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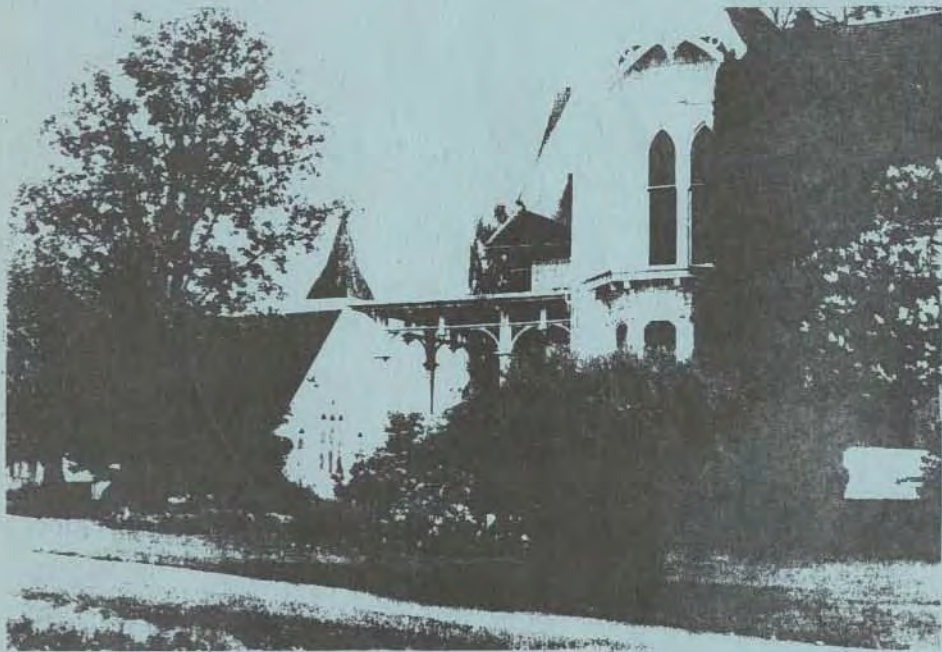
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CITY OF YAMHILL OREGON

PLANNING ATLAS



A BACKGROUND DOCUMENT FOR THE
YAMHILL COMPREHENSIVE LAND USE
PLAN.

MAY: 1979

INTRODUCTION

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

Arranged to show how the Statewide land use goals were considered during development of Yamhill'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 Yamhill City Council, Yamhill Planning Commission, Yamhill 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 1974, as amended, May, 1979, Yamhill County Planning Department.

To enhance the citizen involvement program, the goals and policies of the proposed plan were distributed to all citizens for their review and comments. Copies of the final plan and supporting documents will be available to the public for review. The availability of the final plan and supporting documents at City Hall will serve as a means of educating and informing the local citizenry about planned future actions and policies by the City of Yamhill. This will enable and provide for continued citizen involvement in the future.



CITIZEN INVOLVEMENT

Yamhill has an adopted Citizen Involvement Program to ensure that the citizens of the City have an opportunity to be involved in all phases of the planning process. With the approval of LCDC, the City has designated its Planning Commission as the Committee for Citizen Involvement (CCI).

The ultimate purpose of the Citizen Involvement Program is to establish effective communication and involvement between governing officials and the citizens of the community. It is intended specifically to promote awareness of this opportunity and to provide channels of communication so that the public may express their views to appointed and elected officials. It also provides means whereby citizens are guaranteed an open response to those views.

Citizen Involvement Activities

As the designated CCI, the Planning Commission has had the major responsibility for the overall development of the Comprehensive Plan and for the implementation of a citizen involvement program.

To make sure citizens would be involved in the plan development from the outset, the Planning Commission established a Citizen Advisory Committee (CAC) in February of 1978. This group has met regularly with the Planning Commission members, and together these two bodies supplied the direction for plan development.

At its regular meetings, all of which were open to the public, the Planning Commission and CAC reviewed and discussed background information on the numerous topic items which make up the Comprehensive Plan. Several City Council members have also been regular attendees of these meetings. The Planning Commission examined specific issues concerning the plan and future growth needs. On the basis of these discussions, the Planning Commission formulated draft goal and policy statements for consideration by the general public and the City Council. A public hearing was held to give all citizens the opportunity to voice their concerns about these statements.

Major methods of communication used by the CCI to solicit widespread citizen involvement in the planning process have been questionnaires, news releases and meeting notices in local newspapers, person-to-person contact, and door-to-door distribution of informational material.

Through its citizen involvement program, a cross-section of residents has been involved in the development of the plan during all phases of the planning process. This includes data gathering and review, formulating goals and policies, recommending ordinance changes, participating in development, adoption and application of legislation to carry out the Comprehensive Plan and ordinances, and evaluating the final plan. Citizens expressing views during the planning process have received responses to their concerns from the policy makers, making the communication network a two-way street.



AGRICULTURAL LANDS

Within the city limits of Yamhill there are about 67 acres devoted to agriculture. This represents 25 percent of the total land area in the City. All 67 acres are composed of SCS Agricultural Capability Classes I, II, or III soils. These numerals indicate progressively greater limitations and narrower choices for practical use.

The principal farm crops grown in the planning area are grains and nuts. Grazing lands also make up a significant share of the agricultural activity in the area.

Much of the agricultural lands lie within the floodplain of those creeks which run through the City. The lands display generally marshy conditions during the wet winter months. For this reason most of the City's agricultural land shows severe building limitations because of soil characteristics and flood hazard.

Soils

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

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 plants, require special conservation practices, or both.

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 or moderately well drained, and are not subject to flooding. Hard rock is at a depth of more than 40 inches.

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

Soils that have severe limitations for this use are poorly drained or are subject to flooding. They have poor stability, high shrink-swell potential, low shear strength, or high slide hazard. They have slopes of more than 20 percent.

There are eight soil types in the Yamhill planning area. The important properties and limitations of each soil type are listed in Table 3 to serve as a guide for determining building suitability on the basis of soil characteristics.

Summary

The entire Yamhill planning area is in Class I, II, or III soils, (approximately 80% is in Class II). These soils are considered to be potentially suitable for agricultural use. However, these soil types are also generally favorable for building sites, as is evidenced by the existing development on them. The agricultural 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 Yamhill planning area.

Some of these soils have certain limitations for residential development, as is noted above. Applicants for building permits within areas rated as moderate or severe should be directed to the Soil Conservation Service of Yamhill County for additional information regarding soil management and land use.

Source: Soil Survey of Yamhill Area, Oregon; U.S. Dept. of Agriculture, Soil Conservation Service, January, 1974.

Table 1.

YAMHILL
SOIL FACT SHEET

Soil Name:	Percent Slope	Agricultural Land Capability	Building Site Limitations	Specific Limiting Factors	Percentage of Planning Area	Existing Land Use
Amity Silt Loam (AM)	0-2%	II	Moderate	high water table; poor drainage; flood hazard	1%	Agriculture and vacant
Cove Silty Clay Loam (Cs)	0-2%	III	Severe	High shrink-swell potential in subsoil; low shear strength; poor drainage	5%	Agriculture (95%) School grounds (5%)
Coloquato Silt Loam (Cm)	0-3%	II	Severe	Flood hazard	2%	Agriculture
Willamette Silt Loam (WID)	12-20%	III	Moderate	Slopes	7%	Agriculture
Woodburn Silt Loam (Wub)	0-7%	II	Slight	_____	70%	Urban Uses (75%) Agriculture (25%)
Wapato Silty Clay Loam (Wc)	0-3%	III	Severe	Flood hazard; high water table	8%	Agriculture and vacant
Woodburn Silt Loam (WuC)	7-12%	II	Slight	_____	3%	Agriculture (60%) Urban uses (40%)
Willamette Silt Loam (WIA)	0-3%	I	Slight	_____	4%	Park (50%) Residential (25%) Agriculture (25%)

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 Yamhill or its immediate environs. The only significant stand of trees within the planning area are found in the city park. Trees and brush line the Yamhill Creek running through the southwest panhandle of the City. There are also two large clusters of oak trees located along the eastern city boundary.

