the crunch. At the county planning commission and board of commissioners, planning staff noted that this goal is concerned only with flood plains and other natural hazards. The rhetorical question was asked by one planning commissioner, "Is gravity a natural phenomenon?" It was only half in jest. FAA statistics show that 42% of all general aviation accidents occur on landing, and 18% occur on takeoff. Thus, the 600 to 700 feet immediately south of the airfield represent the most hazardous area of operation. The prevailing winds are from the southwest, and most takeoffs and landings are made in that direction. Yet the city and county chose to ignore this fact because there is no specific LCDC guideline for it! Carried to its logical absurdity, this line of reasoning may content that there is nothing wrong in building a dynamite factory next to a grade school as long as it isn't in a floodplain. Are the LCDC guidelines to be interpreted so literally that such obvious dangers are overlooked?

- Goal 8 ECONOMIC DEVELOPMENT. This goal encourages a moderate rate of growth. But it is a well-known fact that houses alone do not contribute to a city's economic development. Without business or industry to support the increased public services; a city cannot afford such population increases. Athena currently has extremely poor prospects for attracting new business in the foreseeable future (I know; I'm past president of the chamber of commerce) so all we can anticipate for now is becoming a bedroom community. And that is all which will be accomplished with adoption of the current UGB.
- Goal 9 HOUSING. The Athena housing survey does not support a need for the type of housing being considered. By their own admission, the city and county planners are allowing between two and three times the maximum expected need for housing up til the year 2000. The rationale is that not all of the land within the city limits and UGB will be available. As a planner, I've seen this attitude numerous times, and am still opposed to the concept. My reason is that a planning commission should not be in the real estate business; it takes no great imagination to conceive the possibilities for conflict of interest. We are presumably involved in planning, not marketing. The marketplace should take care of itself without artificial pressure from planners. When the genuine need or incentive arises, the market will be met. That is simply basic economics.
- Goal 10 PUBLIC FACILITIES AND SERVICES. "New development should occur in areas where public utilities are available before reaching out into areas that are not served and within the UGB." The proposed UGB adds land almost entirely on the west end of town--furthest from the commercial area, the churches, and schools. Other land is available within the existing city limits, and within the southern part of the UGB. This land should be built upon first, exhausting the current inventory, before anything is built elsewhere. The plan was passed locally when the status of much of this other property was uncertain.
- Goal 11 TRANSPORTATION. "To provide and encourage a safe, convenient, and economic transportation system." Barrett Field is already part of the east Umatilla County transportation network, and has been for a considerable time. It is available to anyone desiring to use the facility as long as prior permission is obtained--this being part of FAA requirements. No-one who has requested permission to land at Barrett Field has ever been denied, and businessmen are included among the users. They include ranchers, spray pilots, and Portland-area professional people. As far as ground transport is concerned, the new houses already built along Cemetery Road have caused a congestion problem which will only be aggravated by construction of additional residences. This is certainly not good planning. THE ENTIRE CONCEPT OF ESTABLISHING HOUSES WITHIN AN AIRFIELD APPROACH ZONE AMOUNTS TO CONSCIOUSLY ZONING A HAZARDOUS SITUATION INTO EXISTENCE.
- Goal 13. URBANIZATION. Aside from the concerns examined under Goals 8, 9, and 10, we should remember that "Development will be encouraged to occur within a relatively compact urban area with controlled growth..." Existing lots within town and elsewhere within the UGB remain vacant. To adopt such a large UGB at this time is unwarranted.

Surely the fact that 10 of the 13 LCDC goals and objectives apply to criticism of the present Athena plan is ample indication of the need for revision. But I also wish to examine the individual points of the county's motion for approval and refute them one at a time--as I did at the final county hearing.

The points in the motion were as follows:

1) "The City of Athena has adopted the plan and this factor should be given great weight." I have already addressed this contention, demonstrating that a "domino theory" was at work; each succeeding level of authority acceding to the lower level simply because the previous body had passed its approval.

"The city has testified that they have discouraged the growth of this airport and wishes the area south of the airport for residential expansion." This is a false and manufactured issue. Barrett Field is NOT discouraged anywhere in the text of the Comprehensive Plan adopted July 12, 1978, and the attachment under Goal 11, item 4 states specifically that the field will not be discouraged. Furthermore, even if I wanted the field to grow (which I do not), it would be impossible. It is bounded on the north by the railroad and on the south by the county road. And finally, to demonstrate the county's lack of understanding of the issue, my property is not even in the city limits or UGB. What happens with Barrett Field is not within the jurisdiction of the city.

2) "The area south of the airport was already residentially zoned before the airstrip got back into active use in 1975." This is a non-sequitor. The fact remains that the field does exist, and is pre-existing to any houses. Nor will the field disappear if houses are built. It is going to remain active, and that is an unalterable fact.

3) "The airport was already close to a residential area even before the airport came into existence in 1943." So what? This is another manufactured point, which does not bear upon the issue. None of the previous housing threatens the field, nor is existing housing in turn threatened by air operations. The proposed UGB would drastically alter the situation, however.

