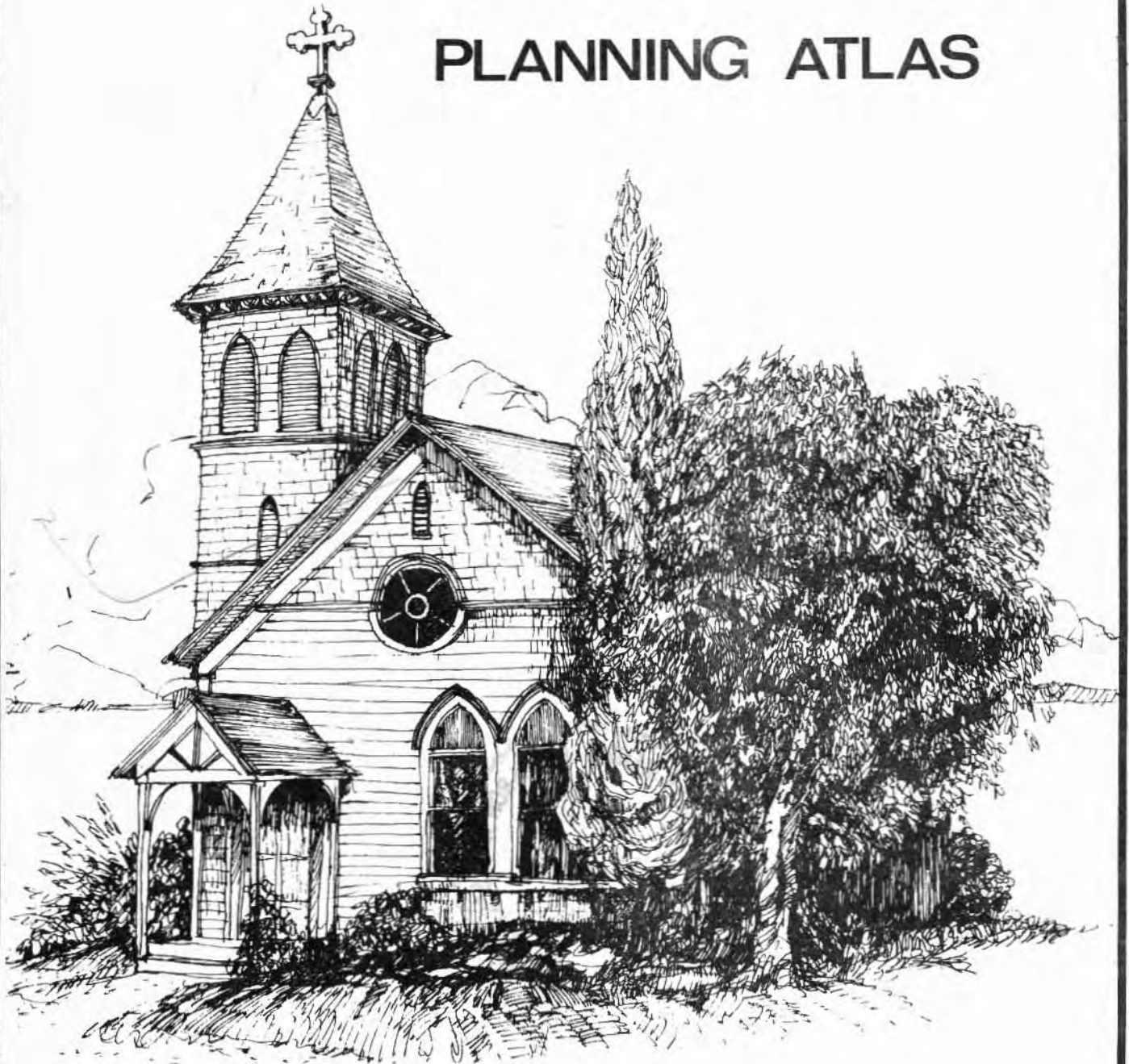


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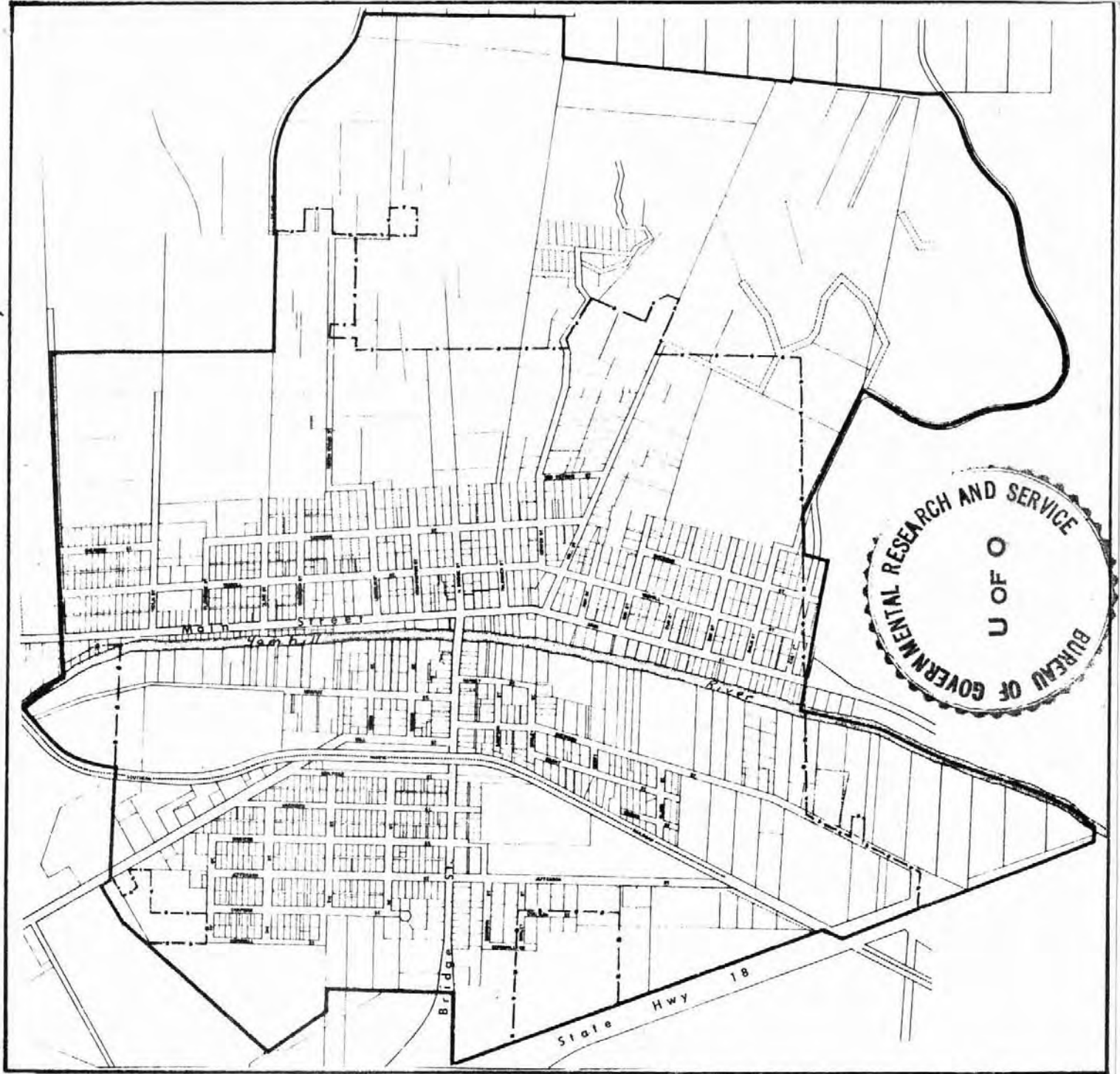
# CITY OF SHERIDAN

## PLANNING ATLAS

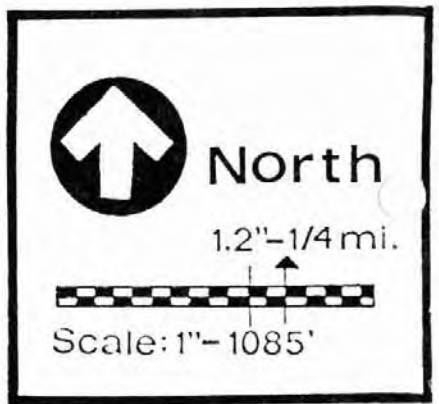
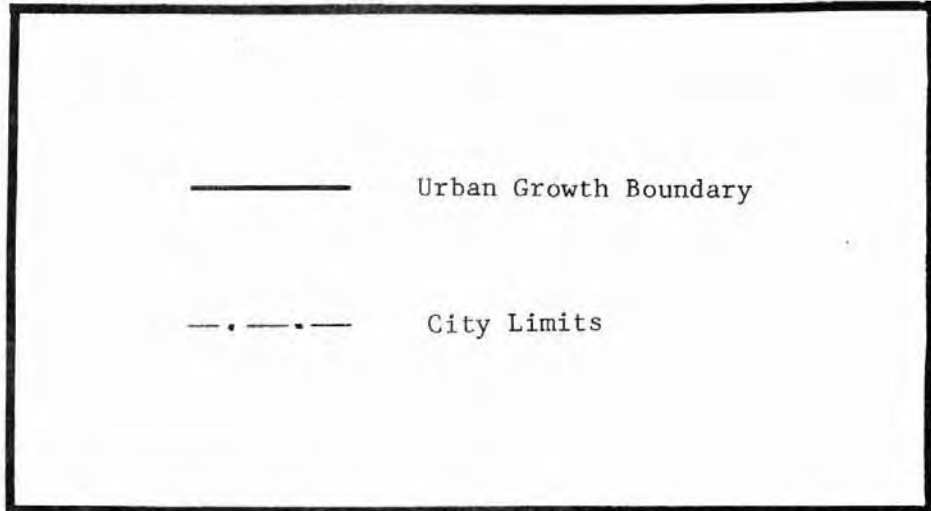


A BACKGROUND DOCUMENT FOR THE SHERIDAN  
COMPREHENSIVE LAND USE PLAN

MAY: 1979



# SHERIDAN



## INTRODUCTION

The material in this Planning Atlas is a synthesis of the information gathered and discussed during the development of the Sheridan Comprehensive Land Use Plan. The goals and policies derived from this material are found in the companion document, Comprehensive Land Use Plan: City of Sheridan.

Arranged to show how the Statewide land use goals were considered during development of Sheridan's Plan, this material is intended to provide the factual base for those goals and policies upon which the community decided. It is hoped that the Atlas also will serve as the base for Plan update and revision in the future.

Compilation of Atlas material was done by the Yamhill County Planning Staff, with the willing help of the Sheridan City Council, Sheridan Planning Commission, Sheridan Citizen Advisory Committee, and numerous state agency representatives, local utility representative and knowledgeable persons. County staff persons who worked on this atlas include: Ron Bunch, Rich Faith, Mike Brandt, Maggie Collins, Roberta Young, Blaise Edmonds, Gene Williamson, and Tom Cunningham.

The preparation of this document was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended April 1, 1979, Yamhill County Planning Department.

## AGRICULTURAL LANDS

Agriculture is a major land use within the city limits of Sheridan. Approximately 71 acres, or 10 percent of the total land area in the City, are devoted to intensive agriculture. Virtually all of this acreage consists of SCS Agricultural Capability Soil Classes II - IV. These numerals indicate progressively greater limitations and narrower choices for agricultural use. The principal farm crops grown in the planning area are hay, seed grass and grains.

### Soils

Through weathering and other processes that act on parent material, soil is formed, thereby providing man, animals and plants with life support requirements. The characteristics of the soil depend upon the parent material, climate, plants, animals, and time. Because many variables affect soil formation, soil types are numerous. Different soil types are, of course, suited for different uses. One soil may be highly suited for agriculture but, because of certain properties, it may be totally unsuitable as a building site. A soil may be flood-prone or susceptible to landslides, conditions that can be very costly or even impossible to overcome for building purposes, while posing only slight problems for agricultural uses. By determining the various properties of each soil, it is possible to determine for which use(s) each soil is best suited.

Soil information for the Sheridan Planning Area can be obtained from detailed soil surveys by the Soil Conservation Service of the U.S. Department of Agriculture. This information consists of soil maps which show the types of soil located in the planning area; interpretative information which gives the various qualities of each soil and its adaptability to various uses; and agricultural capability classifications.

### Definitions Agricultural Land Capability:

Class I soils have no or few limitations that restrict their use.

Class II soils have moderate limitations that restrict their use.

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

Class IV soils have very severe limitations that reduce the choice of crops, require careful management, or both.

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

### Building Site Limitations

The ratings and limitations are for houses and other buildings that are no more than three stories high. The kind of sewage system is not considered in the evaluation of sites for residences.

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

Soils that have moderate limitations for building are somewhat poorly drained and are not subject to flooding. They have a seasonal high water table, fair stability, or moderate shrink-swell potential in the subsoil. They have slopes of 12 to 20 percent. This degree of limitation can be overcome by special planning, design or maintenance.

Soils that have severe limitations for this use are poorly drained or are subject to flooding. They have poor stability, high shrink-swell potential, low shear strength, or high slide hazard. They have slopes more than 20 percent. This degree of limitation generally requires major soil reclamation, special design or intensive maintenance. Some of these soils can be improved by reducing or removing the soil feature that limits use, but in many situations it is difficult and costly to alter the soil or to design a structure to compensate for a severe degree of limitation.

There are thirteen soil types in the Sheridan planning area. The important properties and limitations of each are listed in Table 1, to serve as a guide for determining building suitability on the basis of soil characteristics. Examination of the data will aid in making sound decisions on building construction and maintenance but it does not eliminate the need for on-site investigations. More complete soil information can be obtained from interpretive fact sheets prepared by the Soil Conservation Service.

### Summary

Ninety-five percent of the City is in Class I-VI soils. These soils are considered to be potentially suitable for agricultural use. However, because these lands are within the City they constitute prime urbanizable land. These lands have been determined to be needed for the future urbanization of the City to the year 2000. Until such time as these lands are needed agriculture can serve as an interim land use within the Sheridan planning area.