The following table lists the forest lands in the City of Yamhill and its immediate environs. The table is based on a survey conducted by the City of Yamhill in 1971.

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OPEN SPACES, SCENIC AND HISTORIC AREAS,
AND NATURAL RESOURCES

Open Spaces and Scenic Views

There are areas within the City of Yamhill which are desirable to preserve as open spaces. The most notable of these are the agricultural and undeveloped lands in the southwestern portion of the City. However, it should be noted that as a rural community, Yamhill is surrounded by scenic farm land and open spaces which lend an overall pastoral setting to the City.

Within the community are found significant areas of floodway and flood fringe which offer open space potential. These areas make possible a wide range of uses and functions for land that is normally considered impractical and unwise for urban development. For example, when left in a natural state such areas can be a visual asset to the City. They can serve as a wildlife refuge for fish, birds and small animals. They can provide recreational opportunities such as bicycle and hiking paths; and they can serve as an open space buffer between areas of urban settlement.

Other existing uses which provide open space in Yamhill include schools, vacant lots, and the city park. Scenic views are offered by the number of historic structures in the community and by the Coast Range mountains to the west of the City.

Mineral and Aggregate Resources

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 completed, there is little information as to potential sources and sites. There is no existing quarrying activity in the Yamhill planning area at this time.

Source: Oregon Department of Geology and Mineral Industries

Energy Resources

Presently, there is little hard data collected to verify the importance of local energy sources within the planning area. Potential resources which might be tapped in the future include solar, wind, or 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.

However, the U.S. Weather Bureau estimates that the sun shines 25% to 35% of the time during the winter months in McMinnville, a city only 10 miles south of Yamhill. The following chart is average daily solar radiation on a horizontal surface in Langleys/day.* The information was interpolated from data presented in Transition (Oregon Office of Energy Research and Planning, 1973).

January	90	July	560
February	170	August	465
March	270	September	365
April	390	October	210
May	450	November	130
June	480	December	90

* 1 Langley = 3.69 BTU/Sq. Ft.

Slopes in Yamhill are so gentle as to be almost negligible in terms of solar access. Virtually all the streets are laid out on a north-south/east-west grid, so all buildings fronting on east-west streets should have good solar use potential.

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 Yamhill.

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

Within the Yamhill Planning area significant fish and wildlife resources do not exist. The major fish habitat is Yamhill Creek which mainly harbors nongame fish species including dace, sculpin, stickleback and redbreast shiner. Yamhill Creek is primarily a mud bottom stream with only limited areas of gravel for spawning. In addition, channel alteration has occurred which has severely reduced fish habitat.

Small animals, including raccoon, opossum, rabbit, and muskrat inhabit the riparian edge of Yamhill Creek, and other channels. These species are also found in areas where sufficient vegetative cover exists.

Numerous small birds and several gamebirds, such as pheasant, quail and Hungarian 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 Yamhill planning area at this time.

Source: Oregon Department of Fish and Wildlife, 1978.

Water Resources

Surface water in and around Yamhill is fairly plentiful. In the vicinity of the planning area are found the North Yamhill River and its tributaries Salt Creek, Turner Creek, and Yamhill Creek. With average annual precipitation of 40 to 45 inches, most of which falls in a 4 to 6 month span, the North Yamhill River averages flows from a summer low of 3.9 cfs (cubic feet per second) to a winter high of 2,350 cfs.¹

Groundwater Resources

Bordered on the west by the eastern slopes of the Coast Range Mountains, Yamhill lies on a level-to-rolling valley plain in close proximity to the North Yamhill River. To the east the terrain is chiefly low-lying foothills that give way to the Chehalem Valley.

The parent material in the higher mountains to the north and northwest is largely igneous (volcanic) and intrusive basalts. Upland areas contain deposits of easily eroded sandstone and shale, known collectively as the Yamhill Formation. Along the creeks and river are young alluvial deposits with the bulk of the flatlands being overlain in Willamette Silts. The City of Yamhill itself is underlain with semiconsolidated sediments of various origin. In terms of water production, these formations can be expected to display the following characteristics:

Yamhill Formation - a complicated mix of shale and basalts of volcanic origin characterized by low permeability and low yields (2-5 gpm). Water usually of good quality, but often found to be highly mineralized at depths greater than 200 feet.

Willamette Silts - bedded silts and fine sand. Generally of quite low permeability, resulting in slow transition to wells and springs. Water of good quality and can be a good recharge area, but near Yamhill, the underlying formations are too tight to allow much absorption.

Young Alluvium - consists primarily of alternating layers of sand and gravel blanketed by floodplain silts. In the Yamhill area the alluvium is too thin and of too low permeability to yield large quantities of wells.

A review of the well logs in the area sustains the above observations: the nature of the underlying formations preclude little opportunity for the development of any large bodies of groundwater.

¹U.S. Geological Survey, Water Resources Data for Oregon--Part One, Surface Water Records, 1966.

Watershed Resources

The watershed potential for Yamhill is limited to surface water development. The City's impoundment on Turner Creek is restrictive in its current capability, with headwater retention being minimal. Special attention should be given to upgrading this facility, especially in view of the preceding information on groundwater availability. Additional headwater storage is essential if Turner Creek is to supply the future needs for the City of Yamhill. According to a 1971 report by Westech Engineering, Inc., a 10-acre-foot reservoir located approximately 3/4 mile upstream from the present point of diversion would meet the projected municipal demands for Yamhill well into the year 2000. The North Yamhill River would not be an economical alternative to Turner Creek for municipal supply. A five-month storage reservoir would be required to overcome low summer flows that have already been over-appropriated. This, plus the cost of treatment facilities, renders this project too costly.²

Source: A Report on Yamhill's Water Resources, Gene Williamson, Assistant Watermaster, Yamhill County Planning Department, 1978.