4) "At the present there is low use of the airstrip, and low use is anticipated in the future, as well as prevailing cross-winds, short runway, and no capacity for expansion." This point begs refutation on all points. The density of traffic has little bearing upon the possibility for disaster. An engine failure can occur just as easily in the course of 40 operations per month as in 100 per month--there is no way to anticipate it. This thinking is akin to the "rubber duck" theory of river crossing. "My rubber duck is sufficient flotation protection because I'm only going to cross the river once." As for the operating conditions, the alleged problems of crosswind, short length, etc., are again a manufactured issue. The field has operated under exactly these same conditions since 1943 without difficulty. The wind is most often quartering from the right on takeoff--not crosswind. And finally, the point about no capacity for expansion is in direct contradiction to the statement in the first part of the motion!

5) "At this time making the property south of the airstrip residential would not effect present use of the airstrip, as confirmed by the City of Athena." This is a logical absurdity. Of course there is no current problem with planning the area for residences--the building will not occur til later! But nowhere in the comp plan is this statement "confirmed" by the City of Athena.

6) "The city if it annexes the property can place restrictions on the property at its own discretion." As I have explained, the city wanted the county to handle this matter--the mayor told me so on two separate occasions. This was one of the reasons the proposed UGB was passed on to the county in this form. But with this background in mind, there is no reason to believe that the city will take any such action. Thus, public safety is compromised for the sake of "progress." It's an old story, oft repeated.

7) "Addressing LCDC Goal 7, the plan is not in conflict for the following reasons: a) The airport and its glidepath is not a natural hazard. b) This is a private field and not a public field." I have previously covered the theoretical arguments inherent to Goal 7 and safety generally. As for item (b), logic again stops this notion in its tracks. From a practical viewpoint, what difference whether the field is maintained by a private or a public party? The operating factors and procedures--not to mention potential dangers--remain intact. I have already shown that Barrett Field is available to the flying public, serving Athena and east Umatilla County. I chose to retain the private designation because I did not want the insurance premiums involved with operating a wide-open facility. That is the only distinction.

Additionally, the comp plan mentions that the agricultural strip (Pea Growers strip) 1 mile south of town should be encouraged as Athena's air facility. This ignores two problems: the rough nature of that strip, which is packed dirt in the summer and mud in the winter; and the fact that DEQ and OHHA are requiring ag aircraft operations to be remote from other aviation operations because of the toxic nature of the chemicals. This leaves Barrett Field as Athena's best air facility.

Therefore, it is safe to say that each and every one of the points in the county planning commission's motion for approval of the Athena plan were either erroneous or irrelevant. Certainly this evidence, combined with an examination of the LCDC goals and guidelines, argues for reconsideration. Only LCDC can accomplish this, short of the courts. I am hopeful that any impartial consideration of this issue will resolve itself in favor of the evidence.

Please let me make a few closing observations. Barrett Field is not going to obligingly disappear. It is going to remain a very real consideration, and therefore common sense dictates that it should not be ignored in planning. Yet one county commissioner, noting that Athena could not extend sewer and water to the UGB for four or five years commented, "We don't have to worry about this now." A remarkable statement, indeed. Are we concerned with planning or aren't we?

Alternative plans presented during the entire hearings process were discarded. The only reason ever given was that a reshaped UGB could make farming difficult in the necessary clear zone south of the runway--a mere 150 feet wide by 700 long, to conform to suggested FAA standards. This objection seems a peculiar argument coming from anyone who is anxious to convert prime farmland into houses. For that reason alone, it seems specious.

Though Barrett Field has an excellent safety record, accidents have occurred. There have been three forced landings from the field, all attributable to engine failure. Two were sprayplanes, and one a private aircraft. If there were to occur another engine failure after houses were built within the glide path, it is obvious that a considerable tragedy could result. (From January to June of 1978, for instance, there were 4 clear zone accidents in the U.S., including 11 in the Northwest.)

And this brings up another point I mentioned repeatedly in hearings, but which was again ignored. That is the matter of liability. Assuming the LCDC allows the Athena plan to pass as it stands, what is each government level's responsibility? Aggrieved parties or survivors could perhaps hold the city, county, and state liable for knowingly bringing a hazardous situation into being. Such an action would be unprecedented in my three years of planning experience. I can only trust that there are more far-seeing individuals in LCDC than there have been at some previous levels of the hearing process. For my objections are based upon solid planning procedures as well as what I allow myself to describe as common sense.

Thank you most sincerely for considering my comments.

Truly yours,



Barrett Tillman
P. O. Box 135
Athena, Oregon
97813

Copy to Umatilla County Planning Commission

CITY OF ATHENA

P. O. BOX 497
ATHENA, OREGON 97813

DEPARTMENT OF
LAND CONSERVATION
AND DEVELOPMENT

SEP 7 1979

SALEM
August 24, 1979

Department of Land Conservation & Development
1175 Court Street, NE
Salem, OR 97310

Gentlemen:

The City of Athena would like to take this opportunity to comment on Barrett Tillman's appeal of the Athena Comprehensive Plan. Mr. Tillman objects to the Plan regarding two main issues:

1. Land use designations within the southern approaches to his private airstrip, Barrett Field, and
2. The growth of Athena in general

Both of these topics were discussed a great deal by the Planning Commission and City Council during the preparation of the Athena Comprehensive Plan, and most of the points Mr. Tillman raises in his letter of July 30, 1979, he or his brother personally brought out at various hearings.