Eighty-five percent of the City is of soil types with severe building limitations. Despite such characteristics, these soils have long supported the various types of urban development occurring in the City. To avoid possible future construction problems related to soil characteristics, applicants for building permits within areas rated as moderate or severe should be directed to the Soil Conservation Service of Yamhill County for additional information regarding soil management and land use.

Sources: Soil Survey of Yamhill Area, Oregon; U.S. Department of Agriculture; January, 1974.  
Yamhill County Planning Department, 1978.

Table 1.

SOILS FACT SHEET  
CITY OF SHERIDAN

Soil Name	Percent Slope	Agricultural Capability Class	Building Site Limitations	Specific Limiting Factors	Percentage of Planning Area
Amity silt loam (Am)	0-2	II	Moderate	Poor drainage, seasonal high water table	8%
Chehalem silty clay loam (CeC)	3-12	III	Moderate	Poor drainage	2%
Cove silty clay loam (Cn, Co, Cs)	0-7	IV	Severe	High shrink-swell potential in subsoil, low shear strength, poor drainage	35%
Chehalis silty clay loam (Ch)	0-3	I	Slight	None	2%
Panther silty clay loam (PaD)	4-20	VI	Severe	High slide hazard, High shrink-swell potential, slopes	1%
Steiver silty clay loam (StD, StE)	5-30	IV	Slight to Severe	Slopes, hard rock at 20 to 40 inches	5%
Shale rock land (SH)	--	VI	Severe	Slopes, shallow soil	2%
Terrace escarpment (Te)	20-40	VI	Severe	High slide hazard slopes	2%
Wapato silty dry loam (Wc)	0-3	III	Severe	High water table, flood hazard	40%
Woodburn silt loam (WuD)	12-20	III	Moderate	Slopes	3%

Sources: Soil Survey of Yamhill Area, Oregon; U.S. Department of Agriculture,

Soil Conservation Service; January, 1974

Yamhill County Planning Department, 1978

## FOREST LANDS

There are no forest lands in the City of Sheridan or its immediate environs. Major stands of trees line the South Yamhill River which flows through the City. Several wooded areas are also located on the hillsides to the north and northeast of the City. The only significant cluster of trees within the planning area is found in the City Park.

Within Sheridan's urban growth boundary there is some forest cover of below average productivity. This land has been identified and classed as cubic site Class Four (85 cubic foot annual yield per acre).

Source: Oregon State Forestry Department, Ron Bardell, Forester.



OPEN SPACES, SCENIC AND HISTORIC AREAS,  
and NATURAL RESOURCES

Open Spaces and Scenic Views

The City contains large tracts of agricultural and undeveloped lands which are desirable to preserve as open spaces. However, it should be noted that as a rural community, Sheridan is surrounded by farm land and open spaces which lend an overall pastoral setting to the City.

The tree-lined South Yamhill River flows through the planning area and is a major open space feature in the City. It provides a visual asset to the community as well as serving as a wildlife refuge for fish, birds and small animals.

Other existing uses which provide open space in Sheridan include school grounds, vacant lots, the rodeo grounds and the City parks. Scenic views are offered by the foothills to the north of the City and the Coast Range mountains to the west.

Mineral and Aggregate Resources

An inventory of mineral and aggregate resources for Yamhill County is scheduled to be completed in 1979 by the Department of Geology and Mineral Industries. Until this study is done there is little information as to potential sources and sites for the County. At this time there is no quarry or mining activity occurring within the planning area. Potential sites, if any, will be identified in the Countywide inventory.

Source: Oregon Department of Geology and Mineral Industries.

Energy Resources

The Sheridan planning area has no identified reserves of fossil fuels such as petroleum, coal or natural gas. There is very little data available at this time to verify the importance of local energy sources within the planning area. Potential resources which might be tapped in the future include solar, wind, hydro and biomass.

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

The topography of some parts of the City lends itself very well to solar energy use. The northern portion of the City is particularly suited to solar energy use because it has southern slopes in excess of ten percent. The rest of Sheridan is also relatively well suited to solar structures. There are no steep northern slopes which could cause excessive shadow patterns.

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

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

Source: Yamhill County Energy Office, 1978.

#### Fish and Wildlife Resources

The South Yamhill River is a migration route for coho salmon, winter steelhead, and cutthroat trout. A limited amount of spawning and rearing by these species occurs in the upstream waters, and a small fishery for winter steelhead takes place in both Willamina and Sheridan. A few cutthroat trout are found within the South Yamhill the year round and some hatchery trout will be found in the South Yamhill during the spring. These fish drift into the river from releases made in Mill and Agency Creeks.

Non-game species inhabiting the South Yamhill River include: large scale sucker, northern squawfish, dace, redbside shiner, sculpin, and Pacific lamprey.

Wildlife in the planning area consists primarily of small animals such as opossum, muskrats and rabbits. These generally inhabit the riparian edge of the river but are also found in areas where sufficient vegetive cover exists.

Numerous small birds and several gamebirds, such as pheasant, quail and partridge inhabit the planning area. These are most commonly found in open space areas which offer some protective vegetation.

No rare or endangered fish or wildlife species has been identified as living within the Sheridan planning area at this time.

Source: Oregon Department of Fish and Wildlife, 1978.

#### Water Resources

A survey of geological formations in the planning area indicates that the potential for groundwater is limited in and around the vicinity of Sheridan. Surface water resources in the area include the South Yamhill River, Mill Creek to the south, Rock Creek to the west, and Deer Creek to the east. These creeks are highly seasonal in their flows. No gauging stations have been established to measure high or low flows. The South Yamhill River has a winter flow high of 21,000 cubic feet per second (cfs) and a minimum flow of 8.8 cfs during the summer months.

### Sheridan Water Rights

The City of Sheridan has water rights for the following: Bear Creek, Alder Creek, Willamina Creek, Kate Bind Spring #3, Baltimore Creek, an unnamed creek, and the South Yamhill River. The water rights of the combined creeks total 6 cfs while that of the South Yamhill River is 2 cfs.

The confirming date of the South Yamhill River is October 1, 1982. It was filed on April 13, 1939. Unless the water right is developed by the confirming date, it will be waived. However, the City can file an extension. Previous water rights take precedent. There is no priority of use distinction.

Source: Regional Water and Sewer Study:

Phase I. Inventory and Problem Identification, September, 1973.

Phase II. Regional Facility Evaluations and Management Systems Alternatives, September 1974.

Mid Willamette Valley Council of Governments

### Historic and Cultural Resources

The town of Sheridan was laid out by A. B. Faulconer on his donation land claim in 1865-1866. The first plat of the town was recorded at the Lafayette Courthouse on December 13, 1866; however, the town had been laid out and named sometime before this. The first post office, with the name of Sheridan, had been established a few months earlier (April 4, 1866) with Thomas Faulconer as postmaster. Long before the town was laid out and named, the Sheridan area had been one of the centers of business activity in the west end of Yamhill County. The first store appeared in 1852 and the first blacksmith shop appeared about 1860.

Many of the business people of early Sheridan came from neighboring farms. After their donation land claims had been secured many people began to move into the village, exchanging farm life for business activities.

Since the time of incorporation in 1900, Sheridan has enjoyed steady growth. Being located amidst a rich, fertile, farming region Sheridan's economy was greatly dependent upon local agriculture. However, the abundance of nearby timber and the availability of the South Yamhill River for water power, logging and timber manufacturing also influenced economic growth.

From 1880 to the early 1900's Sheridan's population had increased by more than five times. In 1908, the Oregon Department of Labor's third biennial report reported Sheridan's population to be 1,200 with the City covering 700 acres.

In these days businesses in the community included two banks, two hardware stores, three dry goods stores, two drug stores, two harness shops, two warehouses, two livery stables, two grocery stores, two hotels, a

flour and feedmill, electric light plant and a planing mill. A gravity water system owned by the City provided water to the community. Also, Sheridan had a school that employed six teachers.

The narrow gauge railroad arrived in Sheridan in 1878. This spur of Southern Pacific provided farmers with a means to get their grain to market, as well as connections with Portland and the larger valley towns. A mixed passenger and freight train made one round trip between Portland and Sheridan daily. In addition, a daily stage line, carrying both mail and passengers ran from Sheridan to McMinnville.

In 1913 the entire business section of the City as well as many residences burned to the ground. Shortly afterwards, the entire downtown was rebuilt. Thus, Sheridan was established twice in its history.

Today, Sheridan still prospers as the focus of western Yamhill County. The town has grown steadily since its founding; it is anticipated that this steady growth will continue in the future.

The Oregon State Historic Preservation office has a statewide inventory of historic sites and structures. The following structures in Sheridan are listed in the inventory;

Sheridan Methodist Church  
234 North Bridge St., Sheridan OR  
Built: 1873-1876-1953

Baptist Church (formerly  
Mennonite Church)  
220 S.W. Monroe, Sheridan, OR  
Built: 1900

Cameron (William) House  
246 N.E. Faulconer, Sheridan, OR  
Built 1886

Chapman (William) House  
735 S.W. Mill St., Sheridan, OR  
Built: 1886

Savage (William) House  
147 N.E. Yamhill, Sheridan, OR  
Built: 1886

Sleepy (Walter) House  
235 S.W. Water Street  
Sheridan, OR  
Built: 1890

Trinity Lutheran Church  
310 S.E. Sheridan Rd. Sheridan, OR  
Built: 1900

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

## AIR, WATER, AND LAND RESOURCES QUALITY

### Air Quality

Air quality standards have been adopted by the Federal and State Government to protect the health and public welfare from known adverse effects of air pollution. There are two divisions within the standards, primary and secondary. The primary standards are to protect the public health and the secondary standards are to protect the public from effects such as visibility reduction, soiling, nuisance and other forms of damage. McMinnville has the nearest air monitoring station and its air quality is well with the Federal and State standards. It can be safely assumed that the air quality of Sheridan is also well within Federal and State standards.

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

This is particularly true in Sheridan's case since the City is bounded by the Coast Range foothills to the west. Cold air masses moving over the coast have the potential for creating serious inversion problems by preventing the warm valley air from rising.

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

Industrial activity has the potential of creating localized air pollution problems because of Sheridan's geographic location. However, air pollution problems due to industrial activity have been historically low. Two activities in the planning area that monitor source emissions for the Department of Environmental Quality are Sheridan Grain Company and the Sheridan airfield.

### Water Quality

Water quality within the area is quite good. The South Yamhill River exhibits no major pollution problems; however, water quality is occasionally impaired by soil erosion, urban storm runoff, and seepage of chemical fertilizer and pesticides from nearby agricultural lands. Water quality is supervised by the Oregon Department of Environmental Quality.

Source: Oregon Department of Environmental Quality

## Geology

The Sheridan planning area is predominantly characterized by alluvial deposits of Willamette Silts. This formation is found in the plains and valleys of the Coast Range and adjacent foothills. It consists chiefly of silt with discontinuous interbeds of clay and sand. The formation is approximately 50 feet thick in the center of the valleys and thins toward the valley edges. Generally the formation has a low permeability resulting in slow yields for much well development.

Deposits of a more recent young alluvium are located along the flanks of the South Yamhill River. These consist of fine grained materials in the flood plain. The average thickness is 20 to 30 feet. The young alluvium formation contains poorly drained swampy areas having a permanently high water table.

Finally, the hills in the extreme northern section of the City consist of Marine Sedimentary and Intrusive Rock formations. The Marine sedimentary formation is composed of very consolidated rock, mostly siltstone, sandstone, and shalestone. In the Sheridan area, it is interspersed with volcanic rocks.

## Topography

The terrain within the Sheridan planning area is generally flat with some areas of the City exhibiting rather steep slopes. Elevations range from 190 feet along the South Yamhill River to 360 feet in the extreme northeast corner of the City. The predominant elevation is 190-200 feet. Slopes range from 0 to over 20 percent. The major drainage is the South Yamhill River which flows through the center of town in a west to east direction.

## NATURAL HAZARDS

The only identifiable natural hazards found in the Sheridan planning area are due to flooding, soil hazards, and steep slopes. Approximately 70 percent of the area is subject to some form of natural hazard. Most of this area is within the flood hazard zone which has already been largely developed. In order to adequately plan for the City's future growth and development, natural hazard areas should be extensively evaluated.

### Flood Plains

Floodplains, or flood prone areas, are those areas which are dry during some seasons of the year but which may be covered with water when heavy rain, melting snow or other conditions cause adjacent rivers, streams, or lakes to overflow their banks. The determination of the extent of this overflow is the first consideration in planning for the use and control of such areas. The "100 year flood" or regional flood is commonly used to identify the boundaries of flood plain areas. The "100 year flood" refers to an area that has a one percent chance of flooding during any given year. Identification of the 100 year flood boundary does not mean a higher or greater flood will not occur in the future. However, if development is designed to avoid damage during a "regional" or "100 year flood," the risk of loss will be reduced to the point where serious loss is unlikely and insurance should be readily available to cover the remaining risk.

The flood hazard area for the City of Sheridan has been mapped for the National Flood Insurance Administration. By the mid-1980's, this map will have been refined to include precise elevations upon which flood insurance can be based.

For floodplain management purposes, a floodplain area along a stream can be divided into parts: one is the floodway--defined as the minimum area for the passage of flood waters in order that flood heights upstream are not increased beyond an acceptable amount. The other is the floodway fringe--that area bordering the floodway which may be subject to flooding but does not contribute appreciably to the passage of flood flows.

Understanding and planning for the potential of flooding within a community is important, and as more data becomes available it should be incorporated into the flood hazard maps. Especially important is the relationship of water elevation to ground level. A relatively small difference in flood level can have a significant effect on flood damage. For example, only two feet of flooding above the first floor level of a single family dwelling results in damage equal to about 25 percent of the value of the dwelling and nearly 60 percent of the value of its contents. If the flood water remains one foot below the floor level, damage will usually be negligible.

It should be noted that development in a floodway constitutes a "public nuisance" by reducing the flow-carrying capacity of the channel and thus endangering others. Development in the floodway fringe is less likely to damage other property, but may endanger the occupant of the development

and subsequent purchasers of the property unless installations are designed to overcome the flood conditions. With two-thirds of Sheridan having been identified as being within a floodplain, the issue of flood hazards is a significant one to residents of the community.