Historic and Cultural Resources

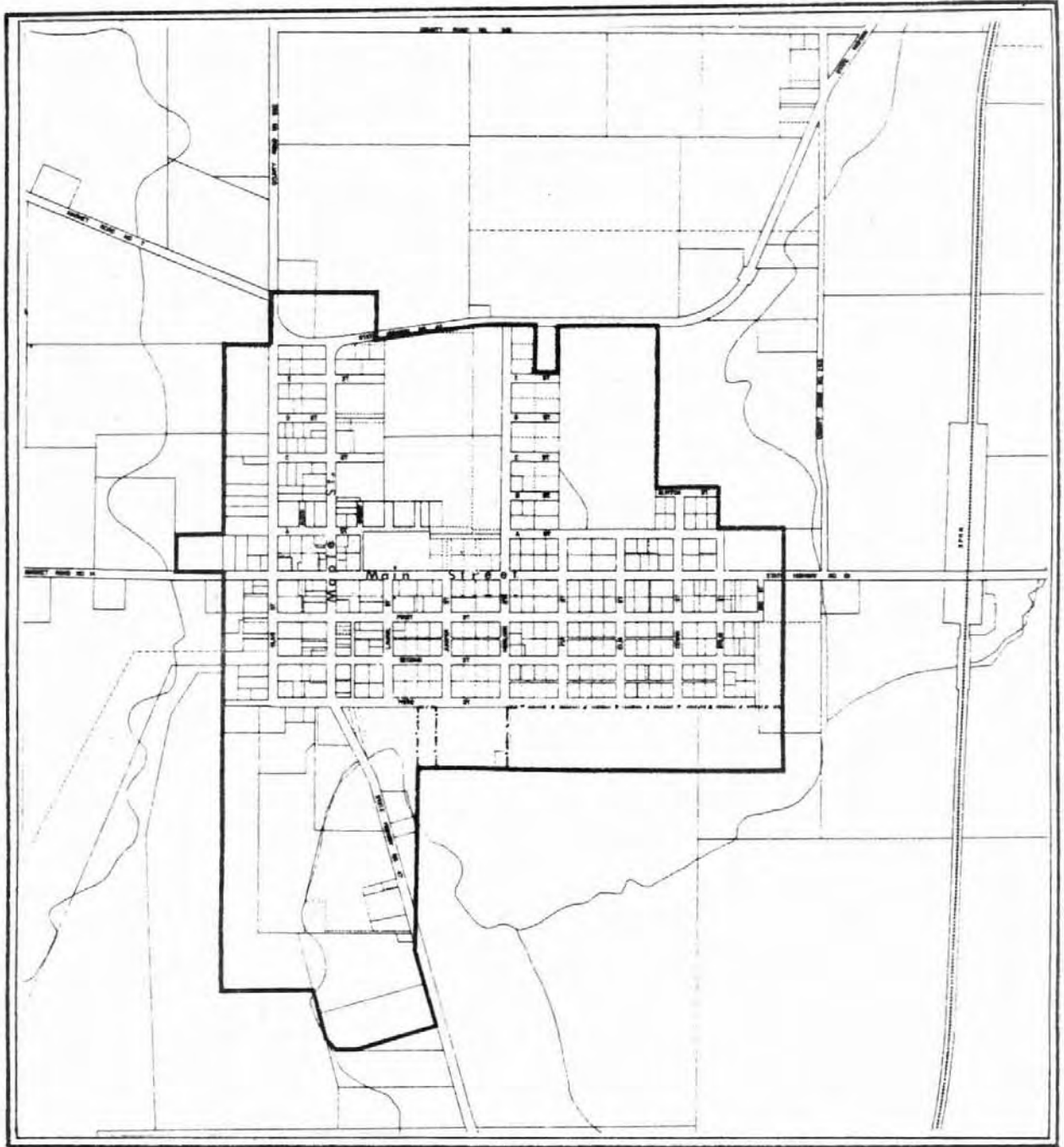
Yamhill was first platted in 1889 and incorporated as a city in 1891. Settlement of the area had occurred some 40 years prior to this time with the first business establishment appearing around 1858. For many years the community was known as North Yamhill. However, in April, 1908, the town council succeeded in having the name of the town changed to the City of Yamhill.

In its early years of development, the town grew slowly but steadily. Historical records suggest that the town had to develop on its own, without the help of a town proprietor to guide and promote its growth. By 1860 a general store and a blacksmith's shop formed the nucleus of what would become the City of Yamhill. During the 60's other blacksmith shops and several stores moved into the town.

By 1870 the town contained the best equipped machine shop in the County. During this period, a flour mill was constructed a mile west of town on the North Yamhill River. Water power from the mill was used part of the year to run a wool carding machine and a picker - the only such operation in the County.

The first school in Yamhill was built around 1867. It was opened by an incorporated group from the town known as the North Yamhill Education Company. It was located on property occupied by the present Yamhill Elementary School. In 1886 another school was built in the town. Known as Pleasant Hill Academy, this private school was intended to carry on education in the community above the elementary level.

²Westech Engineering, Engineering Report on Water Supply Investigation, City of Yamhill, Salem, Oregon, 1971.



YAMHILL

————— Urban Growth Boundary

- - - - - City Limits



North

1.2" = 1/4 mi.



Scale: 1" = 1085'

By the mid-1880's, Yamhill was a relatively busy place. It was a post and express stop on the Oregon and California railroad, as well as the starting point of the Trask Wagon and Toll Road to Tillamook. State coaches left the town regularly for the coast. By this time the town contained numerous thriving businesses and was well established as a prosperous community.

Reminders of Yamhill's historic past are still evident in the community today. In the Statewide Inventory of Historic Sites and Buildings published by the Oregon State Historic Preservation Office, the following are included on the register:

John Marion Bunn House, West end of 3rd St.
(1860-1888)

Lee Laughlin House, 100 Laurel St.
(1879)

United Methodist Church, Laurel & E. 1st. St.
(1898)

Yamhill Christian Church, 265 Main St.
(Pre-1911)

Both the Bunn House and the Laughlin House have been nominated for inclusion on the National Historic Site Register.

Source: Old Yamhill, Yamhill County Historical Society, 1976.

AIR, WATER AND LAND RESOURCES QUALITY

Climate

Yamhill is located in the north central portion of Yamhill County, approximately eleven miles northwest of McMinnville.

Because of a shielding effect from the Coast Range to the west, the weather characteristics are those of a modified Marine West Coast climate, with mild, wet winters and generally dry summers.

Precipitation averages between 40-45 inches a year, with less than 2% in the form of sleet or snow. Approximately three-quarters of the precipitation falls from November through March. Dry periods of 60 to 90 days in the summer with no measurable precipitation occur frequently.

The monthly temperature mean is 52.1°F. Daily temperatures in January range from 31° to 44°F, and in July they range from 48° to 83°F. Humidity values are not available locally, however for Portland January's average is 81% and July's is 66%. There is an average growing season of 170 days based on the last occurrence in spring and first occurrence in fall of a temperature of 32°F.

Geology

The Yamhill Planning area is predominantly characterized by alluvial deposits of Willamette Silt. This formation includes bedded silt and fine sand with occasional layers of clay, lenses of pebbly fine to medium sand with locally scattered granite and quartzite cobbles. The formation is approximately 50 feet thick in the center of the valleys and thins toward the valley edges. Generally, the formation has a low permeability resulting in a slow transition to wells and springs.

Deposits of a more recent young alluvium are also present in the Yamhill area. This includes silt, sand, clay, and peat of present floodplains. The average thickness is 20 to 30 feet. The young alluvium formation contains poorly drained swampy areas having a permanently high water table. Young alluvium consists primarily of alternating layers of sand and gravel blanketed by flood plain silts.

Topography

The terrain within the Yamhill urban growth boundary is generally flat. Elevations range from 160 feet along Yamhill Creek and other drainages to 200 feet in the northwest and southwest corners of the city. Slopes range from 0 to 5 percent throughout almost the entire planning area. Steeper slopes occur near drainages. The major drainages are Yamhill Creek which runs through the southwest portion of the city and an unnamed swale which runs generally in a southerly direction through the planning area.

Sources: U.S. Department of Commerce, Weather Bureau
Comprehensive County-Wide Sewer and Water Planning & Engineering
Study, Yamhill Co., OR., Boatwright Engineering, Inc., 2613
12th St., S.E., Salem, OR.

Air and Water 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 within the Federal and State standards. It can be safely assumed that the air quality of Yamhill is also well within Federal and State standards.

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

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

Industrial activity has the potential of creating localized air pollution problems. However, air pollution problems due to industrial activity in the Yamhill area have been historically low. One activity in the planning area that monitors source emissions for the Department of Environmental Quality is Zimmerman Grain Company, located within the City.

Water quality within the area is generally good. The creeks exhibit no major pollution problems; however, water quality is impaired by soil erosion urban storm runoff, and seepage of chemical fertilizers and pesticides from nearby agricultural lands. Water quality is supervised by the Oregon Department of Environmental Quality.

Source: Oregon Department of Environmental Quality

NATURAL HAZARDS

The only identifiable natural hazards found in the Yamhill area are due to flooding, soil hazards, and steep slopes. Approximately 20 percent of the planning area is subject to some form of natural hazard. Although some of these areas are presently developed, agriculture and open space are the primary uses of the land. All of this land area has severe building limitations and should be extensively evaluated to adequately plan for future growth.

Flood Plains

Approximately 15 percent of Yamhill's land area lies within an identified flood hazard area. Most of this is in agricultural or open space use at the present time. Any use of flood hazard areas should be carefully evaluated before future development is allowed to occur.