With regards to the first issue, the City feels that by demanding an "open space" designation at the south end of his airstrip, Mr. Tillman is in effect asking the City to confiscate land for a "clear zone" without any compensation to the affected landowner, Bill Johns. This is unreasonable and unjust. As the City regards Barrett Field as a private airstrip used primarily by one person on an infrequent basis, we have maintained it is the responsibility of the private operator to secure any desired clear zone.

Since the Johns land was designated and zoned for residential use three years prior to the reactivation of Barrett Field, the clear zone issue should have been reconsidered and dealt with when the grass runway was laid out. Even though the land is currently farmed, Mr. Johns had requested the residential zoning in 1972 and has indicated intentions of developing the site (a two block subdivision was built on one corner of the site and one one-acre rural homesite has already been broken out nearby).

The City recognizes the conflict between an airstrip approach path and residential development. In fact, at the time the City Council adopted the Comprehensive Plan on July 12, 1978, they noted no subdivisions would be approved on the controversial site until the clear zone issue was settled. However, due to the strained situation, the City felt it was rightly an issue between the two property owners and did not feel the case warranted the City taking one side or the other. Lawyers were involved, tempers were flaring, and compromises offered by both sides had been rebuffed.

Were the airstrip what the City would regard as a public airport, freely open to all, and with adequate runways, etc., we would have had to designate a clear zone and attempt to compensate the affected property owner by including other of his lands within the Urban Growth Boundary. However, since the airfield is a private strip with limited facilities and availability, and since all the alternatives for dealing with the clear zone issue were not completely resolved, the City chose to

regard the issue as a private property dispute and monitor it carefully over the coming years. With the City Council's stated policy of not allowing development until the issue is resolved, the intention of the City to indeed protect the safety of future residents and require a clear zone at some location should be quite clear.

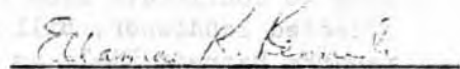
The issue of conflict of interest involving the Chairman of the Planning Commission at that time, Jim Schroeder, is just not an issue. While Mr. Schroeder did participate in the Planning Commission meetings and did oversee the hearings, he was not a vocal member, and contrary to earlier reports, did not vote when the Planning Commission chose to send the Plan on to the City Council. In addition, the City Council did not just "rubber stamp" the actions of the Planning Commission. The Council conducted independent hearings and come to its own conclusions on the rather political issue of Barrett Field. Records show, that in many instances the Athena City Council chooses a different course of action than recommended by the Athena Planning Commission.

Addressing the second point of Mr. Tillman's objections, the issue of growth in Athena, we believe our new Comprehensive Plan adequately portrays our encouragement of balanced growth within our community. We all realize that industrial and commercial development is needed to provide both jobs and a more equitable tax base. And we do not share Mr. Tillman's opinion that some new retail businesses and small industrial concerns in Athena are not a realistic expectation.

In conclusion, we hope that this letter will help the Land Conservation and Development Commission to understand the local situation that lead to the difficult decisions made by the City with regard to the Barrett Field clear zone controversy. We feel we have adequately addressed the problems involved.

Sincerely yours,


ROBERT W. FRINK, MAYOR


ELLAMAE KENNEDY, CHAIRPERSON
ATHENA PLANNING COMMISSION

DEPARTMENT OF
LAND CONSERVATION
AND DEVELOPMENT

SEP 5 1979

SALEM

William R. Johns
Miriam W. Johns
Route 1 Box 100
Athena, Oregon 97813
(503) 566-3315

August 31, 1979

Department of Land Conservation & Development
1175 Court Street, N.E.
Salem, Oregon 97310

RE: Athena Comprehensive Plan

Dear Sirs:

We would like to make a few comments relating to Barrett Tillman's letter to you, dated July 30, 1979, regarding the Athena Comprehensive Plan and his private airstrip.

It is our opinion and much of the community's that the family owns, or controls, land near and adjacent to their airstrip which would offer a better and safer solution to their private problems.

On April 25, 1978, their attorney, Eugene Hallman, wrote a letter to Steve Randolph, Umatilla County Planning Department, in which they claimed:

- a. The Tillman (Barrett Field) airstrip is a "General Aviation Recreational/ Emergency Airport" as defined in OAR 731-20-015. They neglect to mention the types of airports under this definition which would lead you to believe that theirs is a public airport. In fact, they are designated as a "personal use airport" which more than one pilot has discovered when he was chewed out for landing without prior permission.
- b. They claimed Athena has not a public airport. Fact: Legally, there has been no public airport in Athena from 1961-to the present, but the duster strip south of town is used for all intents and purposes as a public strip.
- c. They claimed Barrett Field has been continuously used as an airstrip since 1943. Fact: Airport was in existence in 1943; however, not used as such, even by dusters, after 1960. It was in crop which ASCS microfilm records and aerial photos will bear out. Little or not use as airstrip 1961-75.