Source: National Flood Insurance Program, U.S. Department of Housing and Urban Development

#### Soil Hazards

The majority of Sheridan lies within severe or moderate soil limitation groups for building construction. However, development has taken place over the years with little restraint and little attention paid to this hazard. To date, Sheridan has gotten by with few adverse affects due to soils but this does not rule out the possibility of future problems.

An example of how soil qualities can pose hazards to the community is evident in the area immediately west of the City along Old Highway 18. Within this area, known as the West Main Water District, a serious health and environmental hazard exists. A sanitary survey conducted by the Yamhill County Health Department in 1973 found that approximately 85% of the residents and businesses had unsatisfactory or questionable sewage disposal systems. The presence of soils with poor drainage and other limiting factors is responsible for the septic system problems which exist.

Of the thirteen soil types present within the planning area, five soils, occupying about 80 percent of the land, are in the category of "severe" limitations. Three-fourths of the City lie within Wapato and Cove Silty Clay Loam soil groups. The characteristics which severely limit building on these soils include high shrink-swell potential in the sub-soil, low shear strength, poor drainage, high water table, and flood hazard. The other three soil groups have severe building limitations because of shallow soils and high slide hazard.

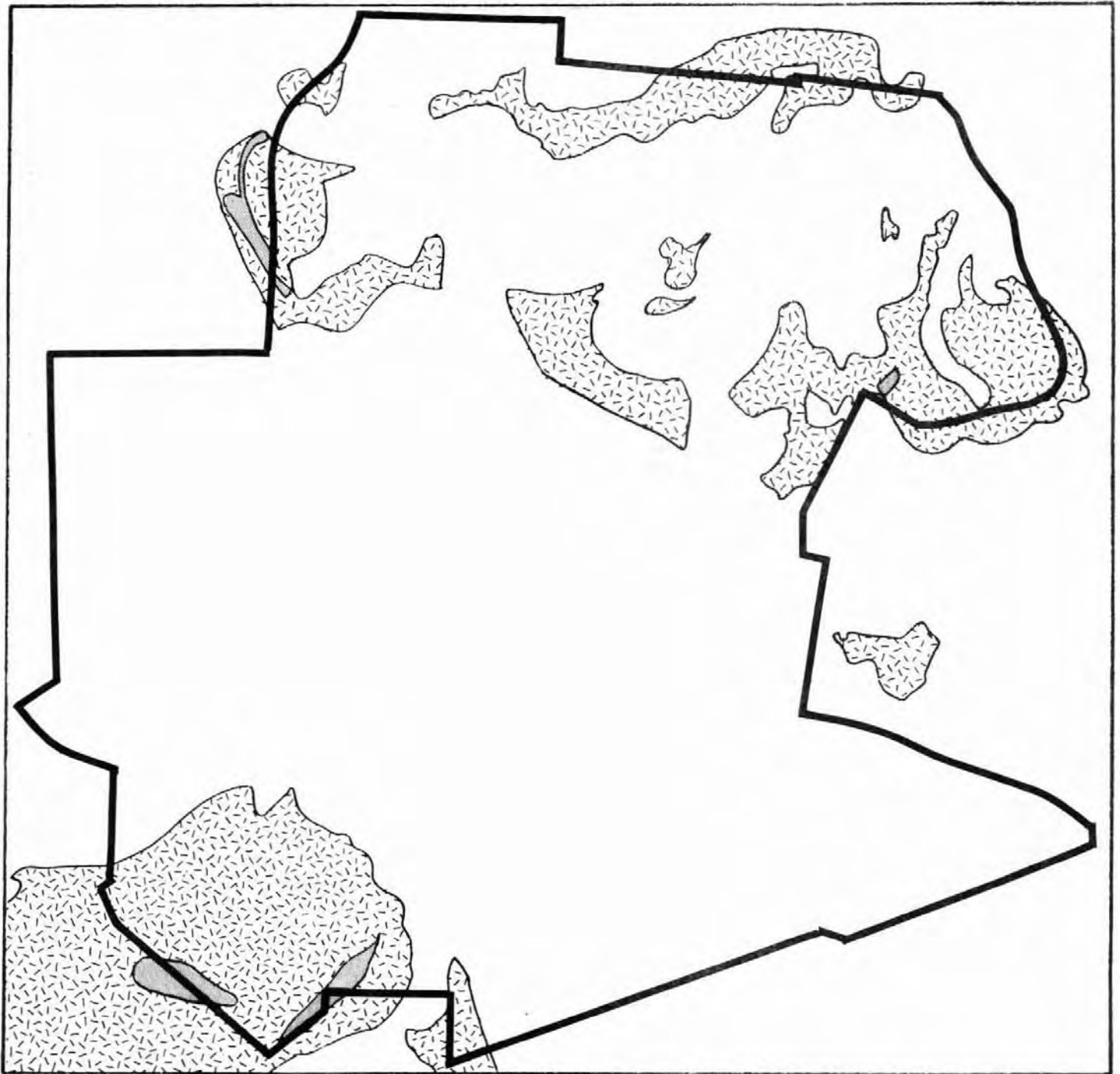
#### Steep Slopes

Building on steep slopes has implications not only in terms of public safety but of economics as well. This is especially significant in today's housing market in which an increasing number of people can no longer afford to purchase a home. Design and construction costs must be taken into account when building on steep slopes. As the percentage of slope increases there is an increase in the cost of the structure.

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

The steepest slopes in Sheridan are found in the northeast corner of the City. These slopes are in excess of 20 percent and pose serious slide hazards. Another band of steep slopes extends through the southwest section of the City from Mill Street to Chapman street. Slope along the north side of Mill Street exceeds 20 percent, while slopes of 10 to 20 percent extend between Mill and the west end of Chapman.





# SHERIDAN BUILDING LIMITATIONS



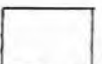
## SEVERE LIMITATIONS

Flood hazard  
 Slopes above 20%  
 Soils with qualities: high water table; severe shrink/swell; poor drainage; floor or slide hazard  
 (or a combination of the above)



## MODERATE LIMITATIONS

10 to 20% slopes  
 Moderate soils



## SLIGHT LIMITATIONS



North

1.2" = 1/4 mi.



Scale: 1" = 1085'

## RECREATION

Sheridan currently has two city parks. One park, located between Yamhill and Sherman Streets and Oak and Balm Streets is approximately 4.2 acres in size. It serves primarily as a citywide park, providing picnic facilities, including a shelter, kitchen and barbeque pits. The park also has a baseball diamond. Future plans for this park call for the development of tennis courts.

The Edward R. Moore Park is a small park held by the City on a 99 year lease. It is located on both sides of the South Yamhill River. This park is less than three-quarters of an acre in size.

The only nearby park is Grenfill County Park located between Willamina and Sheridan. This park is used primarily as a picnicking area.

### School Facilities

Outdoor recreation facilities are available for public use when school is not in session. School facilities are available when school staff people are available to supervise. Presently the only organized program occurring is a women's volleyball program on Monday nights.

At one time there existed a cooperative agreement between the City and County where the City agreed to pay a supervisor and the school furnished the facilities. Several successful programs were developed around this agreement. However, the program has since been discontinued. The City also has a Recreation Program that was staffed by an individual hired through C.E.T.A. However, the program has also been discontinued.

### Standards of Need

According to standards released by the Parks and Recreation Branch of the Oregon Department of Transportation, a citywide park should be 2.5 acres per 1000 people. With an estimated 1978 population of 2,360 Sheridan has a deficit of .8 of an acre. With a projected population of 4,054 by the year 2000 the City would require an additional 5.0 acres of park space to satisfy the recommended standards.

### Sources of Funding

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

#### 1. Outside Agency Funding

Yamhill County annually receives Heritage Conservation and Recreation Services (H.C.R.S.) funds to be used for park and recreation projects. These funds are available to local municipalities on a competitive basis. The City of Sheridan also has available to it a portion of the County's share of state gas tax monies to be used for the construction and maintenance of bicycle paths. This could also serve as a worthwhile recreational project for the City.

2. Local Measures.

Depending on local demand and desire, special tax levies for acquisition of additional parks and for recreation facilities are an option.

3. One opportunity for setting aside additional park space is through a revised subdivision ordinance.

Special Events and Recreational Opportunities

The Phil Sheridan Rodeo grounds provides an opportunity for a variety of recreational events. The largest and most important is the annual Phil Sheridan Rodeo held the 3rd weekend in June. The Rodeo grounds comprise approximately 10 acres, and are also used for a number of other events, including baseball and motorcycle racing. The grounds are owned by the Phil Sheridan Rodeo Association.

Sources: Telephone conversations with Yvonne Garcia, Sheridan City Recorder, and Bill Hilton, District 48-J, Superintendent, 12-28-78.

## ECONOMY OF THE CITY

Like most of Yamhill County's small cities, Sheridan has served chiefly as a retail and service center supplying goods and services for those living and working in the surrounding area. Agriculture and the lumber industry have always dominated the economy of the area. However, in recent years the lumber industry has begun to show declines - both statewide and locally. The City has become the site of a mobile home manufacturing plant. The introduction of this manufacturing industry has spurred the growth of other retail and service related businesses in the City.

A recent inventory of the business establishments in the City revealed that nearly half are in the retail sector, while one-fourth are in the service sector. Other industrial sectors (according to Standard Industrial Classification codes) represented by business establishments are construction, manufacturing, transportation-communication-public utilities, wholesale trade, and finance-insurance-real estate.

Liberty Homes, Inc. is the major manufacturing firm in the City and also the largest employer. The company's first plant employed 140 workers. A second plant was recently built and is expected to employ about 100 workers when full operation is achieved. Sheridan School District with 85 workers and Sheridan Care Center with 37 are the next major employers in the City. Economic information shows that the manufacturing, retail and service sectors each employ about 25 percent of the City's work force.

With the opening of Sheridan's second mobile home manufacturing plant, approximately 35 percent of the City's work force is now employed in basic industries - that is, in local businesses which produce goods or services for export out of the immediate area. Liberty Homes is the principal business establishment among the City's basic industries. The recent expansion of the basic sector has resulted in creation of more secondary support businesses as typified by the opening of two new banking establishments in the City. Future growth of the retail and service sectors can be expected as additional industries locate in the City or surrounding area. Occupational characteristics of Sheridan residents can be achieved from a community survey conducted in November, 1977. The question concerning primary occupation of the household's principal wage earner produced the following results:

Professional or technical	38%
Labor (construction, timber, ag.)	19%
Sales (retail, finance, insurance)	16%
Owner, manager, administrator	16%
Secretarial/clerical	8%
Service worker	3%

Although the small sample size of the survey has likely produces skewed results, the above figures present a fair indication of the community's occupational characteristics. It is unclear what occupations fall within the category of "professional or technical," but because of the large numbers who listed this as their occupation it probably includes many of those employed in mobile home manufacturing.

The community survey also revealed that 73 percent of Sheridan's principal wage earners work in the City. About 8 percent are employed in McMinnville, while the remaining 18 percent work in other areas.

Median family income for the City can be derived from a housing survey conducted by the Mid-Willamette Valley Council of Governments in 1976. The information from the survey showed the City's median family income to be \$8,988. This figure ranked well below both the County and State median family incomes which were \$12,872 and \$13,750 respectively. Compared to other small cities in Yamhill County, Sheridan's median family income ranked as one of the lowest in 1976.

Public opinion concerning Sheridan's economy can be obtained from another community survey which was administered in January, 1977. The survey produced these responses:

- 58% of the respondents thought light industries should be encouraged in the City.
- 19% felt heavy industries should be encouraged.
- 30% believed Sheridan should be encouraged as a residential community for people working elsewhere.
- 21% thought it should be a community in which retired people from other areas are encouraged to move.
- Over 90% of the respondents expressed the need for at least some new non-industrial employment opportunities (services, retail trade, etc.).

Source: Economic Profiles of Yamhill County's Small Cities, Yamhill County Planning Department, November, 1978.

POPULATION AND HOUSING

Population

Sheridan's population growth has been consistent with population trends in other small cities of Yamhill County. Except for a decline in population during the 1950's, the City has experienced steady growth. The period between 1940 and 1950 was one of very active growth. From 1960 to 1970 the City's average annual growth rate was less than one percent. However, during the present decade the growth rate is estimated to have risen significantly. Based upon figures released annually by Portland State University's Center for Population Research and Census, the City has experienced an average annual growth rate of 3.2 percent since 1970. The most recent population estimates released by Portland State University place Sheridan's population at 2,360 persons.

Table 2. SELECTED POPULATION FIGURES

CITY OF SHERIDAN		
<u>Year</u>	<u>Population</u>	<u>Percent Increase</u>
1940	1,294	-
1950	1,922	48.5
1960	1,745	- 9.2
1970	1,881	7.8
1975	2,120	12.7
1976	2,140	0.9
1977	2,260	5.6
1978	2,360	4.4

Source: Decennial Census Data and Portland State University Center for Population Research and Census, Population Estimates.

The population changes that have occurred over the years can be mainly attributed to net migration rather than natural increase. Although such statistics are not available for the City, County trends serve as a good indicator of Sheridan's components of population change. These are shown in Table 3. It is assumed that in-migration will continue as the major contributor to future population growth in the County and the City of Sheridan.

Table 3. POPULATION COMPONENTS OF CHANGE  
Yamhill County - 1950-1977

	NET POPULATION CHANGE	NATURAL INCREASE		MIGRATION	
		NET INCREASE	PERCENT CHANGE	NET MIGRATION	PERCENT CHANGE
1950-1960	-1115	3745	11.2%	-4860	-14.5%
1960-1970	7840	1677	5.2%	6167	19.0%
1970-1977	6987	1877	4.7%	5110	12.7%

Source: Derived from Vital Statistics Data, Oregon State Health Division.

Sheridan is expected to experience continued population increases to the year 2000. The amount of this growth has been a major point of dispute. For example, official population projections formulated by the Yamhill County Planning Department for the County and its cities show that Sheridan can expect to have 2,332 persons in the year 1980; yet estimates released by Portland State University have set the City's 1978 population at 2,360 which already exceeds the 1980 projection. Thus, either Portland State University's estimate is high, or the Planning Department's projection is low, or both figures are incorrect.