Soil Hazards

Of the eight soil types present within the Yamhill Planning area, three soils, occupying approximately 77% of the land, are in the category of "slight building limitations." These soils present little or no problems for residential development. Of the remaining five soil types, two soils, occupying about 8% of the land, are in the "moderate" category and three soils, occupying 15% of the land, are in the "severe" category.

Soil characteristics which severely limit building on approximately 15% of the Yamhill land area include flooding hazard; seasonal high water table; high shrink-swell potential in subsoil; low shear strength; and poor drainage.

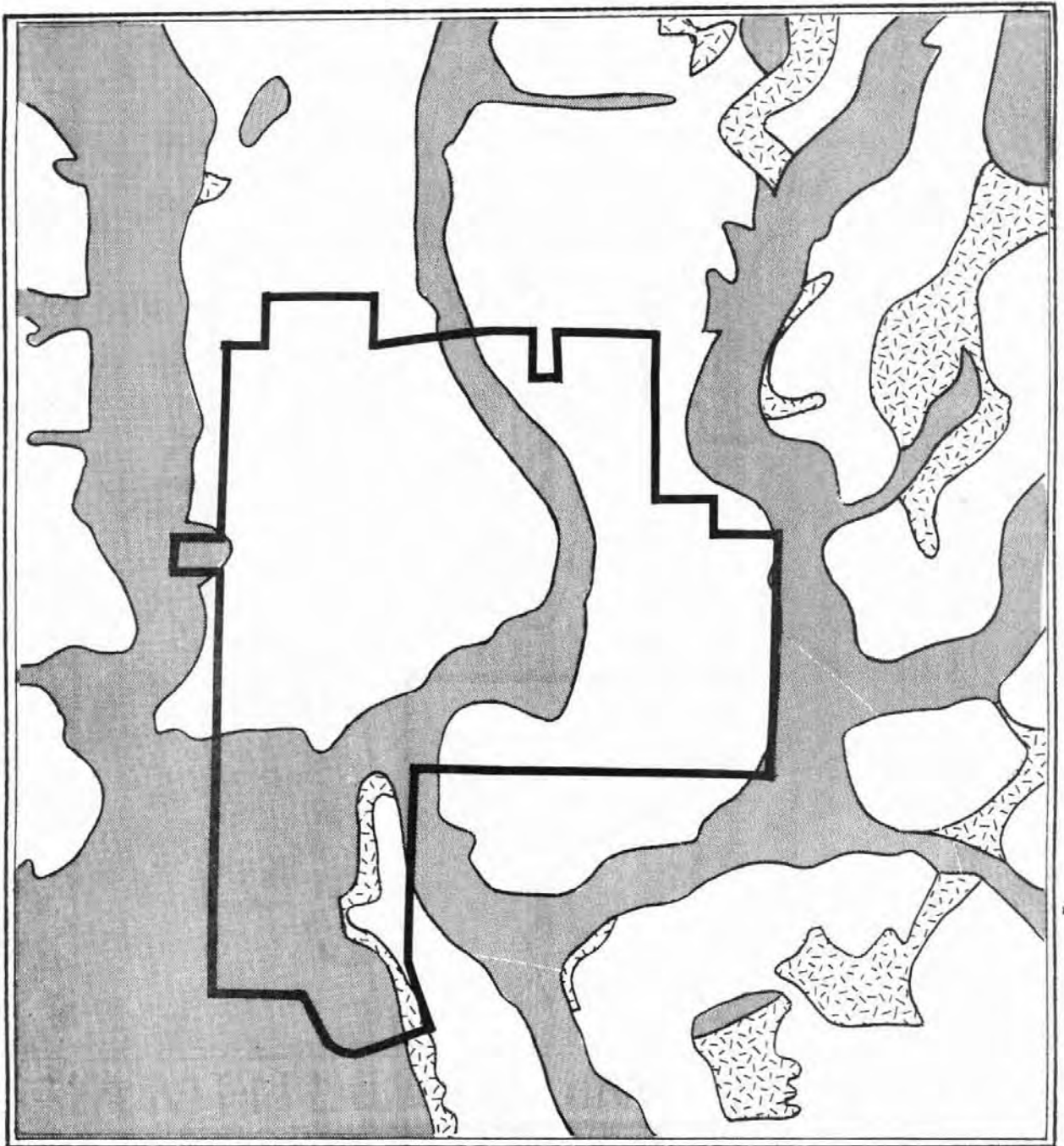
Steep Slopes

The steepest slopes in Yamhill are found along Third St. across from the City park. These slopes are in the 12-20% range. Steep slopes, while not necessarily a hazard themselves, are a factor to be considered when combined with soil characteristics.

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 home. Therefore it becomes logical to provide for the bulk of the housing inventory to be designated on lands which can be most economically and safely developed.

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.

Source: Yamhill County Planning Department, 1978.

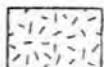


YAMHILL BUILDING LIMITATIONS



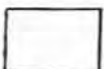
SEVERE LIMITATIONS

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

Yamhill currently has one City park. This 5-acre park contains picnicking and playground facilities, as well as a kitchen area and restrooms. Athletic fields at the elementary and high schools are also available for use by the general public.

There are no county or state parks in the immediate vicinity of Yamhill. Menefee Park is a 1.08 acre county-owned park located 8.7 miles northwest of the City. Haskins Creek Park (1-2 acres), which is maintained by the McMinnville Water & Light Co., is located approximately 10 miles east of the City. Bald Peak State Park (26 acres) lies about 10 miles northeast of the Community.

According to standards released by the Parks and Recreation Branch of the Oregon Department of Transportation, a city-wide park should be 2½ acres per 1,000 people. With an estimated 1977 population of 615, Yamhill easily meets this standard. In addition, the existing city park is large enough to meet the needs of the City's projected population to the year 2000.

Should the City desire to acquire and develop additional park and recreational 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 measures; or (3) require additional park lands in future subdivisions.

1. Outside Agency Funding

Yamhill County annually receives Bureau of Outdoor Recreation (B.O.R.) Funds to be used for park and recreation projects. These funds are available to local municipalities on a competitive basis. The City of Yamhill also has available to it 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

Given that the City has sufficient park lands to meet the needs of its present and future population, special tax levies for the acquisition of additional park and/or recreational facilities would not seem to be a likely funding source in the foreseeable future.

3. Revised Subdivision Ordinance

The City may find its best opportunity for setting aside additional park space through a revised subdivision ordinance.

Source: Yamhill County Planning Department, 1978.

ECONOMY OF THE CITY

Historically, Yamhill has served 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 this area. However, the Community's economy has been, and now is, largely concentrated in retail trade and services.

A recent inventory of business establishments in the City revealed that nearly half are in the retail sector while about one-fourth are in the service sector. Other industrial sectors (according to Standard Industrial Classification Codes) represented by business establishments are transportation-communication, and finance-insurance-real estate. There are no manufacturing or wholesale trade businesses in the City.

The service sector employs the largest number of persons working in Yamhill. About two-thirds of the City's work force is employed within this industrial category. This situation is attributable to the two schools which are the largest employers in Yamhill. The Union High School and Yamhill Elementary School each employ about 48 persons.

Occupational characteristics of Yamhill residents is achievable from the 1977 Community Attitude Survey. The question concerning primary occupation of the household's principal wage earner produced the following results:

Retired	48%
Lumber Industry	14
Other Blue Collar	9
Construction	9
Agriculture	5
Education	5
Professional/Managerial	5
Unemployed	5

Although the small sample size of the survey has likely produced skewed results, the above figures present a fair indication of the Community's occupational characteristics. As the table shows, retired persons comprise a rather large percentage of the households. The lumber industry, construction, and other blue collar positions are also major occupational categories among principal wage earners. The unemployment rate of 5 percent was below the County's 7.0 percent average unemployment rate for 1977.