At present, the airstrip land is zoned "exclusive farm use" and has been taxed on that basis through 1978-79 years. It is our understanding that private airstrips may be allowed in farm use only after public review as a conditional use. He did not apply for a permit from the County Planning Department.

They further claim right to our airspace by adverse possession, even though the Oregon State Attorney General's Office has ruled, as in the case of the Lebanon Airport, that such air rights must be purchased.

TO: Ron

DEPARTMENT OF TRANSPORTATION

October 10, 1979



STATE HIGHWAY BUILDING

SALEM, OREGON

PLA 16-9

97310

R. W. Frink, Mayor
City of Athena
City Hall
Athena, OR 97813

Dear Mayor Frink:

Putting together a comprehensive plan and appropriate ordinances is an extremely complex task. The main elements must fit together to form a realistic plan to guide your area's growth. The portion of the plan that we reviewed relates to the Department of Transportation programs. Generally your plan addresses our concerns well. We appreciate the manner in which your community helped with many of the issues directly affecting the DOT. We do, however, have two minor concerns which we would like to mention.

1. In Information Report the road map on page 35-A shows the Athena-Holdman Highway becoming a county road at the west city limits. That portion shown as a county road should be corrected to show as a state highway.
2. The road map shows 3rd Street between the Athena-Holdman Highway No. 334 and the Oregon-Washington Highway No. 8 as a state highway. No portion of 3rd Street is a state highway.

We would like to see these changes made during your next plan update.

We would like to be involved in future updates of the plan and ordinances. It will be helpful if you direct information on possible future plan revisions to George Strawn our Transportation Planning Representative and Cindy Murphy, our Parks Planning Representative. We would also appreciate your sending George notice of zone changes and subdivision approvals along state highways and ask that you send similar notices to Cindy when they affect state parks facilities. Addresses and phone numbers of our representatives are enclosed.

R. W. Frink, Mayor
October 3, 1979
Page 2

DEPARTMENT OF TRANSPORTATION



We thank you for this opportunity to comment and look forward to working with you in the future.

A copy of this letter is being forwarded to the Department of Land Conservation and Development to let them know that we support those elements of your plan that relate to our jurisdiction.

Sincerely,

ORIGINAL SIGNED BY
R.E. ROYER

Robert E. Royer, Ass't Director
Policy and Program Development

Enclosure

cc: W. J. Kvarsten/Ron Eber
Jim Kennedy
George Strawn
Cindy Murphy

August 31, 1979

Page 2

When our land, to the south of their airstrip, was zoned in 1972 as R-2 no classification was made, or asked for, for Barrett Field which would have seemed to be the legal and proper time if their claims were true.

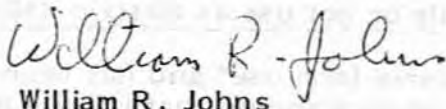
It is not our desire to burden you with a great deal of additional reading by discussing Mr. Tillman's points one by one. We are willing to do so at any time, but for now we would only call to your attention his observations on pages 4 and 5 of his letter to you.

1. Barrett Field may not have been discouraged in "the text of the Comprehensive Plan.." but that is misleading. It was discouraged in discussions - it was never encouraged!
- 2-4. We question "if OAR 731-20-040 Revocation of Site Approval or License" should not have been enforced since the field was not used as an air strip but for crops for at least 12 years and not reactivated until 1975, three years after our land was zoned R-2.
5. We have every right under the present zoning to erect any building for residential purposes on the land in question.
6. We would request that you personally hear the testimony of Jim Schroeder, Athena Planning Commission Chairman, Margaret Troedsen, Umatilla County Planning Commission Chairman and Ford Robertson, County Commissioner (all at time of hearings). We would not presume to quote or misquote their views.
7. Until this conflict there was little real activity at this airstrip. Since it, there has been a flurry of invitational activity which would certainly make the log book of use more impressive. The public opinion of the City Council and City Planning Commission regarding the airstrip is that does not "serve Athena and East Umatilla County," and that the designation of our property as future urban growth is more desirable than encouraging the present use or future growth of the airstrip.

Barrett Field cannot be "Athena's best air facility" with its limited size, use and control. The duster strip, if necessary, could easily and efficiently be improved for full public use. It is located in an area that would meet DEQ and OSHA requirements (as Mr. Tillman's would not) to which the city and county planners could readily agree.

Thank you for considering our views in this matter.

Yours truly,


William R. Johns


Miriam W. Johns

MWJ:opm

OREGON BUSINESS PLANNING COUNCIL

1178 CHEMEKETA, N.E.

SALEM, OREGON 97301

PHONE (503) 370-8112

STAFF:

KATHERINE KEENE
Planning Director

DAVID S. HILL
Natural Resources
Director

October 2, 1979

DEPARTMENT OF
LAND CONSERVATION
AND DEVELOPMENT

SALEM

Mr. Wes Kvarsten, Director
Department of Land Conservation
and Development
1175 Court Street N. E.
Salem, Oregon 97310

Attention: Ron Eber

Dear Mr. Kvarsten:

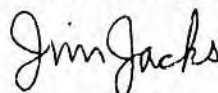
The Oregon Business Planning Council has reviewed the Comprehensive Plan and ordinances submitted by the City of Athena in support of its request for acknowledgement of compliance. We have determined that it is necessary to object to the acknowledgement request for the following reasons:

1. Our initial concern regards the population projection. Despite the existence and availability of projections by ECOAC and PSU the City chose to develop an independent projection. Although we do not question the decision to develop an independent projection, we do question why the Plan contains no information to explain how the City's projection was developed and what underlying assumptions were made.