There is evidence to indicate that the Portland State University population estimates may be higher than what actually exists. A recent housing inventory conducted by the Yamhill County Planning Department revealed a total of 786 occupied dwelling units in Sheridan. Assuming that the same average household size of 2.95 persons/d.u. exists today as it did in 1970, the current population would be 2,318 persons. This is 42 less than the Portland State University estimate.

This new population figure would suggest a slower growth rate than has been estimated by Portland State University. Even so, applying a simple linear extrapolation to this new 1978 population figure by the adjusted average annual growth rate would produce a much higher projection for the years ahead than has been established by the County Planning Department. If it is assumed that the 2.6 percent average annual growth rate which has occurred thus far in this decade continues onto the year 2000, Sheridan's population can expect to reach 4,054.

The City's future population growth will be influenced by a wide range of factors and forces - both internal and external. It is impossible to know exactly what the City's future growth will be, but based upon new housing data and the continuation of current trends it would appear that the Planning Department's population projections are low and in need of revision. Table 3 presents a comparison of these projections with adjusted population figures resulting from the facts and assumptions mentioned above.

Table 4.

Projected Population  
City of Sheridan

	<u>Yamhill Co. Planning Dept. Official Projections</u>	<u>Adjusted Population Projections</u>
<u>Year</u>		
1978*	2,360	2,318
1980	2,332	2,409
1985	2,542	2,744
1990	2,708	3,125
1995	2,885	3,559
2000	3,032	4,054

\*Current population estimate

## Housing

A housing survey conducted during January 1979 revealed that there are a total of 796 housing units in the City of Sheridan. Of these, 649 are single-family dwelling units, 42 are mobile homes and 105 are multi-family units. 33 of the mobile home units are located in the City's only mobile home park; and the remaining three are scattered around the City. Multi-family structures are of various types. These include twelve duplexes, two triplexes, a fourplex, a fiveplex, and three apartment complexes totaling 66 units.

The housing survey showed only eight vacant dwellings among the single-family housing stock. Vacancies among the rest of the housing stock was not immediately evident from the windshield survey technique used, however, it can be assumed that the multi-family vacancy rate parallels that of single-family units. Thus, there are approximately 10 vacant housing units in the City, yielding a very low vacancy rate of 1.2 percent. This figure indicates a severe limitation in housing choices among residents of the City.

Information concerning the availability and need for housing in Sheridan can be obtained from a community survey administered in 1976. Regarding the choice of housing available to new residents, 76 percent of the respondents thought there was little or no choice. In determining the type of housing most needed in the community, the following responses were given:

Homes to rent	65%
Homes to buy from \$20,000-\$25,000	62%
Homes to buy from \$25,000-\$35,000	23%
Mobile homes	21%
Duplexes	20%
Apartments	15%
Homes to buy over \$35,000	10%

Note: Figures depict multiple choices

Citizens were asked what their reaction would be in allowing mobile homes as a viable housing alternative. Only 13 percent responded that mobile homes and mobile home parks should be discouraged. Eighty percent of the survey respondents felt that mobile home parks should be allowed in the City but only with high standards regarding parking, landscaping, sanitation and the like.

On the question of low income housing, the survey produced these results:

- |   |            |
|---|------------|
| A. City should strongly encourage this kind of housing, including expenditure of City funds if necessary to match federal grants. | <u>11%</u> |
| B. City should encourage low-income housing, but not to the point of spending City money.   | <u>41%</u> |
| C. City should be neutral on this issue.  | <u>16%</u> |



- D. City should try to prevent construction of low-income housing in Sheridan. 28%
- E. No opinion. 11%

### Housing Trends

Sheridan's housing stock has increased by about 21 percent since 1970. As indicated in Table 5, the greatest change in housing types during this period has been in mobile homes. The increase of mobile home placements is due to the creation of the 33 unit mobile home park. Although single-family dwellings increased by 7 percent over 1970's number, they now comprise about 10 percent less of the total housing stock. Multi-family units increased by more than 100 percent, yet now make up only 6 percent more of the total housing stock than they did in 1970. The vacancy rate has shown a substantial decline in the past nine years. This reflects a much tighter housing market in the City than before.

Table 5. HOUSING STOCK GROWTH 1970-1979

	<u>1970</u> <sup>1</sup>		<u>1979</u> <sup>2</sup>		
	No.	Percent of total Housing Stock	No.	Percent of total Housing Stock	Percent Increase of Housing Stock 1970-1979
Single-Family	608	92	649	82	7%
Multi-Family	47	7	105	13	123%
Mobile Homes	5	1	42	5	740%
Total	660	100	796	100	21%
Vacant	22	3.3	10	1.2	-55%

1. Derived from 1970 Census Data, 1st Count Summary Tapes
2. Windshield Survey, January 1979, by Yamhill County Planning Department.

In 1970, 74 percent of Sheridan's housing stock was owner-occupied while 26 percent was rented. There is no evidence to indicate that this tenure split has changed significantly since that time. It is therefore assumed that the owner-renter split among the existing housing stock is the same as in 1970. Thus, 589 housing units are owner-occupied and the remaining 207 units are rented.

### Housing Age and Conditions

Housing age information is not available for the City of Sheridan. However, 1970 census data for the Sheridan Census Division shows almost half (48.6%) of all housing units in this area built before 1940. It is reasonable to assume that a slightly lower percentage would apply to the City's housing stock since most housing construction occurring in the census division since 1940 has likely been inside the City.

Other census data for the Sheridan census division indicates that 7 percent of all occupied units had 1.01 or more persons per room which suggests overcrowding conditions. In addition, 20 percent of the housing units in this census division exhibited substandard plumbing conditions.

A more recent assessment of the physical conditions of Sheridan's housing stock was made through a general windshield survey technique. Four classification types were employed in rating the structures. The ratings used were as follows:

- Excellent/Good - Includes new buildings or those that have been generally well maintained. The structure exhibits no defects or signs of deterioration.
- Fair - Includes buildings that have been kept in generally good condition but have one or more of the following defects visible:
  - lack of paint
  - cracked windows
  - broken downspouts or gutters
  - small cracks in walls, planter or chimney.
- Poor - Includes an older building that has not been recently remodeled but which is economically rehabilitable. These buildings display the following intermediate defects:
  - loose, rotted or missing material in foundation
  - rotted window frames, sills
  - deep wear on door sill or stairs
  - missing material over small area of wall, roof
  - overall appearance of age and wear.
- Critical - Includes buildings that have deteriorated beyond economic repair. These display the following critical defects:
  - sagging walls, roof
  - holes, open cracks, missing material over a large area
  - extensive damage by storm, fire or flood
  - generally dilapidated conditions

The results of this inventory are shown in Table 6. The information shows that 13 percent of the City's housing stock is substandard on the basis of physical conditions. Eleven percent of these structures would be economically suitable to rehabilitate. Those units classified as critical have deteriorated beyond economic repair.

Table 6.

HOUSING CONDITIONS  
JANUARY 1979

<u>Rating</u>	<u>No. of Units</u>	<u>Percent of Total</u>
Excellent/Good	402	50%
Fair	291	37%
Poor	85	11%
Critical	18	2%

Housing Projection

The number of additional housing units needed to accommodate Sheridan's future population depends to a large extent upon the number of households that will exist. (The total number of households is equal to the number of occupied dwelling units). Household size has been decreasing because of delayed marriages, accelerating divorces, lower birth rates and higher survival rates. In 1970, for example, the average household size in Yamhill County was 3.07 persons. By 1977 this figure had declined to 2.85 persons.

By contrast, if Portland State University's 1978 population estimates for the City of Sheridan are accepted it would place the City's present average household size at 3.0 which would represent an increase in the City's household size since 1970. This is a possible but unlikely trend as it would be contrary to national, state and local trends. This lends further evidence to suspect that Portland State University's population estimates are too high. In view of this fact, it is reasonable to assume that in the future the City will experience a gradual decline in its average household size. Assuming an existing household size of 2.95, a reasonable estimate of this average to the year 2000 is 2.90 persons per dwelling unit.

Based upon this assumption and a population projection of 4,054 it is estimated that 598 additional dwelling units will be needed in Sheridan by the year 2000. This is an average of about 28 additional units annually. The amount of land necessary to accommodate such growth will vary depending on the housing mix and density of development that occurs.

One of the major concerns of the City should be to allow an adequate choice of housing for its present and future residents. Special attention should be given the housing needs of the elderly, the low income and the handicapped. With the rapidly accelerating costs in the housing market, it is important to establish housing policies that will ensure that future housing needs will be met.

PUBLIC FACILITIES AND SERVICES

Education

Educational services are one of the most important assets a community has to offer. The quality of the educational system often determines whether a family chooses to live in one community rather than another.

Social and academic activities sponsored by schools also help create community identity and promote citizen interaction. A healthy and attractive community is often credited to the degree of civic involvement and concern that citizens have for their community.

Educational facilities are a benefit to a community when they can be used by the community when school is not in session. Schools can provide space and facilities for civic and organizational functions that otherwise might not be possible due to their own limited resources.

Sheridan School District 48-J provides educational services for Sheridan. In addition to the City, the school district provides educational services to about another 50 square miles. Overall, Sheridan School District 48-J covers 54 square miles. A total of 692 students attend the District schools.

There are three operating schools in the District, all located in Sheridan. They are:

Faulconer Grade School; grades kindergarten through third  
Chapman Grade School; grades fourth through eighth and  
Sheridan High School; grades ninth through twelfth.

School District 48-J Enrollment  
January, 1979

<u>Faulconer Grade School</u>	<u>Chapman Grade School</u>	<u>Sheridan High School</u>
Kindergarten - 44	Fourth grade - 49	Ninth grade - 56
First grade - 50	Fifth grade - 47	Tenth grade - 64
Second grade - 56	Sixth grade - 52	Eleventh grade- 61
Third grade - 57	Seventh grade - 40	Twelfth grade- 60
<hr/>	<hr/>	<hr/>
Total 201	Total 250	Total 241

All the schools are operating below capacity. Overall, the school district, in the past ten years has had a history of decreasing enrollment even though Sheridan has steadily increased in population. An identified need has been for a music-gym complex. An additional issue involving the Sheridan School District is that the District has been identified as having the 4th or 5th lowest advalorem tax base in the state

Two private Liberal Arts Colleges in the County offer opportunities for continuing higher education for Sheridan residents. These are Linfield College in McMinnville and George Fox College in Newberg. Chemeketa Community College, which is located in Salem, offers a variety of courses throughout the County. A few of these are held in Sheridan. There is a Chemeketa Community College district office in nearby McMinnville.

Source: Telephone conversations with Bill Hilton, District 48-J Superintendent, 10/12/77 and 12/22/78.

#### Public Water System

The water supply for the City originates from springs. Surface sources are approximately nine miles northwest of Sheridan. These sources provide approximately 0.748 mgd (million gallons per day) during the wet weather months but somewhat less at other times of the year. From estimates of unrestricted water use in the City, the 0.748 mgd supply cannot meet the current demand during July and August. There is usually two to three weeks of restricted water use during this time.

An eight-inch transmission main conveys the water from a series of intersecting collection lines to storage reservoirs directly north of the town. The reservoirs have a combined capacity of 800,000 gallons. This volume is sufficient for existing and projected fire reserve to the late 1990's but somewhat less than that required for coincident peaking, emergency and fire flows. The reservoirs are well located and provide an adequate equalization of water pressure and flow within the distribution system. Before entering the reservoirs, the water is chlorinated.

The distribution system consists of six inch asbestos-cement supply mains and ten inch arterials. Smaller distribution mains of two and four inch diameter serve the residential areas. Although the City is arranged in a grid iron pattern, a large number of dead-ending mains exist in outlying residential districts. A six-inch plastic line, approximately 1,300 feet long has been constructed to encircle the City and provide an even supply of water for emergency use.

Currently, the City is in the design phase of upgrading the water system to meet expected demands for the next twelve to fifteen years. It is anticipated that the project will consist of tapping into the East Fork of Willamina Creek and the construction of a water treatment plan

Sources: Regional Water and Sewer Study:

Phase I. Inventory and Problem Identification, September, 1973

Phase II. Regional Facility Evaluations and Management Systems Alternatives, September 1974.

Mid Willamette Valley Council of Governments.

## Public Sewer System

The Sheridan Sewer System extends throughout the community to serve nearly all residents and consists of eight, ten and fifteen inch concrete mains. The infiltration of water to the collection system is considered to be quite large, surpassing the design capacity of the treatment plant and is believed to result from leakage through cracked or improperly sealed pipes.

Sewage flows by gravity through the collection system to the south bank of the South Yamhill River. From there it is then pumped to the treatment facilities through two eight-inch force mains.

Secondary treatment of the incoming sewage, which is derived almost entirely from residential and commercial sources is provided by a recently installed two-stage oxidation lagoon. The plant is sized to serve a population of 5,250 or a hydraulic flow of 0.525 mgd.

The treatment plant can meet projected sewage flows to the year 2000, and the lagoons have been redesigned to reach the 10/10 treatment standards that were required in 1977 for the Yamhill River. A modification of the plant to include chemical flocculation, mechanical treatment, or spray irrigation of the treated effluent appear to be the more feasible design options. The quantity of inflow to the collection system during the winter months must be reduced as well to ensure the adequate treatment of sewage. Further cost to correct this problem is estimated to be about \$317,000. This will include the replacement of almost 4,000 lineal feet of sewer line; the regrouting and resealing of 20,000 lineal feet of sewer line; and the repair of a number of private hookups. Future plans also call for the enlarging of the contact chamber of the treatment plant.

Sources: Regional Water and Sewer Study; Phase 1:  
Inventory and Problem Identification, Mid Willamette Valley  
Council of Governments, Sept., 1973.  
Telephone Conversation with Steve Turnidge, Director of  
Public Works, 12/27/78.

## Storm Drainage

Sheridan has a community wide storm drainage system. However no map of existing storm drainage facilities exist. Storm water is collected and then discharged into the South Yamhill River. Generally it is felt that the storm drainage system is adequate. However it will have to be expanded as the community grows. Problems exist on the north side of town where the drainage lines are often too small to handle the runoff.