More than half of the Community's principal wage earners work outside the City. About 23 percent work in McMinnville, 8 percent in nearby Carlton and 23 percent in other areas. Approximately 46 percent of the principal wage earners are actually employed in the City of Yamhill.

Median family income for the City of Yamhill can be derived from a housing survey conducted by the Mid-Willamette Valley Council of Governments in 1976. The information from the survey revealed that the City's median family income was \$10,188. This figure ranked well below both the county and state median family incomes, which were \$12,872 and \$13,750 respectively. However, compared to other small cities in Yamhill County, the City's median family income ranked among the highest.

Yamhill has no basic industries - that is to say, it has no businesses (manufacturing or otherwise) that produce goods or services for export out of the immediate area. The local economy consists strictly of non-basic support activities necessary to service those engaged in the region's basic industries (primarily agriculture and timber operations). Of course, these support activities or nonbasic industries, also service workers within this sector as well. Thus, all goods and services are provided for consumption by residents of the City or its immediate environs.

Local opinion concerning Yamhill's economy can be derived from the 1977 community survey which produced the following results:

- 65% of respondents felt that heavy industries should be discouraged.
- 65% thought light industries should be encouraged.
- 53% believed the City should be a residential community for people working elsewhere.
- 38% of respondents felt it should be a community in which retired persons are encouraged; 42% opposed this view.
- 65% thought Yamhill should be a community for people who work there.
- Respondents were evenly divided on the question of whether shopping and residential needs are adequately being met.
- 71% of respondents expressed the need for some new non-industrial employment opportunities.

Sources: Economic Profiles of Yamhill County's Small Cities, Yamhill County Planning Department, November, 1978.
City of Yamhill Community Attitude Survey, 1977.

POPULATION AND HOUSING

Population

Yamhill's population fluctuated markedly during the decades of 1950 to 1970. As shown in Table 2, the City experienced a 21 percent population decrease between 1950 and 1960. However, in the following decade the City's population increased by 21 percent to bring it nearly up to its previous level. Since 1970 population growth has stabilized and today Yamhill shows a slow but steady population increase. The City has been experiencing an annual average population growth of 2.7 percent since 1970.

Table 2. SELECTED POPULATION FIGURES
CITY OF YAMHILL

Year	Population	Percent Increase
1940	418	-
1950	539	+29
1960	425	-21
1970	516	+21
1974	585	+13
1975	595	+ 3
1976	610	+ 2
1977	615	+ 0.8

Source: Decennial Census Data and Center for Population Research and Census, Population Estimates

The population increases that have occurred since 1960 can mainly be attributed to net migration rather than natural increase. Although these statistics are not available for the City, County trends serve as a good indication of Yamhill'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 Yamhill.

Table 3.

POPULATION COMPONENTS OF CHANGE
YAMHILL COUNTY 1950-1977

	Natural Increase		Migration		
	Net Population Change	Net Increase	Average Annual Change	Net Migration	Average Annual Change
1950-1960	-1115	3745	1.1%	-4860	-1.45%
1960-1970	7844	1677	.5%	6167	1.9 %
1970-1977	6987	1877	.5%	5110	1.3 %

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

The City of Yamhill is projected to experience continued population increases to the year 2000. Population projection figures prepared by the Yamhill County Planning Department for the County and its cities estimate there will be an additional 264 persons living in Yamhill by the year 2000. This represents a 43 percent increase over the present population of 615. Thus, the City can expect an average annual growth rate of 1.9 percent over the next 22 years. Table 4 shows population projections for the City of Yamhill.

Table 4

PROJECTED POPULATION
CITY OF YAMHILL

<u>Year</u>	<u>Population</u>	<u>Population Increase</u>
Existing (1977)	615	-
1980	676	61
1985	737	61
1990	785	48
1995	836	51
2000	879	43

Source: Yamhill County Planning Department, 1977.

Housing

A recent land use survey revealed that there are 246 housing units in the City of Yamhill. Of these, 206 are single-family dwelling units, 25 are mobile homes and 15 are multi-family units. Multi-family structures in the City include three duplexes and three triplexes, two of which have been converted from older single-family structures. This same survey revealed only three vacant dwelling units among the City's housing stock, 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 of housing in Yamhill can be obtained from a Community Survey which was conducted in early 1977. Regarding the choice of housing available to new residents, 73 percent of the respondents felt there was little or no choice. In determining the kind of housing most needed in the Community, the following results were obtained:

Homes to buy under \$30,000	88%
Homes to rent	80
Apartments	61
Duplexes	38
Mobile Homes	30
Homes to buy from \$30,000 to \$40,000	19

Note: Figures depict multiple choices

Citizens were asked what their reaction would be in allowing mobile homes as a viable housing alternative. 26 percent responded that mobile homes and mobile home parks should be discouraged. Only 15 percent felt that mobile home parks should be encouraged within the City.

On the question of low income housing, 46 percent of the respondents thought the City should try to prevent construction of this type of housing. Thirty-eight percent believed the City should encourage low income housing, but not to the point of spending City money.

Housing Trends

Yamhill's housing stock has increased by about 27 percent since 1970. As shown in Table 5, the majority of new housing added during this period has been single-family units. In terms of individual percentage increase, mobile homes have shown the greatest proliferation, having increased fourfold over the past eight years. However, mobile home placements account for only 38 percent of the new housing stock since 1970. By contrast, multi-family units have declined significantly during this time period. Vacancy rates have shown no appreciable difference in the past eight years.

In 1970, 74.6 percent of Yamhill's housing stock was owner-occupied, while 25.4 percent was renter-occupied. There is no evidence to indicate that this tenure split has changed since that time. It is therefore assumed that the owner-renter split among the existing housing stock is the same as in 1970. Thus, 183 of Yamhill's 246 existing housing units are assumed to be owner-occupied and the remaining 63 are rented.

Table 5. HOUSING STOCK GROWTH

	1970 ¹		1978 ²		Percent Increase of Housing Type 1970-1978
	No.	Percent of Total Housing Stock	No.	Percent of Total Housing Stock	
Single Family	161	83.4	206	83.7	+ 27.9
Multi-Family	27	14.0	15	6.1	- 44.4
Mobile Home	5	2.6	25	10.2	+400.0
TOTAL	193	100.0	246	100.0	+ 27.5
Vacant	4	2.1	3	1.2	- 25.0

1. Derived from 1970 Census Data, 1st. Count Summary Tapes

2. Windshield Survey, November, 1978

Housing Age

Housing age information is not available for the City of Yamhill. However, 1970 census data for Yamhill Census Division shows that 52.6 percent of all housing units in this area were built prior to 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. Thus, an estimate of Yamhill's pre-1940 constructed housing stock in 1970 is about 47 percent. This would amount to 91 of the City's 193 units. None of these housing units is thought to have been destroyed since that time. Thus, the existing pre-1940 housing stock would amount to 37 percent of the existing housing units.

Housing Conditions

An assessment of physical conditions of Yamhill'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 of 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 gutters or down spouts
 - small cracks in walls, plaster or chimney
 - slight damage to porch or steps
- 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

Based upon the above criteria, the following results were obtained:

	<u>Percentage of Residential Structures</u>
Excellent/Good	64.5
Fair	29.6
Poor	3.4
Critical	2.5

This information indicates that about 6 percent of the City's housing stock is substandard. Over half of these substandard structures would be economically suitable to rehabilitate. All other substandard structures have deteriorated beyond economic repair.

Housing Projection

The number of additional housing units needed to accommodate Yamhill'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 units.) To determine the number of households in the future, assumptions about future average household size must be made.

The overriding assumption about future household size is that past trends will continue. Household size has been decreasing because of delayed marriages, accelerating divorces, lower birth rates and higher survival rates. In 1970 Yamhill's average household size was 2.73 persons. By 1977 this figure had declined to 2.57 persons. A continued decline in average household size is assumed for the future.