2. Our second concern addresses plan consistency and Goal 2 compliance. The City has placed a moratorium on sewer and water hook-ups because the sewer and water systems cannot handle additional growth. At the same time the Plan projects significant population growth, an increase in the number of commuter families, industrial development and increased commercial activity. Until the City resolves its public facility problems and is able to accommodate growth, we believe the plan is internally inconsistent and thus conflicts with Goals 2 and 11.

We believe these concerns are significant and thus cannot support the acknowledgment request at this time.

Sincerely,



Jim Jacks
Associate Planning Director

JJ:paw

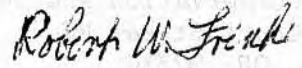
cc: Robert Frink, Mayor
Steve Randolph, Planner
Jeri Cohen, Coordinator
Jim Kennedy, Field Representative

to a certain level, or phasing in needed improvements. In Athena, we have opted for the flexibility of improving our facilities to accomodate existing development and reasonable growth.

We thank you for the opportunity of voicing our opinions on these subjects.

Sincerely yours,

Robert W. Frink
Mayor of Athena



Ellamae Kennedy, Chairman of the
Athena Planning Commission



- cc: Jim Jacks, O.B.P.C.
- Jim Kennedy
- Umatilla County Board of Commissioners
- Jeri Cohen, Local Coordinator
- Steve Randolph, Planning Consultant for Athena

LAND OFFICE
AND
PLANNING
DIVISION
SALEM

CITY OF ATHENA

P. O. BOX 497
ATHENA, OREGON 97813

November 9, 1979

Richard Gervais, Chairman
Land Conservation and Development Commission
1175 Court Street NE
Salem, OR 97310

ATTN: Ron Eber

Re: Oregon Business Planning Council Objections to the Athena Plan

Dear Sir:

The City of Athena wishes to dispute the O.B.P.C.'s objections to our new Comprehensive Plan and Zoning and Subdivision Ordinances. In his letter of 2 October 1979, Mr. Jim Jacks states that there is no explanation for Athena's target population forecast and contends that the City cannot plan for future growth because it is currently wrestling with sewer and water inadequacies. We do not understand why Mr. Jacks reached these conclusions, and we believe these objections are not valid.

Addressing the population issue, we call attention to the first section of the Athena Growth Report, beginning at the bottom of page 25 of the Comprehensive Plan document. Without additional industrial development in Athena or nearby Weston, we do not expect that the population will increase by more than a couple hundred over the next twenty years. However, Athena is served by two railroads and a major highway. We have abundant vacant industrial land with direct rail access. Our housing stock has grown by 21% in just the last six years and we have a pleasant community with good schools. Therefore, we feel that there is an industrial development potential in Athena. Moreover, our citizens have identified an increase in the numbers and variety of jobs as a major community need. With industrial development will come more houses and residents than indicated in earlier "official" projections based on "natural" growth. Umatilla County has supported this view, and reaffirmed their sanction of our population forecast at a countywide meeting on 31 October 1979.

With regard to the City's sewer and water inadequacies, we are currently addressing both situations. Athena is on the list for a sewage treatment plant grant and we have hired Anderson-Perry of La Grande to conduct a water study. Our current restriction on new water hookups and our policy of delaying development within the Urban Growth Boundary are both designed to prevent overburdening these key municipal facilities. Improvements are needed just to adequately serve existing development, and it seems most imprudent to not design in capacity for growth. Only when additional capacity is assured will we allow for community expansion.

If Mr. Jack's philosophy regarding sewer and water systems is supported by the State, then there will be very few communities that are allowed to grow. Nearly every city in the state has some significant facility problem that must be solved before more growth can be accommodated. One of the main purposes of planning is to identify these needs and design the Plan accordingly, either limiting growth

UNITED STATES DEPARTMENT OF AGRICULTURE . LAND R E
FARMERS HOME ADMINISTRATION

Room 1590, Federal Building, 1220 SW 3rd Avenue
Portland, Oregon 97204

October 24, 1979. 04. 11. 1979

W. J. Kvarsten, Director
Department of Land Conservation & Development
1175 Court Street NE
Salem, OR 97310

RE: Review of Comprehensive Plan and Ordinances
City of Athena

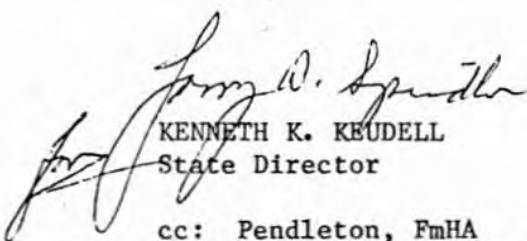
Dear Mr. Kvarsten:

Farmers Home Administration has reviewed the comprehensive plan and ordinances for the City of Athena and has no objections to the Oregon Land Conservation and Development Commission's acknowledgement of the comprehensive plan and ordinances. We find no conflict with Farmers Home Administration policies, or with our plans and projects for the area.