It is important for Sheridan to expand its storm drainage facilities as development occurs because there becomes more impervious surface and consequently, increased storm runoff. Uncontrolled storm runoff can present many problems in an urban area. Without proper storm drains, the drainage can filter into the sewer lines, thereby increasing the amount of influent entering the system for treatment. This ultimately increases treatment costs and possibly deteriorates the sewer facility

because of foreign materials entering with the drainage. Storm runoff can also lower water quality by the pollution that it can pick up from surface drainage, such as petroleum residues from streets. Surface drainage or standing water can also become a breeding ground for insects.

As more development occurs, the need for handling storm drainage increases also. The quantity increases, thereby the detrimental effects are also increased. The problems can be alleviated by requiring all new development to provide storm drainage facilities and establishing an improvement program to install and improve drains in the most critical areas of existing development.

Sheridan's public works department is responsible for the general maintenance of the City's streets, water and sewer facilities, and parks areas. The Department has four full-time personnel, and one part-time. Generally it is felt that as the City expands the public works department will have to be expanded as well.

#### Solid Waste

Solid waste management is a regional as well as local responsibility. Yamhill County is part of the Chemeketa Solid Waste Region. In 1978 a region plan was adopted by the Chemeketa Solid Waste Region but has not been adopted by any of the County's local governments. The plan addresses alternatives for regional disposal and recycling systems but has no implementation provisions.

Sanitary Service of Sheridan provides the solid waste disposal service for the City and the immediate area. The service is provided through a ten year renewable contract. Service rates are submitted to the City Council for approval. The current residential rate is \$3.75 a month for one can a week, and \$2.30 for every additional can per week, and \$1.25 for occasional can pickup, and \$21.00 for one and one-half cubic yard container pickup. Every customer has the option to buy or rent the container. Presently container rental is \$6.90 per month.

The only service the Sheridan Sanitary Service does not provide is drop box pickup. There is only one drop-box account in the area which is handled by City Sanitary of McMinnville.

The demand for solid waste removal is expanding. The Sheridan Sanitary Service has had to recently acquire a new truck. The Sanitary Service has had no problem servicing Sheridan and the immediate area, but has had some problem servicing the more outlying areas.

Refuse is picked up by truck and transported to the Whiteson Landfill site, 6 miles south of McMinnville. The site is county-owned but operated by a private franchise. The landfill site is very near capacity and a new site will be needed by 1981.

Recycling solid waste materials reduces the volume of material to be disposed of, and conserves energy and material resources. Materials generally recycled are glass, ferrous and non-ferrous materials, plastics and paper. Paper products constitute the largest percentage of solid waste materials. At this time there are three recycling efforts in the County. City Sanitary Service of McMinnville is doing some recycling at the Whiteson Landfill site. Cardboard, ferrous and non-ferrous materials are sorted from the incoming refuse. Equipment used in the recycling operation consists of a shredder and baler, a compactor unit and a tractor. In approximately a year, City Sanitary Service hopes to have a separate recycling center and will offer county communities the option of setting up a recycling service with the disposal service.

Yamhill Valley Recycling Center is a non-profit recycling center operating under the Portland Recycling Team. The center opened in June of 1977. Glass, paper, aluminum, tin, motor oil, rare and scrap metals are recovered at the center. All sorting is done manually and then transported to Portland for recycling or transferred to other destinations.

The Yamhill Valley Recycling Center has quite a substantial amount of support from county residents. In June 1977, 9 tons of material was sorted at the center and at this time an average of 50 tons of material is being sorted monthly.

In addition, the Newberg Waste Recycling organization has a recycling program in operation in the Newberg vicinity.

Source: Sanitary Service of Sheridan, December, 1978.

#### Fire Protection

Two fire districts serve Sheridan and the outlying area. The City of Sheridan Fire District and the Rural Fire Protection District, together cover 116 square miles.

The City pays a full-time fire chief, and also has 35 volunteer members. The City has 3 rated trucks and one non-rated truck.

Sheridan has a fire rating of 5 while the outlying areas have ratings of 8 to 9.

Generally it is felt that the fire departments can accommodate reasonable additional population growth if consolidation takes place. Consolidation of the fire departments should occur by 1979.

Source: Telephone conversation with Eugene Smail, Sheridan Fire Chief, 12/26/78

#### Police Protection

Police protection is provided by the City of Sheridan Police Department. Around the clock protection is provided by four full-time and one C.E.T.A. employed officer. The police department also has five reserve officers on call. The City also employs a police secretary-police clerk. Presently, Sheridan has no jail facilities. The City uses the



Yamhill County jail in McMinnville on a contract basis. Equipment consists of two patrol cars, a base station, three portable radios and radar.

Sheridan's special law enforcement problems are related to narcotic usage and dealing. State statistics for 1977-1978 indicate that on a 100 person/per capita basis Sheridan has the highest rate of juvenile narcotic usage in the County and the third highest rate of juvenile alcohol problems. What is needed to combat this problem are additional trained officers to function as juvenile liaison officers and to perform adequate investigation.

Training is also an important issue in continuing to provide and improve police protection for Sheridan. Trained officers are needed to provide auto accident investigation, narcotic abuse control, finger printing, juvenile law, investigation and liasonship.

Source: Conversation with Al Palen, City of Sheridan Police Chief, 12/27/78.

#### Library

Sheridan has recently built a new library facility. The facility is open 26 hours a week and is staffed by a full-time librarian. The library operates with the Chemeketa Regional Library Service, and the library is dependent on city funds for its operation. As the City grows more funds will be needed to match the demand for services.

#### City Government

The City of Sheridan is administered by a mayor-council form of government. The council is an elected 6 member body. A seven member planning commission is appointed by the council. The responsibilities of the commission include the review of land use applications that are consistent with the existing charter and ordinances of the City and making recommendations to the council.

Municipal services are provided through the following positions: one city recorder; one assistant city recorder; one city superintendent; four full time and one C.E.T.A. public works employees; four full time, one C.E.T.A. and five reserve police officers; and one police clerk-court clerk; one fire chief; and one librarian.

Source: Yvonne Garcia, City Recorder, City of Sheridan, 12/24/78.

## COMMUNICATIONS

Communication facilities play an important role in the development and growth of a community.

Postal service was the first communication facility to serve Sheridan. The first post office was established in the community in 1866. At the present time incoming mail arrives once a day and outgoing mail leaves once a day.

The Sheridan Sun is the only newspaper published in the Community. It has total circulation of approximately 2,300. Other daily county and regional newspapers include the News Register, published in McMinnville, the Oregonian, published in Portland, and the Statesman, published in Salem.

There are presently 2 radio broadcasting compaies in McMinnville, KMCM and KSLC-FM; plus a variety of stations from Portland and Salem that can be received locally. Television transmission comes from the Portland area. Six stations are available to local viewers.

Telephone service is provided by United Telephone Company of the Northwest. The exchange area which Sheridan is a part of covers 116 sq. miles. Presently, statistics and projections are available only for the total exchange area.

In 1978 there were a total of 1,480 residential customers, and 300 business related customers. United Telephone is projecting 60-80 residential hook-ups per year until 1982 in the exchange area. The forecast for projected residential hook-ups is as follows:

1979	-	72
1980	-	78
1981	-	68
1982	-	73
1983	-	70

Presently, there are adequate facilities to handle the current load. No new major facility improvements or additions are planned. Generally it is felt that adequate expansion of facilities will be provided with no anticipated problems as the level of demand increases.

Source: Telephone conversation with Dave Dockham, United Telephone Company

## Social and Cultural Services

As is the case with all communities in Yamhill County, the proximity of Sheridan to larger urban areas affords a wide selection of social and cultural activities.

Social Services that are accessible within the community include the following:

1. Keep-Well Health Care Clinic held every 3rd month at the Sheridan Christian Church for those 60 years and over. A diabetic screening is also held in conjunction with the free clinic. Participation in the program is on an appointment basis only.
2. Blood Pressure clinic held every Wednesday at the American Legion Hall in conjunction with the Golden Kitchen hot meals program.
3. Golden Kitchen Hot Meals Program held every Monday, Wednesday and Friday for senior citizens in Sheridan and every Tuesday and Thursday in Grand Ronde.
4. Meals on Wheels, a hot meal program delivered to senior citizens on every Monday, Wednesday and Friday.
5. Share-A-Call, a visitation program that provides a personal check-up on senior citizens and disabled persons every morning.
6. Volunteer Transportation, sponsored through the Council on Aging, furnishes volunteer drivers for those unable to provide their own transportation.
7. Council on Aging Bus, a bus that calls on Sheridan every Monday to furnish transportation to those unable to provide it themselves.
8. Red Cross Bus, the Red Cross Bus on call to provide transportation to Portland for medical reasons.
9. Transportation Program through Welfare, a transportation program provided through the Welfare Division.
10. Phil Sheridan Fellowship, a fellowship and social get-together program held every Friday 10:00 a.m. to 4:00 p.m. in conjunction with the Golden Kitchen.
11. Sheridan Information and Referral Center, providing information and direction on available and appropriate programs for those individuals in the community requiring aid.
12. Outreach Program, furnishing the link between needy seniors and others of low income, and public agencies, including county, state and federal agencies.

13. Chore Service, a very limited program that provides those especially in need with yard work and home maintenance help.
14. Adult Education Opportunity, a community education program sponsored through Chemeketa Community College.

Future programs that are being developed include:

- A local transportation bus that would be used primarily to transport persons to the hot meal programs.
- A Food Bank sponsored by the ministerial association that would provide emergency food for low income persons.
- A Friendly Visiting Program where younger families would adopt older persons and provide visitation and chore services.

Generally it is felt that future needs include more home care and homemaker services, and more transportation volunteers.

There are several clubs and organizations that provide social and cultural opportunities in Sheridan. These are:

American Legion Post 75	Eastern Star
American Legion Auxiliary	Phil Sheridan Artist
Chamber of Commerce	Phil Sheridan Days
The Rebekah Lodge	Rainbow Girls
F.L. Girls	Rodeo Association
Garden Club	Rotary Club
I.O.O.F.	Senior Citizens
Masonic Lodge	Sheridan Extension Unit
Mill Creek Extension Unit	Study Club

Presently there are nine churches in Sheridan. These are:

Assembly of God	Sheridan Mennonite Church
Bible Baptist Church	Sheridan Seventh Day Adventist Church
Christian Church	Trinity Lutheran Church
Church of the Nazarene	United Methodist Church
Good Shepherd Catholic Church	

Source: Telephone conversation with Margaret Hasslen; Sheridan Information and Referral Service.

#### Medical Services

Presently, Sheridan has two general practice physicians, two dentists, a chiropractor and an optometrist practicing in the community. Other medical related services that are available are provided by the Sheridan Care Center. The Center is a privately owned intermediate care facility that provides skilled nursing services. The Center has 54 beds and a licensed nurse is on duty. Medical supervision is provided by a local physician.

McMinnville Community Hospital is the nearest hospital, and there are numerous physicians in McMinnville. McMinnville Community Hospital is a proprietorship hospital with a staff of 38 physicians and 230 employees. The hospital has 87 beds at the present time and expects to need additional beds by 1982-1983. There is no ambulance service provided by the hospital. Superior Ambulance furnishes that service. With the exception of the need for additional beds, the facility is operating well within its capacity and has no immediate plans for expansion.

The Yamhill County Health Department provides a variety of health services to County residents. Home nursing, clinics, counseling and a mental health program are just a few of the Health Department's services.

## TRANSPORTATION

### Automobile

Travel in Sheridan is primarily by automobile; consequently, the greatest demand regarding transportation is for improvement of the City's street network.

The Sheridan street network is comprised of 42 streets. There are 28 east-west streets and 14 north-south streets in the planning area. All of these streets have been classified according to Oregon State Highway Division designations.

### Street Classifications

#### 1. Minor Streets:

The basic function of minor streets is to provide access to the fronting property owner. These streets, which are at the bottom of the street hierarchy, generally carry traffic to collector or arterial streets. All the streets in Sheridan which are not classified as collectors or arterials, are presently either urban or rural minor streets.

#### URBAN MINOR STREETS

East-West Streets	East-West Streets	North-South Streets
Western St.	Elm St.	Cornwall St.
Viola St.	Box St.	Chapman St.
Florence St.	Balm St.	Jefferson St.
Olive St.	East St.	Madison St.
Gardiner St.	Water St.	Harrison St.
North Evans St.	Morgan St.	Railroad St.
Lincoln St.	1st. St.	Sherman St.
Washington St.	2nd. St.	Yamhill St.
N. Bridge St.	3rd. St.	Sheridan St.
Falconer St.	4th. St.	Van Ostram St.
Center St.	Sampson St.	Grant St.
Hill St.	Schley St.	Edison St.
Ash St.	Dewey St.	Harney St.
Oak St.	Clark St.	Monroe St.

The maintenance of all urban minor streets is the responsibility of the City of Sheridan.

#### 2. Collector Streets:

The function of collector streets is to collect traffic from minor streets and to redistribute it to the arterial streets or highway system. There are presently four streets classified as collectors in the planning area.

## MAJOR COLLECTOR STREETS

1. Sheridan Street.
2. Mill Street.
3. Bridge Street.
4. Main Street (Old Highway 18).

The maintenance of Sheridan, Mill and Bridge Streets is the responsibility of the City. The maintenance of Main Street (Old Highway 18) is the responsibility of the Oregon Department of Transportation. Yamhill County maintains the bridge crossing the South Yamhill River on Bridge Street. Presently there are no plans by the County to expand or upgrade the bridge on Bridge Street.

### 3. Arterial Streets.

The function of arterial streets is to facilitate traffic movement between communities. One highway in the planning area serves this purpose.

#### PRINCIPAL ARTERIAL

##### New State Highway No. 18

The maintenance of new State Highway 18 is the responsibility of the Oregon Department of Transportation.

#### Traffic Load

Traffic flow figures in Sheridan are only available for State and Federal aid highways. For comparative purposes 1972 and 1977 traffic counts for specific locations along major roads are shown on Table 7.