In keeping with these trends it is reasonable to assume that the City will experience an average household size of 2.45 persons to the year 2000. Based on this assumption and a population projection of 879, it is estimated that 108 additional dwelling units will be needed in Yamhill by the year 2000. This is an average of about 5 additional units annually. The amount of land necessary to accommodate such growth will vary depending on what housing mix and density the City allows.

One of the major concerns of the City should be to allow an adequate choice of housing for both 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.

Source: Yamhill County Planning Department, 1978.

PUBLIC FACILITIES AND SERVICES

Education

Educational services for the City of Yamhill are provided by the Yamhill School District and the Yamhill-Carlton School District. The first operates Yamhill Elementary School and the second manages Yamhill-Carlton Union High School.

Yamhill Elementary encompasses education levels from kindergarten to the eighth grade. The school presently has an enrollment of 514 pupils. Enrollment figures have fluctuated markedly in the past ten years. The capacity of the school is estimated at approximately 500 students. This has been exceeded in each of the last two years. The school district anticipates the need for a new elementary school in 5-10 years. It currently owns nineteen acres of land near the high school as a site for this future facility.

YAMHILL ELEMENTARY SCHOOL ENROLLMENT

First Quarter Reports (December 31)

<u>Year</u>	<u>Enrollment</u>	<u>Change from Previous Year</u>	<u>Percent Change</u>
1969	439	--	--
1970	512	+73	+17
1971	496	-16	-3
1972	502	+6	+1
1973	468	-34	-7
1974	478	+10	+2
1975	448	-30	-6
1976	437	-11	-2
1977*	510	+73	+17
1978*	514	+4	+1

* Enrollment figures reflect grades Kindergarten-8th. Prior years did not have kindergarten enrollment.

Source: Yamhill Elementary School Records

The Yamhill-Carlton School District is a special school district which operates Yamhill-Carlton Union High School. The school occupies a 48-acre tract located in the norther section of the town. The school currently has an enrollment of 428 students, in grades 9 - 12. Distribution among the four grade levels is as follows:

Yamhill-Carlton Union High School Enrollment

November, 1978

<u>Grade Level</u>	<u>Number of Students</u>
9	110
10	112
11	112
12	94
	<u>428</u>

Union High School has an estimated capacity of 500 students. It is not anticipated to reach this level for quite some time. The school employs 31 full-time teachers and 1 part-time instructor.

Two private Liberal Arts Colleges in the County offer opportunities for continuing higher education for Yamhill 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 Yamhill. There is a Chemeketa Community College district office in nearby McMinnville.

Sources: Yamhill Elementary School, 1978.
Yamhill-Carlton Union High School, 1978.

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.

City Sanitary Service of McMinnville provides the solid waste disposal service for Yamhill and the immediate area. Service rates are submitted to the City Council for approval. The current residential rate is \$3.75 per month and commercial and industrial rates depend upon the type of disposal container and the volume.

Refuse is picked up by truck and transported to the Whiteson landfill site, 6 miles south of McMinnville, a county-owned but privately operated franchise. The landfill site is very near capacity and a new site will be needed by 1981. Approximately 4 tons of refuse, generated from urban uses in the planning area, are transported to the landfill site each week.

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 two recycling efforts in the County. City Sanitary Service 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's time, City Sanitary 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.

Sources: City Sanitary Service of McMinnville, 1978.
Yamhill Valley Recycling Center, 1978.
Chemeketa Region Solid Waste Study

Public Water System

Yamhill receives its domestic water supply from an intake dam on Turner Creek, some seven miles northwest of the City. The sole function of the dam is to divert water. Winter runoff is not stored for release during the summer. The volume of water decreases markedly during the late summer months.

At present, a ten inch wood stave pipe transmits the water from Turner Creek to a 500,000 gallon concrete reservoir northwest of the City. This reservoir was designed to satisfy the estimated needs for a population of 625. The City's estimated 1977 population was 615. A ten inch asbestos-cement line connects the reservoir to the distribution system.

Other than chlorination, the Turner Creek water is provided no treatment prior to introduction into the water distribution system. Turbidity is experienced at the intake during periods of heavy rainfall and excessive snow water runoff. Little discoloration of the water has been noted in the distribution system, since much of the suspended matter is deposited in the seven mile transmission line and the storage reservoir. The reservoir must be cleaned periodically to remove the deposited sediment.

The City's water system serves the entire City population and a number of rural residences in the Yamhill vicinity. Of the roughly 400 customers provided domestic water by the system, about 141 customers reside outside the city limits.

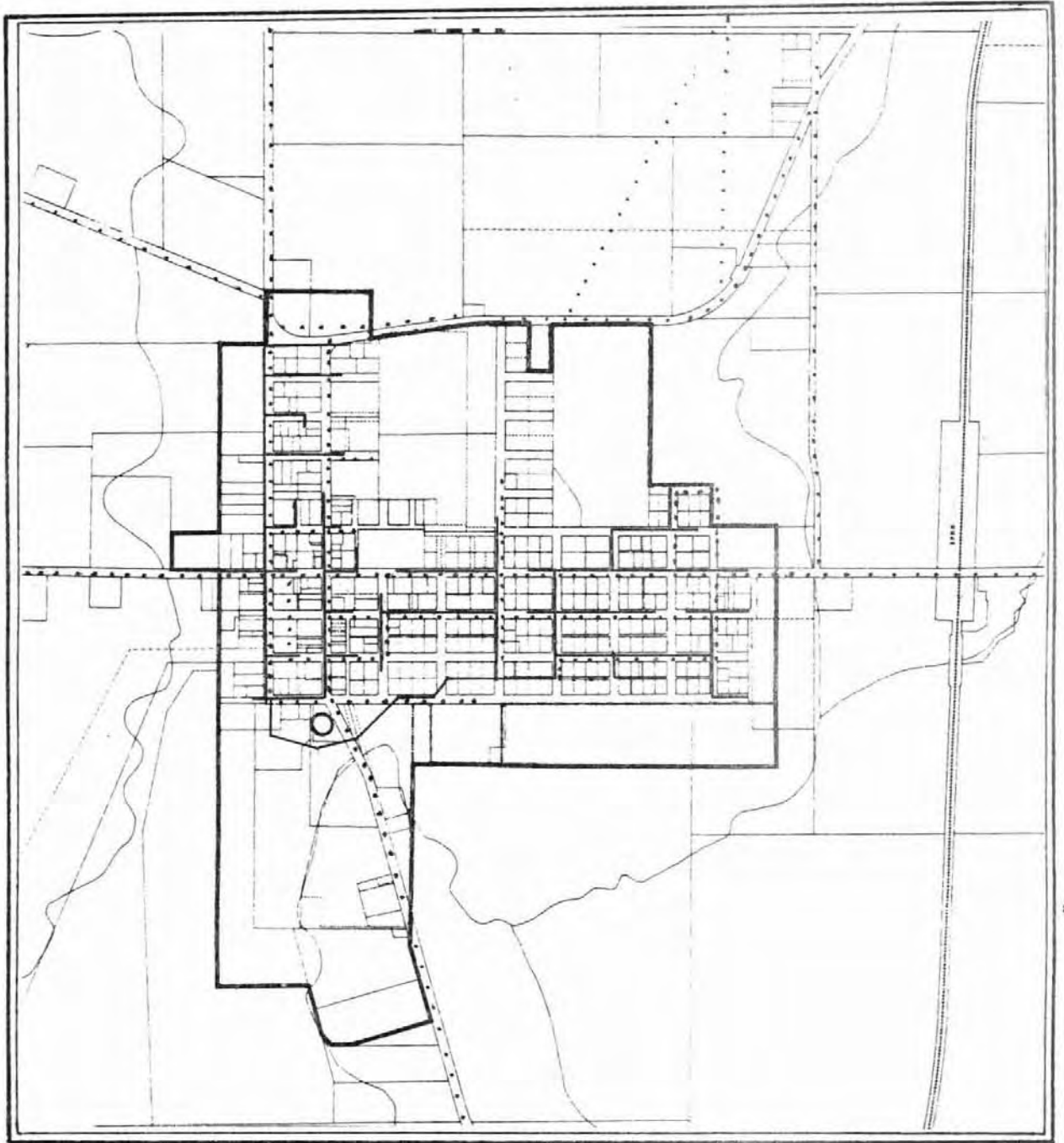
The transmission line between the existing intake and the 500,000 gallon reservoir runs a distance of about 4.5 miles. This line was originally laid in the 1930's and consisted of wood stave pipe. Over the years this pipeline has deteriorated and in 1973 approximately 2.5 miles of the old wooden pipe was replaced with new PVC pipe. Approximately two miles of the original pipe still remain.