The Athena plan indicates a need for an improved water source in the near future. Farmers Home Administration believes this to be a critical issue. If not improved soon, the lack of an adequate source of water may jeopardize Farmers Home Administration's ability to provide financing for the housing needs of the community.

We appreciate the opportunity of making this review.

Sincerely,


KENNETH K. KEUDELL
State Director

cc: Pendleton, FmHA
District Director 1, FmHA
Chief, Rural Housing, FmHA

LEV:ljl

RE

REQUEST FOR ACKNOWLEDGMENT OF COMPLIANCE
LOCAL COORDINATION BODY RECOMMENDATION

NOV 5 1979

City of Athena

Summary Recommendation

The City of Athena has developed a Comprehensive Plan that encourages economic development, appropriate residential expansion, an increased offering of commercial and personal services, and maintenance of Athena's small town character. The Athena Plan has been coordinated with affected agencies and has been co-adopted by Umatilla County. The Umatilla County Board of Commissioners recommends in good faith that the Athena Comprehensive Plan and implementing ordinances be acknowledged as being in compliance with Oregon Statewide Planning Goals. We also request that the amended Umatilla County Comprehensive Plan for the Athena Urban Growth Area be similarly acknowledged.

Introduction

The City of Athena is a small town of 1,000 persons in the midst of the wheatlands halfway between Pendleton and Walla Walla. Athena is a social and service center for surrounding farming country, and being an attractive community with excellent schools, the town has also become part of the commutershed for Pendleton and Walla Walla, each twenty miles away, as well as nearby Weston and Milton-Freewater. In the last forty years growth of the green pea industry, development of irrigation on nearby farms, and increased commuting have brought Athena back from a period of decline, and the population has nearly doubled.

Athena has lost most of its industrial base including a flour mill, one sawmill, a vegetable cannery, and a motorcycle assembly plant. Nevertheless, community attractiveness and ease of commuting have continued to draw families to the town. City leaders feel the worsening energy picture will lessen the city's commuter function, but they are hopeful Athena's large, vacant industrial tracts, served by two railroads, will attract some additional industrial employers in the future. Economic diversification is needed to keep young folks in the area, provide a cushion against farm market fluctuations, and broaden the tax base.

Athena has been developed at an urban density, unlike most other nearby small communities. A wide variety of housing is found in the town, ranging from fine Victorian and modern houses to a large low-income apartment project and a small mobile home park. Main Street houses the largest business community in the area.

Athena's water and sewer system have been much discussed of late. The city has applied for an EPA grant to enlarge the sewage treatment plant and has authorized a study of the city's water supply and storage problems and alternatives. We understand a new water hook-up restriction is in effect at this time and heartily support the city's decision to limit growth until the water situation is more clearly

understood. Nearby communities do not appear to be impacted by this course of action.

Athena recently re-instituted the Caledonian Games to celebrate the Scottish heritage of many of the town's pioneers. Such community spirit should carry Athena through the coming years in good shape.

PLAN DEVELOPMENT

The City of Athena contracted with the Umatilla County Planning Department for assistance in developing the new Comprehensive Plan and revised implementing ordinances. Sarah Salazar (76-77) and Steve Randolph (78-79) assisted the community in this function. The Athena Planning Commission developed the drafts of the Plan and ordinances, which were then revised by the City Council before adoption. Then-Mayor Bud Schmidtgall attended most Planning Commission meetings to provide liason. The Draft Plan, Plan revisions and the proposed Zoning Map were mailed out for public and agency review.

The issue of a clear zone at the south end of Barrett Field, a private airstrip adjoining the city, was raised repeatedly during both city and County meetings on the Athena Comprehensive Plan. Largely due to this controversy the Draft Athena Plan was not formally reviewed by the County until April and May of 1978, at which time the city was advised to re-address the Barrett Field issue.

The city had held a number of meetings on the Barrett Field issue, and at our request reconsidered the situation before adopting their Plan in July. After much deliberation the city concluded that the controversy was a private property dispute, that the city would be unjustly "taking" land if they designated the site as open space, and that before any subdivision would be allowed in that neighborhood, the property owners would have to arrive at an acceptable solution. Both the Umatilla County Planning Commission and Board of Commissioners supported the city's decision on this issue as well as approving of the rest of the Plan. The Athena Plan was co-adopted, and the County Comprehensive Plan amended for the Athena Urban Growth Area. An agreement was signed between the city and the County to jointly manage the Athena Urban Growth Area.

With the exception of the Barrett Field controversy, public acceptance of the new Plan, zoning, and ordinances, has been quite good. The mail outs generated considerable discussion but few objections.

Steve Randolph has been aiding the city in planning administration although a contract for his services has not yet been finalized.