Source: Telephone conversations with Dan Thurston, Region II, Department of Transportation, Highway Division, Oregon Department of Transportation and with Yamhill County Road Department, 12/20/78.

Street	Location	1972 Average Daily Traffic (all vehicles)	1977 Average Daily Traffic (all vehicles)	Change 1972 to 1977
Main St.	West City Limits of Sheridan	3,700	3,950	+250 (7%)
	0.01 mi. West of Bridge St.	4,750	5,000	+250 (5%)
	0.01 mi. East of Bridge St.	4,350	4,550	+200 (5%)
	0.01 mi. East of Hill St.	4,150	4,350	+200 (5%)
	East City Limits of Sheridan	2,750	2,950	+200 (7%)
Mill St.	South City Limits of Sheridan	610	920	+310 (51%)
	0.02 mi. Northeast of Harrison St.	640	990	+350 (55%)
	0.02 mi. Northeast of Railroad St.	860	1,150	+290 (34%)
	0.02 mi. West of Bridge St.	1,050	1,250	+200 (10%)
S. Bridge St.	0.02 mi. North of Sheridan St.	4,000	---	NA NA
	0.02 mi. South of Willamina- Sheridan Highway. (FAS 106)	4,300	5,100	+800 (19%)

Source: Oregon Department of Transportation, Traffic Volume Tables for 1972 and 1977.



### Street Conditions

Street conditions in Sheridan are generally fair. Of the 12.15 miles of streets existing in the planning area, 3.25 miles or approximately 27% are not paved. Approximately 73% or 8.90 miles are improved. Of this, 8.80 miles are improved with high bituminous type paving, with an asphalt surface of 1 inch or greater and a subgrade of seven inches or more. The remainder .10 miles is improved with low bituminous type paving with an asphalt surface of one inch or less and a subgrade of less than seven inches.

A major concern for future street development is Blair Street. Blair Street would function as a major urban street running East-West, connecting North Evans and Western Street. The proposal is in the preliminary planning stages.

Source: Telephone conversation with Bob Helms, Sheridan City Superintendent, 12/27/78.

### Traffic Hazards

The major traffic hazards in Sheridan are the lack of boulevard stop signs. There are twenty-four intersections in Sheridan without stop signs. The most hazardous street in the planning area is from the 300 block of East Yamhill Street to the 300 block of West Yamhill. Most of the accidents that have occurred are intersectional in nature. Most of the accidents are non-injury type accidents.

The most hazardous intersection is at Faulconer and Yamhill Street. This intersection is hazardous because of the lack of two stop signs. Another particularly hazardous intersection is at the 100 block of South Bridge Street. A particular need is to designate school crossings.

Source: Conversation with Al Palen, Sheridan Police Chief, 12/26/78.

### Railroad

Southern Pacific Railroad meanders in a general east-west direction through the City. Residential areas, commercial and industrial operations, high school property, agricultural land and open space are located adjacent to the tracks. The principal businesses utilizing rail service are: Sheridan Grain, Taylor Lumber Sales and Boise Cascade Company. The railroad is used for freight service only, and it is likely that this situation will continue. The train tracks are in adequate condition for the existing level of service.

Source: Telephone conversation with Southern Pacific Transportation Company.

### Airport

Currently, the Sheridan Airport, located southwest of the City, provides only fair weather flying opportunities. The nearest available air service is the McMinnville Municipal Airport located approximately 15 miles to the northeast. There are no regularly scheduled flights provided at this airport, but local charter service is available. For regularly scheduled commercial flights, Sheridan residents have to travel to the Portland International Airport approximately 60 miles away. This airport is serviced by eight airlines that provide passenger and freight service.

### Public Transit

At the present time the only localized mass transportation available to Sheridan is through the Yamhill Council on Aging. As of January 1, the YamCo Transit bus system dropped all service to Yamhill County cities except McMinnville and Amity because of low ridership. However one additional run has been added to the popular commuter run between Salem and McMinnville on Monday through Friday. The bus leaves from Dayton, travels to McMinnville, then proceeds to Salem, making a stop in Amity. YamCo Transit runs with a one 16-passenger bus which is supplied to the County through Hamman Stage Lines.

The Yamhill Council on Aging in cooperation with Yamhill County has established a regular run to Sheridan and Willamina in place of YamCo. The Council on Aging bus will provide transportation for the elderly, handicapped, and others desiring transportation. Handicapped and senior citizens age 60 and over ride the bus free. Non-seniors must pay a 50c ridership fee one way.

Greyhound Bus Lines also provides daily bus service to Sheridan.

Source: Capitol Journal, Salem, Oregon, Wednesday, December 20, 1978.  
Yamhill Council on Aging.

### Special Transportation Needs

The Yamhill Council on Aging provides free transportation to the elderly in Sheridan who request the service. The Council on Aging services Sheridan every Monday providing door to door service. Those calls for transportation not handled by the regular run are taken care of by volunteers. Countywide, the Council on Aging Transportation Service averages 200 pickups a month. Overall, new ridership has been increasing between 40 and 60 a month. Two vans are used, one of the vans is equipped with a hydraulic lift apparatus. Paraplegics, the blind and other handicapped persons, unable to arrange their own transportation also have access to the Council on Aging Transportation service.

The Golden Kitchen in Sheridan is planning to purchase a 12-passenger van to transport senior citizens. The Golden Kitchen operates three times a week at the American Legion Hall in Sheridan and several meals are delivered to the homes of senior citizens who are unable to leave their homes to attend the hot meals program.

Source: Yamhill Council on Aging.

## PEDESTRIAN AND BICYCLE WAYS

While walking and bicycling are most often thought of as recreational activities, their potential to serve as alternative city transportation modes is high. The increasing cost of fuel, the need to conserve energy, and relatively short distances between Sheridan's commercial core and residential areas, make both walking and bicycling attractive transportation choices.

The lack of adequate facilities is a likely deterrent to bicycling and walking at the present time. There are sidewalks on several streets, but there are also many streets without sidewalks. However, a lack of heavy traffic on side streets make walking a relatively safe, accessible form of City transportation. Streets with relatively low volumes of traffic are also the only facilities for bicycling available within the planning area. With the provision of safe and convenient walking and bicycling facilities within the planning area, the opportunity for a viable transportation mode would be available to Sheridan's citizens.

## ENERGY USE

Electricity, propane, heating oil, wood and natural gas are the fuel types that supply the energy needs for the City. With the exception of wood, the major fuels are imported into the County. Electricity is primarily generated from hydroelectric and thermal plants elsewhere in Oregon; and fuel oil comes from other parts of the United States and from foreign imports. With the exception of wood, which is a local resource, the purchase of other energy sources means money flowing out of the local economy.

### Electricity

Portland General Electric provides electricity to the community. As of July, 1978, there were 851 residential customers and 145 commercial customers.

#### Electrical Consumption from July, 1977 to July, 1978

Total Residential Consumption	6,766 $10^6$ kwh
Average Residential Consumption	7.951 kwh/customer
Total Commercial Consumption	2,020 $10^6$ kwh
Average Commercial Consumption	13,931 kwh/customer

Residential Customers of Portland General Electric pay a \$3.00 per month basic charge, plus per kwh rates as follows:

Winter (November-April)	2.477¢/kwh
Summer (May-October)	2.277¢/kwh

Commercial Demand Level #1 customers\* pay a basic charge of \$5.00 per month for three-phase power. The per kwh rates are as follows:

Winter:	2.643¢/kwh	First 5000 kwh
	1,794¢/kwh	Above 5000 kwh
Summer:	2.443¢/kwh	First 5000 kwh
	1.593¢/kwh	Above 5000 kwh

Commercial Demand Level #2 customers pay a basic charge of \$10.00 per month for single-phase or \$15.00 per month for three-phase plus 1.189¢/kwh plus the following:

Winter:	\$2.93/kw of demand in excess of 30 kw
Summer:	\$2.10/kw of demand in excess of 30 kw

As a general rule, there are two or three customers in Demand Level #2 in each community. Sewer and water plants, schools, grain elevators, and large manufacturing plants generally fall into this category.

\*Commercial Demand Level #1 rates apply when demand does not exceed 30 kw more than twice during the previous 13 months, or when 7 months or less of service demand does not exceed 30 kw more than once. Commercial Demand Level #2 rates apply when demand exceeds this limit.

### Propane, Heating Oil, Wood

Propane prices vary according to the distributor and also to the volume purchased. Following are approximate prices averaged from the information given by several County dealers.

1-19 gallons - 60¢/gallon

Over 20 gallons - 53¢/gallon

Heating oil prices also vary according to distributor and quantity purchased. An average price estimated from information given by several County distributors is about 47¢ per gallon.

Wood prices vary so widely--according to distribution, quantity and type of wood--that it is impossible to arrive at an average cost. In addition, many people cut their own wood or burn scrap and pay only the price of a permit and their own labor.

At this time, there is no information regarding the proportion of each energy type usage in the planning area. Local distributors do not keep records broken out by city for propane and heating oil use. It is assumed that propane, heating oil and wood contributes a significant portion of the needs in the community. Propane is commonly used as a cooking fuel, particularly in mobile homes. Heating oils are used in many older homes, and many older and newer homes are turning to the use of wood as a supplementary fuel.

### Natural Gas

Northwest Natural Gas Company has gas lines which serve Sheridan. In 1977 there were 296 residential customers and 39 commercial customers.

#### Natural Gas Consumption for 1977

Total Residential Consumption	239,783 Therms
Average Residential Consumption	843.8 Therms
Total Commercial Consumption	104,613 Therms
Average Commercial Consumption	2,682.4 Therms

Residential customers of Northwest Natural Gas pay the following average rates for gas:

22.58¢/therm if supplying forced air furnace and water heater  
22.88¢/therm if supplying forced air furnace only

Commercial customers pay variable rates depending on their load factor.\*

20.79¢/therm for 100% load factor  
21.54¢/therm for 50% load factor  
23.72¢/therm for 20% load factor

\*Load factor=estimated annual consumption (maximum daily load times 365)

### Community Energy Use

Approximately 78 percent of the household energy budget goes toward space and water heating. Based on recent fuel price forecasts developed by the Oregon Department of Energy, the costs for heating the home will continue to soar in the years ahead. For example:

	<u>If you paid in 1976</u>	<u>Without conserving energy what you can expect to pay in 1996</u>
Electricity	\$300	\$1,372
Natural Gas	\$300	\$1,768
Heating Oil	\$300	\$1,235

In addition to heating, households require energy for a variety of other uses. Information from the Oregon Department of Energy presents a breakdown of residential energy use for the typical Oregon household. It is assumed these figures apply to residences in the City of Sheridan as well.

### Oregon's Residential Direct Energy Use For 1977

Space Heating	62.4%	Clothes Drying	2.2%
Water Heating	16.0	Television	1.9
Refrigeration	4.4	Freezing	1.8
Cooking	3.9	Other	5.1
Lighting	2.5		

By observing the rapid projected cost increases for heating a home and the large percentage of the household budget that goes toward space and water heating, it can be easily seen that an ever-increasing portion of the household income will be going toward the basic need of heating the home. While this trend may not affect householders of financial means, it will no doubt cut into the buying power of the elderly people living on fixed or low incomes, and growing families.

Personal energy consumption was 45 percent of the total direct energy used in Oregon in 1977. Oregon's personal direct energy use for 1977 is as follows:

Private Auto	56.4%	Cooking	1.7%
Space Heating	27.2	Lighting	1.1
Water Heating	7.0	Clothes drying	1.0
Refrigeration	1.9	Other	3.8

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

Source: Yamhill County Energy Office, 1978.

## LAND USE AND URBANIZATION

At the present time the predominant land use within the city limits of Sheridan is residential. Approximately 287 acres, or 40 percent of the City's land area, are devoted to residential uses. Public facilities comprise the second largest share of the City. Twenty percent of the land area is developed for these uses. About nineteen percent of the City consists of agricultural land, while another nine percent is vacant. A complete breakdown of existing land uses is shown in the table below.

### EXISTING LAND USE City of Sheridan

<u>Land Use</u>	<u>Acreage</u>	<u>Percent of Planning Area</u>
Residential	287	40
Public Facilities (Streets, schools, parks, public bldgs.)	145	20
Agriculture(Intensive, wooded, open)	137	19
Vacant	65	9
Industrial	40	6
Miscellaneous (Water, railroads, parking, utility, institutional)	34	5
Commercial	7	1
Total	715	

Source: Updated land use survey by Yamhill County Planning Department, January, 1979.

Industrial development in Sheridan occurs mainly along the Southern Pacific Railroad tracks which run through the center of town. Some industrial activities are also scattered along Main Street and in the commercial core area. Commercial development is largely confined to the downtown area along S. Bridge and Main Streets with a few commercial businesses scattered among residential areas. Vacant and agricultural lands are found on all sides of the City core with the majority of these lands located in the northern section of the City. Some vacant parcels are interspersed among residential developments.

Roughly 70 percent of the City of Sheridan lies within the 100-year floodplain as identified by the Federal Insurance Administration of the Department of Housing and Urban Development. Lands within the floodplain are considered to have poor building suitability, yet most of the City's urban development occurs within this flood hazard zone. Because the City is largely built in the floodplain, undeveloped lands that exist here should be regarded as buildable lands for future development. However, the City should recognize the potential hazards associated with floodplain development and should implement a flood hazard ordinance that will outline special design and construction techniques for all future development occurring within this zone.

Of the 715 acres within the City, about 39 acres, or 5 percent of the total land area, show severe building limitations because of soil characteristics or steep slopes. Approximately 7 acres of this land are presently developed, leaving about 32 acres which are actually vacant or in agricultural use. Existing land use data show there is a total of 202 acres of vacant and agricultural land in the City. Thus, excluding those lands which have severe building limitations (32 acres), there are 180 acres potentially available for future development. In addition, of the 287 acres classified as residential on the existing land use map, there are roughly 75 acres which could be used for development due to over-sized and underdeveloped lots. Of course, development of this land would be contingent upon the willingness of property owners to partition their land to permit additional development. Should such land divisions occur, there is a possible total of about 255 acres inside the City that is potentially available for future development. These findings are presented in the following table:

	Acres
Vacant and agricultural land potentially available for future development	202
Such land with severe building limitations	-32
Undeveloped land with less than severe building limitations	180
Existing "residential" lands potentially available for future development	75
Total land area without severe building limitations potentially available for future development	255

#### Land Use Projections

Land use projections for various uses have been estimated based upon the City's projected population of 4,054 by the year 2000. These projections are based upon land averages derived from land use data for the cities of Amity, Carlton, Dayton, Lafayette, Sheridan, Willamina and Yamhill. These averages have been calculated as 0.018 acres/capita (new residents) for industrial use and 0.003 acres/capita (new residents) for commercial use. By applying these figures the following are estimated commercial and industrial land use projections for Sheridan.