The remainder of the distribution system contains piping ranging from one-half to eight inches in diameter and is of plastic, wood stave, steel and cast-iron construction. Much of the wood stave and steel pipe was installed over fifty years ago, and a large quantity of water is reportedly lost from these facilities.

Plans are presently underway to construct a new dam and a 35 acre foot storage reservoir upstream from the existing intake on Turner Creek. This reservoir would provide sufficient stored water so that during critical dry weather periods, water could be released into Turner Creek and be diverted into the water system. Complementing the dam and storage project, plans for a 700,000 gallons per day water treatment plant have also been made. The treatment plant will be designed to run automatically with a minimum of supervision. Alum, soda ash, and polymers will be added to water flowing through the plant. The water will also undergo sedimentation, filtration and chlorination processes before distribution to users.

The water system is designed to serve approximately 1,182 persons. This is well beyond the City's estimated year 2000 population, but below the service area's projected population of 1,360 persons. Construction of the new dam, storage reservoir and treatment plant have already begun. Completion is expected by early 1979.

Sources: Pre-Design Report: City of Yamhill Water Treatment Plant, 1978
Westech Engineering, Inc.
Regional Water and Sewer Study, Phase 1: Inventory & Problem
Identification, Mid Willamette Valley Council of Governments,
September, 1973.



YAMHILL SEWER and WATER

- Water Lines
- Sewage Lines
- Sewage Lagoon



North

1.2" = 1/4 mi.



Scale: 1" = 1085'

Public Sewer System

The City of Yamhill operates a secondary treatment facility that was built in 1964. It is an activated sludge plant which utilizes the contact stabilization process. This plant has a rated capacity of 100,000 gallons per day. The dry-weather flow is substantially below the design capacity while capacity level is often exceeded during the winter months because of infiltration. As a result, sewage is either bypassed or given insufficient treatment during this period. Treated effluent is discharged into Rowland Creek.

To correct inadequacies in the system, the City recently completed construction of an expanded sewage lagoon which provides a longer detention period of the treated effluent. In addition to this, a new chlorination contact chamber and facilities for the spray irrigation of the stored effluent were also constructed. With completion of these improvements, Yamhill's sewer system should easily handle projected load increases to the year 2000.

The sewage collection system serves virtually every occupied building in the City. The condition of the collection system was studied in 1975-76 by Westech Engineering. The purpose of the study was to determine the amounts and sources of infiltration/inflow present in the system and to offer recommendations for correction of these problems. The Sewer System Evaluation Survey (SSES) performed by Westech Engineering concluded that approximately 75 percent of the infiltration/inflow was excessive and should be removed through a program of sewer rehabilitation. The major sources of the infiltration/inflow were found to be service line problems, flow from schools, sewer main leaks, and manhole problems. The City has made much progress in implementing the recommended sewer rehabilitation.

Storm Drainage

Yamhill does not have an overall city storm drainage system. Drainage facilities do exist for a small two-block section in the west end of the City. The remainder of the City relies on surface drainage. Open swales along residential streets collect much of this drainage.

Sources: Regional Water and Sewer Study; Phase 1: Inventory & Problem Identification, Mid Willamette Valley Council of Governments, Sept., 1973.
Master Sewerage Plan (Draft), Mid Willamette Valley Council of Governments, Oct., 1977.
Don Fuerst, Yamhill Public Works Department, 1978.

Fire Protection

The Yamhill Rural Fire District provides fire protection for the City of Yamhill. The fire district encompasses an area of about 59 square miles. Presently there is a fire chief and 30 volunteer firemen in the district. Equipment consists of three pumpers, two tankers, and two brush fire rigs.

The City of Yamhill and the Rural Fire District each pay a proportionate share of fire protection expenses. The City pays one-third and the R.F.D. pays two-thirds. The City owns one of the pumpers while the R.F.D. owns the remainder of the equipment.

Yamhill currently has a fire rating of 7. One reason for this high rating is the varying sizes of water mains in the City's water system. Water pressure ranges from 75 to 90 pounds/square inch, depending on the diameter of the water main. The district is presently experiencing no problems in providing adequate fire protection for the community. Approximately 30 to 50 alarms are responded to each year.

Police Protection

Yamhill employs two full-time police officers who provide 24 hour police protection. The City contracts with Yamhill County for use of the County jail facility. The City's equipment consists of one patrol vehicle.

Source: Floyd Knope, Fire Chief, Yamhill R.F.D., 1978.

Medical Services

Presently, there are two doctors providing medical services in the City. These are naturopathic physicians who practice non-conventional medical techniques. Newberg Community Hospital and McMinnville Community Hospital are the nearest medical facilities and there are numerous physicians in both cities. There also is a County Health Department which offers a number of health services to the County residents.

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; the City of McMinnville furnishes that service. With the exception of the need for additional beds in 4 or 5 years, the facility is operating well within its capacity and has no immediate plans for expansion.

Newberg Community Hospital is a non-profit facility with a City governing board. There are 19 active staff physicians, 36 courtesy physicians and a total of 141 employees. The hospital provides general medical care, a 24 hour emergency room and 2 ambulances. Presently, the hospital is upgrading some of its facilities and will probably expand some departments that are operating at over-capacity.

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 services provided by the Health Department.

Sources: Albert Greeley, Asst. Administrator, McMinnville Community Hospital.
Justine Pfeiffer, Asst. Administrator, Newberg Community Hospital.
Yamhill County, 1976, League of Woman Voters of McMinnville, Oregon.

City Government

Yamhill has an elected mayor - council form of government. There are four members on the Council. A seven member Planning Commission is appointed by the Council. The responsibilities of the Planning Commission include the approval of land use applications consistent with the existing charter and ordinances of the City; and service as an advisory body to the Council.

The City employs a staff of five persons for the following municipal services: a city recorder, 2 police officers, and 2 public works employees. In addition, there are currently 2 CETA employees working for the City.

Social and Cultural Services

Due to the close proximity to McMinnville, Newberg and the Portland Metropolitan area, Yamhill residents are offered a wide range of social and cultural activities. Local organizations include the Yamhill Chamber of Commerce, Lions Club, Masonic Order, the Oddfellows, the Rebekahs, the Pythian Sisters and the Cub Scouts and Boy Scouts.

Communications

Because of its proximity to larger urban centers, Yamhill has a good variety of communication facilities available to it. Although the City does not publish its own newspaper, local news and public information is regularly printed in the News-Register which is published in McMinnville. This newspaper has the widest circulation in the Yamhill area. Other newspapers commonly subscribed to are: the Oregonian, published in Portland, the Statesman, published in Salem, and the Newberg Graphic, published in Newberg.

There are presently two radio broadcasting stations in McMinnville, KMCM and KSLC-FM, plus a variety of stations in Portland that can be received in the Yamhill area. Six television stations are available to local viewers.

Yamhill's telephone service is provided by Continental Telephone Company. There is no breakdown of City statistics due to the large size of the exchange area.