IMPORTANT DATES

November 28, 1977	Draft Plan mailed to residents
January 4, 1978	Public hearing on Draft Plan, much discussion
January 9, 1978	City Council approved Draft Plan

January 11, 1978	Presentation of original Draft Plan and discussion of problems with Umatilla County Planning Commission
April 12, 1978	Workshop on Draft Plan before Umatilla County Planning Commission; approval recommended; suggested city take another look at Barrett Field issue
May 8, 1978	Revised Plan maps mailed out to residents and agencies
May 15, 1978	Public hearing on Draft Plan before Umatilla County Board of Commissioners; approved Umatilla County Planning Commission recommendation
May 17, 1978	Second Plan map revision by Planning Commission; revisions mailed later
May 25, 1978 June 12, 1978 July 12, 1978	Public hearing before City Council and Planning Commission on Comprehensive Plan
July 12, 1978	City Council adopts Comprehensive Plan
August 9, 1978	Public hearing on Comprehensive Plan before the Umatilla County Planning Commission; approval recommended unconditionally
August 16, 1978	Public hearing on Comprehensive Plan before Umatilla County Board of Commissioners; approved unconditionally; co-adopted; County Comprehensive Plan for Urban Growth Area amended
September 27, 1978	City Council approves Urban Growth Area Joint Management Agreement
October 11, 1978	Umatilla County Planning Commission considers Joint Management Agreement; approval recommended
October 23, 1978	Public hearing before Planning Commission and City Council on Subdivision Ordinance; Council adoption
November 22, 1978	Umatilla County Board of Commissioners considers Joint Management Agreement; signs the agreement
January 17, 1979	Proposed Zoning Map mailed to all property owners
February 12, 1979	Public hearing on Zoning Ordinance, before Planning Commission and City Council; Council adopted
February 16, 1979	Notice mailed of proposed Comprehensive Plan and Zoning Map amendment for two blocks in West Athena
February 21, 1979	Notice mailed of Waterman Gulch Floodplain mapping revision

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| March 12, 1979 | Public hearing on oproposed Comprehensive Plan and Zoning Map amendments; Council adopted |
| May 23, 1979 | Public hearing before Umatilla County Planning Commission to rezone northern industrial area to city M-GEN Zone in compliance with Athena's new Zoning Map; rezoning approved, but with F-1 for Tillman land |
| June 13, 1979 | Public hearing before City Council and Planning Commission to rezone Tillman land to F-1; approved; Growth Zoning Map discussed and approved |
| August 6, 1979 | City Council passes a resolution to restrict new water hook-ups |
| September 10, 1979 | Public hearing on water hook-up restrictions |
| October 8, 1979 | City Council reaffirms resolution; water study underway |

PLAN HIGHLIGHTS

Recognizing a strong community desire for more employment and housing opportunities, the Athena Plan preserves the largely vacant industrial area for future businesses and sets aside adequate area for residential expansion. Although Athena's growth rate has been steady and moderate over the years, many residents do not expect much additional growth unless additional jobs are created in Athena or nearby Weston. With service from two railroads, large flat industrial sites, and good community reputation, Athena would seem to stand a good chance of attracting some small industries in the coming years. The Port of Umatilla has offered to assist the city in encouraging such economic development.

Athena has designated an easily-serviced ring of land around the city as an Urban Growth Area. Only 66 acres are involved, and the Urban Growth Boundary has been drawn so that affected fields can still be easily farmed. In fact, the city strongly supports continued farming of the Urban Growth Area until needed for new development. The Urban Growth Area is only one or two blocks wide and is adjacent to existing sewer and water mains, so no set phasing of development was established. The amount of land included in the Athena Urban Growth Area will indeed be needed if the city's efforts to attract new industry are successful. The land ethic of the surrounding wheat farmers will do more than any city ordinance to prevent untimely urban use of prime farm land.

Tied in closely with the growth of Athena are the aforementioned sewer and water problems. The city has indicated it will try to solve these problems to insure that existing development is more adequately served. Additional capacity will also be created to accommodate growth.

The city has adopted a broad-minded attitude toward housing and has applied one flexible zone to 90% of the residential area. Both single-family houses and double-wide mobile homes are allowed outright in keeping with growing housing cost problems. Single-wides, mobile home

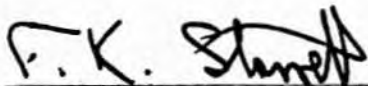
parks, and garden apartments are all classified as conditional uses to insure such housing can be better fitted into affected neighborhoods. Apartments are also encouraged as second- and third-floor tenants of downtown commercial buildings.

Commercial activity has been appropriately concentrated in the downtown area, and there is adequate land to accommodate future businesses. The provisions of the zoning ordinance seek to perpetuate and expand Athena's sidewalk storefront type of shopping area, with parking provided in the rear.

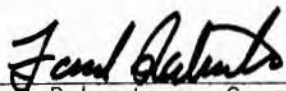
CONCLUSIONS

We of the Umatilla County Board of Commissioners feel that the City of Athena has done a commendable job in preparing a Comprehensive Plan and Zoning and Subdivision Ordinances that reflect the needs and desires of the community and comply with the intent of the Oregon Statewide Planning Goals. We have formally approved the Athena Plan and have co-adopted the Plan for the Athena Urban Growth Area. We urge the L. C. D. C. to approve the Athena Plan.