	1979 (Existing)	2000 (Additional Need)	Total Land In Use
Industrial Use	40 acres	31 acres	71 acres
Commercial Use	7 acres	5 acres	12 acres

The existing commercial center of the City does not have enough undeveloped land to accommodate its projected commercial land needs. There are approximately 4 acres of vacant land in the City's commercial zone. However, if vacant structures which now exist in this commercial zone are considered, there should be sufficient land to meet projected commercial needs. Inclusion of vacant lands within the existing residential-commercial zone show more than enough undeveloped land for future commercial requirements.



85.

The City's light industrial zone presently has about 11 acres of land designated as vacant or agricultural. This figure does not include those lands most recently annexed into the City and upon which the new Liberty Homes manufacturing plant is located. Most of the vacant industrially zoned land in the City is found in the vicinity of the mobile home plants.

The amount of land which should be designated for future commercial and industrial uses is difficult to determine. Many factors, including the type of commercial and industrial activities desired by the City, will influence the actual amount of land necessary for each of these uses. The land use projections presented above provide the City with reasonable guidelines for use in the planning process.

Residential land use projections are equally difficult to assess. Numerous factors will affect the actual land needs of the City for accommodating its future residential growth. The most notable of these factors are the housing density and the housing mix. Table 8 presents examples of various residential land projections using selected housing densities and mixes. The projections are based upon the estimated need for 598 additional housing units in Sheridan by the year 2000 as well as minimum lot size standards provided in the existing zoning ordinance.

Table 8 ALTERNATIVE RESIDENTIAL LAND NEEDS  
City of Sheridan

	SF 90%	DUP 5%	MF 5%	SF 80%	DUP 10%	MF 10%	SF 70%	DUP 10%	MF 20%	SF 60%	DUP 20%	MF 20%
Acreage needed for single-family dwellings, 8du/ac (5,000 sq.ft. min. lot size)		61.8		54.9			48.1			41.2		
Acreage needed for two-family dwelling, 10du/ac (7,500 sq.ft. min. lot size)		2.6		5.2			5.2			10.3		
Acreage needed for multi-family dwelling, 20du/ac (10,000 sq. ft. min. lot size)			1.5		3.0			6.0			6.0	
Total residential Acreage		65.9		63.1			59.3			57.5		
Acreage needed for Streets (25% of residential acreage)		16.5		15.8			14.8			14.4		
Total Acreage		82.4		78.9			74.1			71.9		

The table shows that future residential land needs could fluctuate by as much as 13 percent (10.5 acres) depending upon the housing densities and mixes selected. For the city to achieve even the highest projected land need (65.9 acres) would mean that all future housing units would have to be developed at the permissible minimum lot size. The likelihood of this occurring is remote, and it is expected that considerably more land will actually be utilized for future residential needs. In addition, lands needed for new streets will increase this figure by approximately 25%.

Land use projections for residential, commercial and industrial uses point to the need for as much as 102 acres of developable land by the year 2000. Inclusion of acreage necessary for streets, parks, and private institutions will add considerably to this figure.

In addition, it is also necessary to incorporate a vacancy factor in determining future land needs. In order to prevent land costs from escalating too rapidly, and to provide open space and other amenities, a 25 percent vacancy factor should be applied. This would effectively increase the City's projected land need by 25 percent. Thus, it is reasonable to project a land need of at least 160 acres for future urban development to the year 2000.

As noted earlier, the City has about 180 acres of vacant and agricultural land without severe building limitations. Much of this land is within the 100 year flood plain and is normally considered to pose severe building limitations. However, due to the preponderance of city land within this flood plain and the amount of development already occurring there, these flood prone lands are deemed suitable and appropriate for future urban development. The inherent problems of flood plain development coupled with some citizens' desires to build homes above the flood hazard zone necessitates the addition of lands to the City's Urban Growth Boundary. A complete discussion of the Urban Growth Boundary is found in the next section.

The potential for residential in-filling is quite extensive in Sheridan. Numerous vacant parcels can be found among residential developments in all sections of the City. This is particularly evident in the residential area south of the railroad tracks and west of Bridge Street. However, most vacant parcels in this area do not meet the 5,000 square foot minimum lot size required in the City's residential (R-1) zone. An inventory of parcelization in the R-1 zone shows there are at least 40 parcels which could serve as future homesites if the 5,000 sq. ft. minimum standard were relaxed. These platted parcels are 94' x 50' which yields a 4,700 sq. ft. lot size. In order to encourage in-filling of these already existing parcels, the City may wish to consider a special minimum lot size requirement for single-family dwelling units in this particular residential area.

As pointed out on Page 52, agricultural uses constitute a significant amount of land inside the City. For the most part, these areas are located on the outskirts of the City and away from areas of residential development. These lands will be generally more costly to service than areas which are closer to existing residential development and public services. By establishing agricultural holding zones, these farm lands

can be preserved until needed for urban uses. This measure will also serve to encourage utilization of vacant lands near existing developments. As additional residential lands are needed, the agricultural zones can be redesignated for urban use. This procedure should result in more orderly and efficient growth by promoting infilling and maximum utilization of existing public facilities.

## SHERIDAN'S URBAN GROWTH BOUNDARY

The existing urban growth boundary for the City of Sheridan was adopted on March 21, 1978. At the time of its adoption the City was projected to reach a population of 3,032 by the year 2000. Based upon this population figure it was estimated that the City would require about 134 additional acres to be developed in urban uses. Although land use data showed Sheridan to have 184 acres available for future development, additional lands were deemed both necessary and appropriate for inclusion in the U.G.B. There were several reasons for this decision.

First, the City disagreed with the population projections developed by the Yamhill County Planning Department. The City felt that a projection of 3,032 people by the year 2000 was too low. Although the City did not arrive at a projection of its own, it determined that additional lands should be available to accommodate future populations, and to ensure efficient functioning of the marketplace.

Since that time population projections for the City have been revised. Based upon new housing data and current growth trends, the Yamhill County Planning Department has determined that the previous projections were indeed low. The previous estimate of 3,032 people by the year 2000 has been changed to 4,054.

A second rationale behind areas included in the U.G.B. was that some lands are ideally suited to this purpose. For example, irregularities in the City limits boundary have created peninsulas of county land inside the City. Such areas were considered appropriate for U.G.B. inclusion. Furthermore, some areas adjoining the City are clearly set apart from surrounding county land by physical features such as a road or river. These areas were regarded as logical extensions of the City. Thus, some lands were included within the U.G.B. because they are ideally situated and are appropriate for future City expansion.

A third rationale was based upon the need for hillside development sites. Sheridan finds itself with large amounts of vacant and agricultural lands available for future development, but much of this land is within the 100-year flood plain. The City is unique in that 80% of its land area is within such a flood hazard zone. In view of its historical setting and the extensive amount of development which has already occurred in the flood plain, the City will continue to permit development here consistent with its newly-adopted floodplain ordinance. Nevertheless, the City sees a clear need to have sufficient lands outside the flood plain as an available option to future residents. This rationale prompted inclusion of hillside properties to the north of the City.

Finally, the City believed that ample lands should be included in the U.G.B. at this time to avoid having to make any additions at a later date and to provide flexibility within the market place. It was generally felt that changes to the U.G.B. would be time consuming and costly. Rather than go through another lengthy review process and adoption procedure, the City felt it in their best interest to bring as much appropriate land as possible into the boundary the first time around.

## URBAN GROWTH BOUNDARY AREAS

Using this rationale, Sheridan has drawn an urban growth boundary which it believes will sufficiently satisfy the City's land needs to the year 2000, and beyond. Specific findings about each of these urban growth areas as well as the basis for their inclusion are listed below. The location of these areas are shown on the accompanying map.

### Area A

1. The area consists of 10.6 acres including the river.
2. The entire 10.6 acres are within the flood plain. The river and its immediate banks comprise about one acre and 1.3 acres show severe building limitations due to soil characteristics.
3. 6.0 acres are Class II soils; 2.3 acres are Class III soils; and 1.3 acres are Class IV soils.
4. Except for the river banks, the area is characterized by flat terrain and would be serviceable by city water and sewers.
5. The land adjacent to the river is wooded while that portion between the river and the railroad tracks is vacant industrial land.

### Rationale for Inclusion:

- a. The tax lots in this urban growth area are already partially within the city. The city limits bisect residential lots north of the river as well as the industrial property south of the river. Including this area within the urban growth boundary would effectively correct this situation.
- b. The river and the railroad tracks form physical boundaries which separate these properties from surrounding county lands. This area is ideally situated for future extension of the City.
- c. The land south of the river is currently designated for light industrial use. Inclusion within the U.G.B. is appropriate in that it will provide land for future industrial expansion. In turn, this will assist the local economy.

### Area B

1. The area comprises 4.8 acres on two separate tax lots.
2. The entire area displays moderate building limitations due to soil characteristics. The area is outside the flood plain.
3. All 4.8 acres are Class II soils.
4. The area is characterized by flat terrain and would be easily serviced by city water and sewers.

5. One of the two parcels in this area is occupied by a dwelling unit. The other parcel is in agricultural use.

Rationale for Inclusion:

- a. Due to the irregular city limits boundary, the urban growth area is surrounded on three sides by City land. This area was included in order to "round off" the irregular city limits, and to eliminate pockets of county land inside the City. The area is ideally situated for future city expansion.

Area C

1. The area consists of 19.9 acres.
2. Of the 19.9 acres, about 17.4 acres show severe building limitations due to soil characteristics. These are listed as high shrink-swell potential in subsoil; low shear strength; and poor drainage. The remaining 2.5 acres show moderate limitations for buildings. The land with severe building limitations is also within the flood plain.
3. 2.5 acres are Class II soils and 17.4 acres are Class III soils.
4. The area is characterized by flat terrain and would be easily serviced by city water and sewers.
5. The entire area is presently under intensive agricultural use; however, the northwest portion of the area has been platted for residential development.

Rationale for Inclusion:

- a. The City limits boundary already takes in a portion of the major tax lot comprising this urban growth area. In addition, the remaining tax lots in the area are extensions of platted city lands. These lands are considered appropriate for future expansion of the City.
- b. Highway 18 and Ballston Road form physical barriers which separate these properties from surrounding county lands. This area is ideally situated and appropriate for City expansion.

Area D

1. This area consists of 286.3 acres.
2. The entire area displays moderate or severe building limitations due to steep slopes or soil characteristics. Approximately 75 percent of this urban growth area has slopes exceeding 20%. Shallow soils and high slide hazard also contribute to severe building limitations.

3. 13 acres are Class III soils; 57.3 acres are Class IV soils; and 216 acres are Class VI soils.
4. The topography of this area places a limit on the sites that can be serviced by city water and sewers. Generally, lands at elevations below the level of the City's two water tanks can be provided with water and sewer service.
5. The area consists primarily of open and wooded land with a few residential units.

Rationale for Inclusion:

- a. This area provides needed hillside development properties which are not found in the City, and contains nonfarm land which is desirable for view homesites. It provides needed land outside the flood hazard zone as an available option for future residents.
- b. The County Comprehensive Plan map designates this area for residential use. It currently carries a VLDR-5 and LDR-6,750 zoning. Much of the area has already been subdivided into small lots for residential development.
- c. Inclusion of this acreage within the U.G.B. at this time would sufficiently satisfy projected land needs to the year 2000 and beyond. It would also preclude having to make additions to the U.G.B. at a later date.

Area E

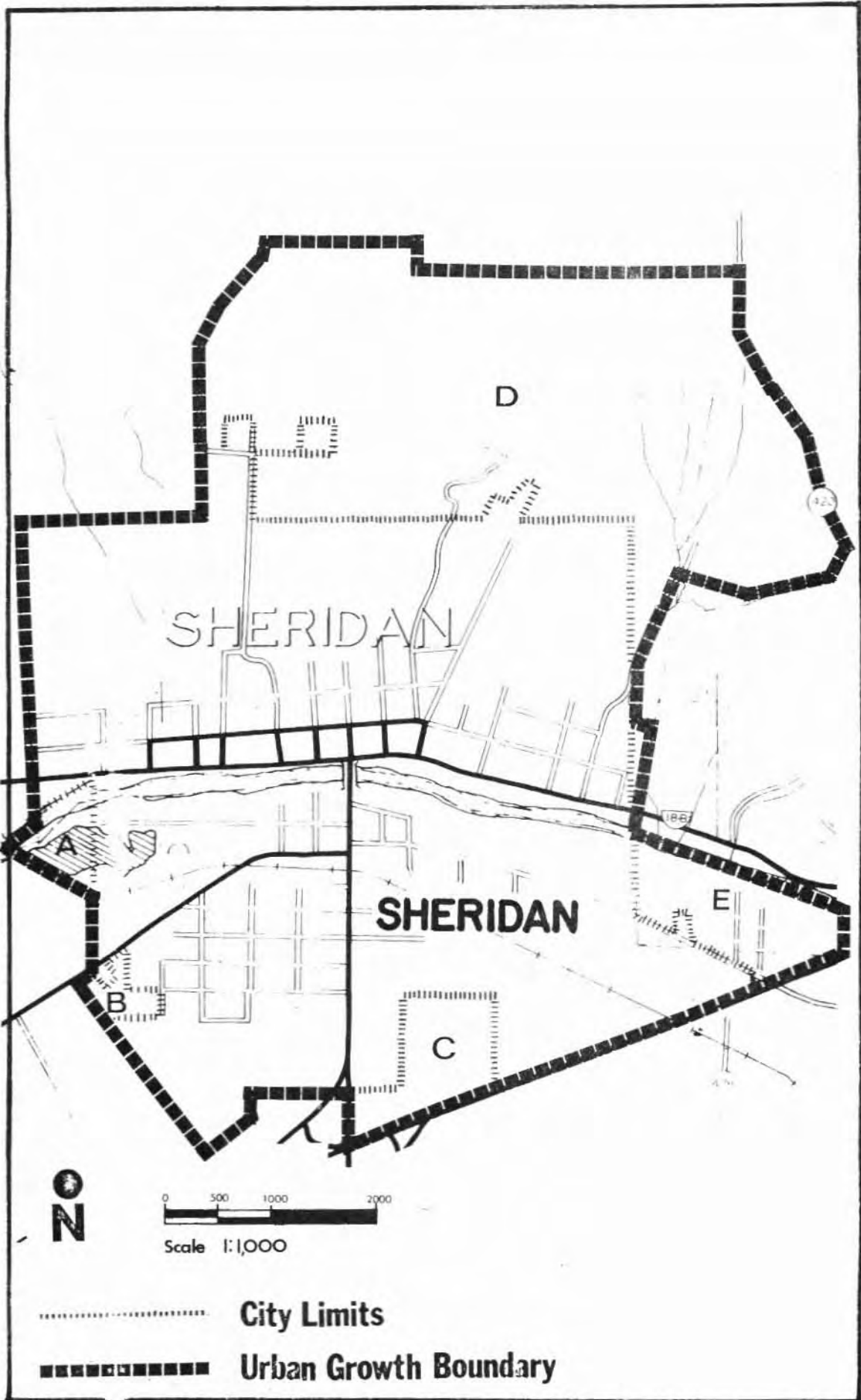
In addition to the four acres included within the adopted urban growth boundary of March 21, 1978, the City recently determined that a fifth and final area is appropriate for U.G.B. inclusion. The following findings can be made.

1. The area consists of 31.5 acres on ten separate tax lots.
2. The entire area is within the flood plain. All 31.5 acres show only slight building limitations due to soil characteristics.
3. The entire area is Class I soils.
4. The area has only a negligible slope (0-3%). City water and sewer lines run along Sheridan Street on the southern border of this urban growth area.
5. Current land use in the area is primarily agriculture and open space. There are five dwelling units with accompanying farm use structures. The City's old sewage treatment facility is also located on one of the parcels. The facility no longer provides sewage treatment, but treated effluent does pass through the site before release into the South Yamhill River. In addition, Deer Park, a recreational-commercial operation, occupies approximately 10 acres at the east end of the area.

Rationale for Inclusion:

- a. The South Yamhill River, Sheridan Street and State Highway 18 form barriers which separate these properties from surrounding County lands. This area is considered ideally located and appropriate for future city expansion.
- b. The area shows commitment to urban development in that one-third of the acreage is already in recreation/commercial use. An old sewage treatment facility and five residential units are also located in this urban growth area.
- c. The County Comprehensive Plan map designation for this area is VLDR with a  $2\frac{1}{2}$  acre minimum lot size zoning requirement. Lots in the area are too small to make farming a viable enterprise. The area has been included in the County's agricultural exceptions process and has been recommended for future residential development.





### Conclusions

Areas A, B, C, D and E are appropriate inclusions to the Sheridan Urban Growth Boundary for the following reasons:

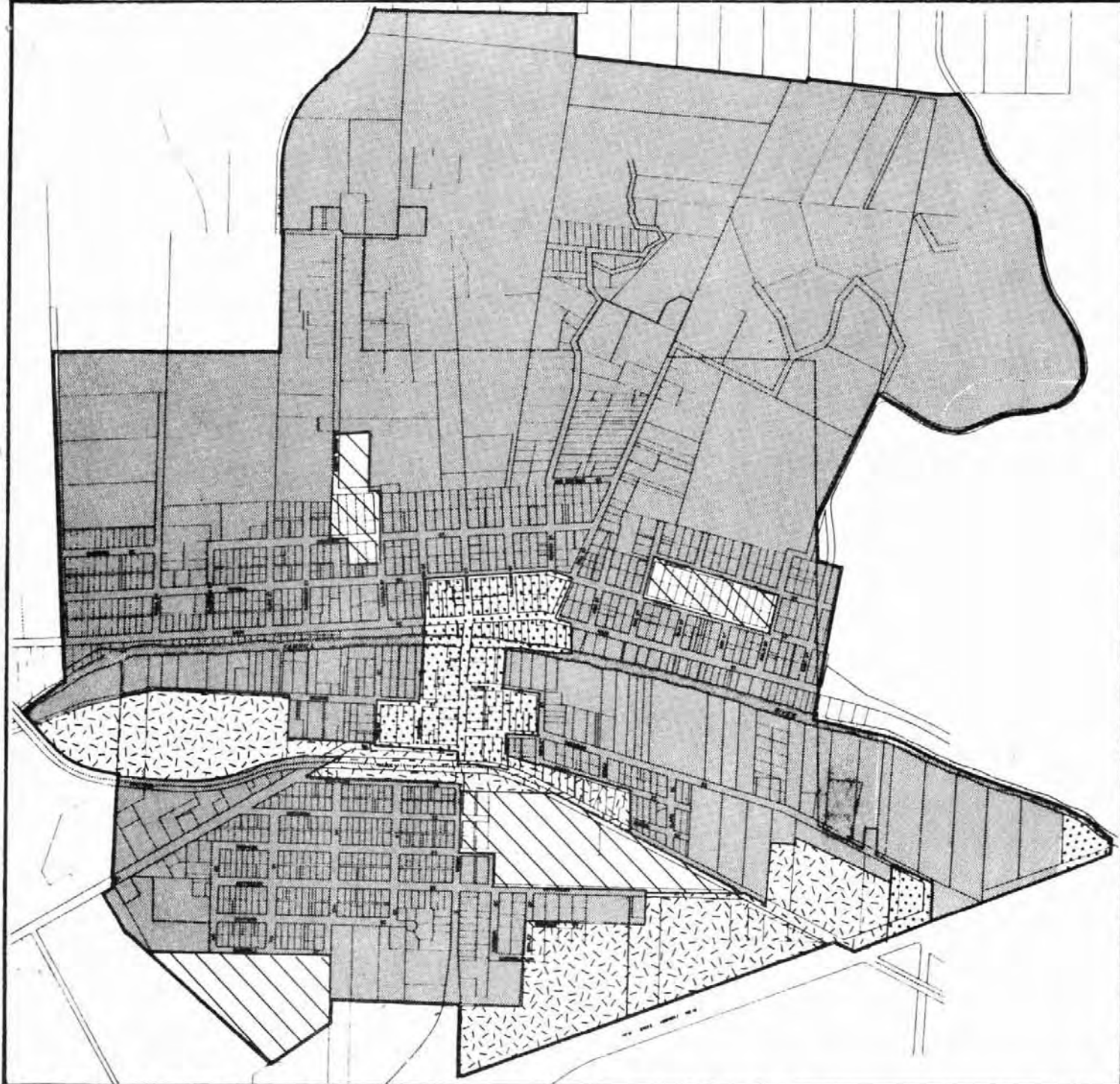
1. There is a need to accommodate a long-range urban population of at least 4,054 people by the year 2000.
2. There is a need to provide for a variety of housing and employment opportunities by inclusion of enough land to allow the marketplace to function efficiently and by consideration of enough land to provide for expansion of commercial and industrial activities. This also ensures a high degree of livability for Sheridan residents.
3. Orderly and economic provision of public services can be accomplished in that existing sewer and water lines can easily be extended to Areas A, B, C and E. The topography of area D places limits on the sites that can be provided with these services but generally most of the area could be serviced in the future with City water and sewers.
4. Inclusion of Areas A and D does not pre-empt highly productive agricultural land. Areas B, C and E have supported agricultural activity; however, parcel sizes in these areas are considered too small to make farming a viable enterprise. Furthermore, these lands are considered logical areas for future expansion of the City.
5. Compatibility with nearby agricultural activities is achieved in that the Urban Growth Boundary encompasses areas separated from surrounding agricultural lands by physical barriers such as the river, highway or other roads. These physical barriers will serve as buffers between future urban development and surrounding agricultural activities.
6. Inclusion of the five urban growth areas will sufficiently satisfy land use needs to the year 2000 and beyond and eliminate the need for possible additions at a later date.

### Description of Sheridan's Urban Growth Boundary





In order that there may be no misunderstanding about which lands are within the Sheridan Urban Growth Boundary, the following description is offered. Any reference to the city limits is the boundary as of March 1, 1979.


Starting at the intersection of the Southern Pacific Railroad tracks and the South Yamhill River at the west end of the City, the boundary follows the river to the southwest corner of tax lot P459; then north along the existing city limits along Western Street; then east along the city limits; then north along the city limits; then north along County Rd. No. 419; then east along the north side of tax lots 2656-25 and 2656-24; then south along the east side of tax lot 2656-24 to the northeast corner of tax lot 2656P-24; then east along the north side of tax

lots 2656P-24 and 2656P1-1 and 2556-2-1 to the intersection with County Road No. 420; then south along County Rd. No. 420 until it intersects the city limits; the south along the city limits to the north side of tax lot P-134-1-1; then east along the north side of tax lots P-134-1-1 and P-137; then south along the east side of tax lots P-137, P-127, P-116-2, and P-116; then south across Main Street to the city limits; then south along the city limits to the river; then east along the river to the intersection with Highway 18; then southwest along Highway 18 to the intersection with Ballston Road; then north along Ballston Rd. to the city limits; then along the city limits west and north to the southeast point of tax lot 3456-17-2; then along the west side of tax lot 3456-17-2 to the intersection with Mill Street; then northeast along Mill Street to the city limits; then north along the city limits to the Southern Pacific Railroad tracks; and then west along the tracks to the starting point.




# SHERIDAN PLAN MAP

	RESIDENTIAL
	COMMERCIAL
	INDUSTRIAL
	PUBLIC FACILITY

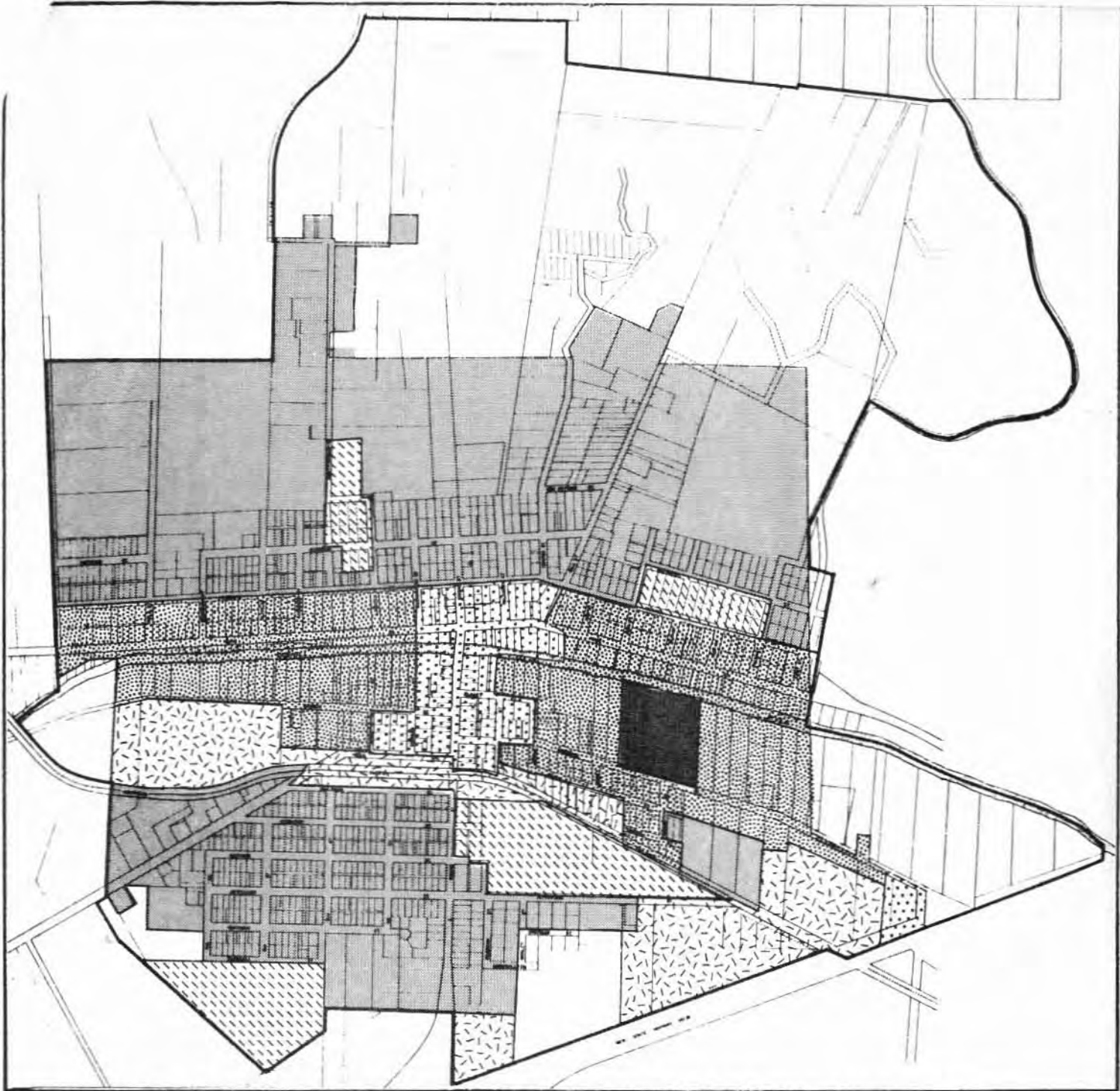


**North**







1.2" = 1/4 m...




Scale: 1" = 1085'




# SHERIDAN ZONING MAP

RESIDENTIAL	COMMERCIAL	OTHER
 R-1	 C	 LI
 Mobile Homes		 Public Facility
 RLC		



North

1.2" = 1/4 mi.



Scale: 1" = 1085'