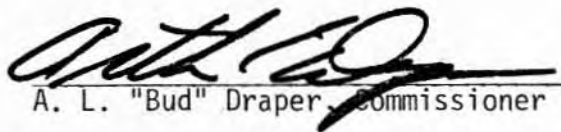
DATED this 25th day of OCTOBER, 1979.



F. K. "Woody" Starrett, Chairman



Ford Robertson, Commissioner



A. L. "Bud" Draper, Commissioner



State of Oregon Aeronautics Division

3040 25th STREET S.E., SALEM, OREGON 97310 PHONE 378-4880

DEPARTMENT OF
LAND CONSERVATION
AND DEVELOPMENT

NOV 19 1979

SALEM

November 19, 1979

Mr. Ron Eber
Plan Review Specialist
Department of Land Conservation &
Development
1175 Court Street NE
Salem, OR 97310

Dear Ron:

As promised, please find enclosed a copy of the letter sent by the Aeronautics Division to the Athena Planning Commission concerning land uses in the vicinity of airports.

The intent of this letter was to point out the responsibilities that agencies with zoning jurisdictions have to protect the public and public-use airports from the results of incompatible land uses around airports.

The Aeronautics Division certainly is not presumptuous enough to tell the City of Athena how they should structure their community. We assumed that if an airport was perceived to be important to them then the community would provide the necessary zoning that would protect the public and help assure that the airport remain a "good neighbor".

It appears the City of Athena views the conflict over the airport zoning to be between the airport owner and adjacent property owners. If this is so, we believe they are certainly within their rights to determine the zoning and allowable uses of any lands within their community.

There are no specific requirements of the Federal and State governments concerning zoning around privately-owned/personal-use airports. This remains a local consideration and should be dealt with accordingly.

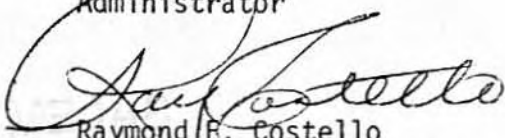
We have reviewed the August 24, 1979 letter to LCDC from the City of Athena in which they detailed not only the history of the problem, but their understanding of having adequately addressed it in their deliberations. It appears that the City of Athena has made a reasonable evaluation of the situation.

Page 2
Ron Eber
November 19, 1979

If we can be of any further service, please let us know.

Sincerely,

PAUL E. BURKET
Administrator



Raymond E. Costello
Assistant Administrator - Planning

REC:sh

Enclosures



[Faint, mirrored text from the reverse side of the page, including phrases like 'The intent of this letter is to point out the responsibilities that...', 'The Department of Transportation...', and 'We have reviewed the report...']



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State of Oregon Aeronautics Division

3040 25th STREET S.E., SALEM, OREGON 97310 PHONE 378-4880

January 30, 1978

Mr. James Schroeder, Chairman
City Planning Commission
Athena, Oregon 97813

Dear Chairman Schroeder:

Land-Use Planning and Zoning of Airport Environs

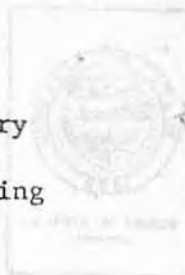
It is our understanding that the City of Athena is developing their Comprehensive Plan at the present time. In this regard, we would like to make you aware of the serious situation facing many Oregon communities and airport sponsors today. This problem relates to the growing need to resolve the safety and land-use conflicts between airports and their environs.

Although Athena does not have a public-use airport at the present time, it seems reasonable to expect that there will be one in its future because of the rapidly growing demand for the services that an airport provides. Both nationally, and in our own state, we have seen an unprecedented growth in the last two years in the use of aircraft for business and personal transportation. The increased activity at the privately-owned airport in Athena is a case in point. We would urge you to consider adequate height and compatible land-use zoning for this facility if you deem it important to the community's future. An important feature in providing for safety of aircraft, as well as persons and property on the ground, is to establish a "clear zone" at the ends of a runway in which significant structures are not permitted. This is frequently accomplished by utilizing those areas as parks, golf courses or open space.

The growing national problem of threatened and actual airport closures resulting from conflicting community needs dictates every consideration be given by the Planning Commission and the City Council in your zoning deliberations to preclude adverse impacts upon your airport.

We are presently assembling a packet of materials which we trust will be beneficial in helping all involved to deal with these problems. This information should be available for distribution to all communities, airport sponsors, planning agencies and other governmental bodies by February 28, 1978. We will make sure you receive a copy of this material when it is ready.

Chairman James Schroeder
Page Two
January 30, 1978



The joint responsibility to afford a degree of freedom from unnecessary conflict and anxieties for the communities involved, as well as to provide for the continued existence and extended utilization of existing airports can only be met through our mutual efforts and cooperation.

In the meantime, I encourage you to contact my office if we can be of assistance in the areas discussed. If you have questions or desire further discussion of these matters, please contact Ray Costello at our office in Salem.

Sincerely,

ORIGINAL SIGNED BY
PAUL E. BURKET

PAUL E. BURKET
Aeronautics Administrator

PEB:cal