The City has had a post office since 1858. There is no mail delivery service in the City at this time. All residents pick up their mail at post office boxes.

TRANSPORTATION

Automobile

Travel in this community is primarily by automobile; consequently the greatest city demand, in regards to transportation, is for continued maintenance and paving of city streets. A total of approximately 5.6 miles of streets exist within the City. There are 12 north-south streets and 10 east-west streets in Yamhill. Approximately .2 mile (3-4%) of the streets are not paved.

Street Classification

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 Yamhill which are not classified as collectors or arterials are considered to be minor streets.

Minor Streets

'A'	First	Ash	Juniper
'B'	Second	Balm	Laurel
'C'	Burton	Cedar	Alder
'D'	Cherry	Elm	Fir
'E'	Olive		

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

2. Collector Streets

The function of collector streets is to collect traffic from minor streets and to distribute it to the arterial street system. These are the most heavily traveled streets next to the arterial streets.

Major Collector Streets

Market Road #7 Market Road #14 (Main Street)

Minor Collector Streets

Third Hemlock

The maintenance of Third and Hemlock Streets is the responsibility of the City. The Yamhill County Road Department is responsible for Market Road #7 and #14.

3. Arterial Streets

The function of arterial streets is to facilitate traffic movement between communities. Two state highways in the planning area serve this purpose. These are maintained by the Oregon Department of Transportation.

Arterial Streets

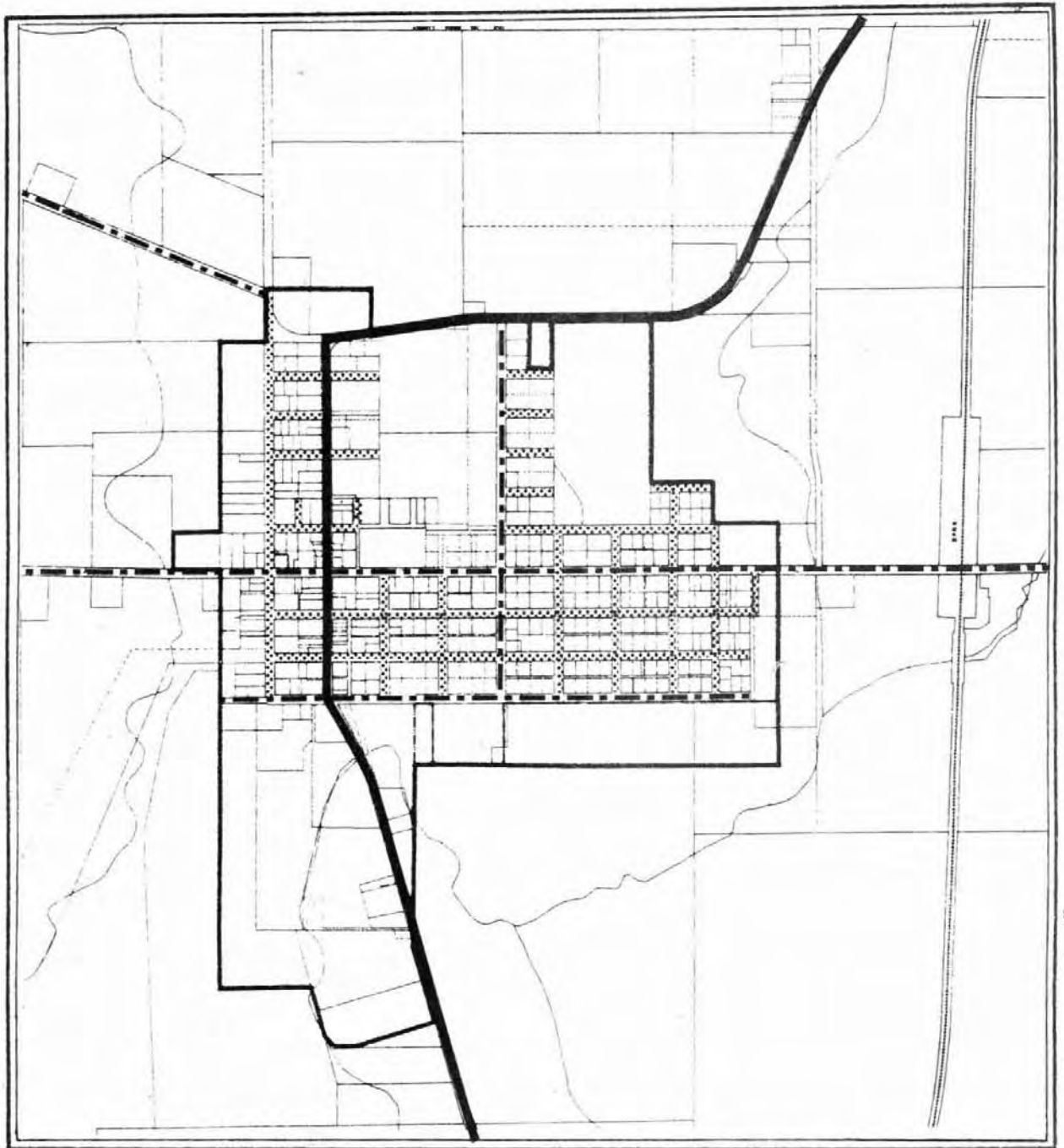
Highway #47 Highway #240

Traffic Hazards

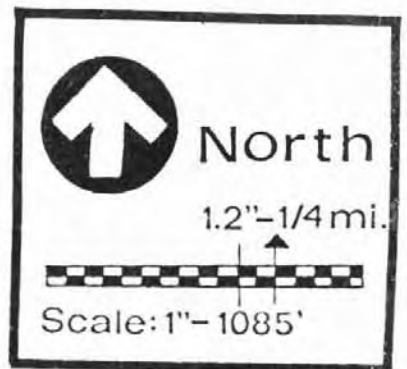
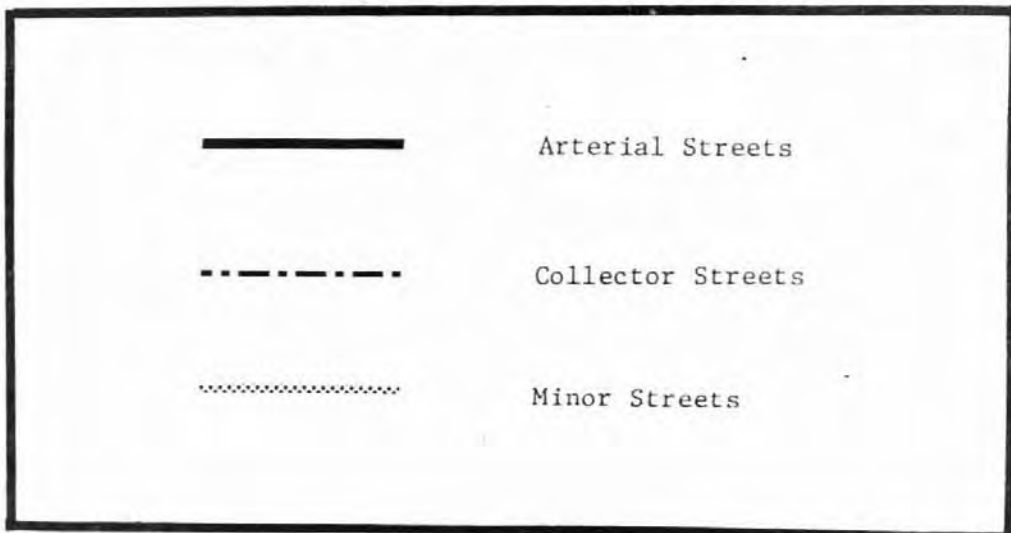
There are very few accidents in the City of Yamhill each year. The City averages about 10 accidents annually and the majority of these are non-injury accidents.

The intersection of Highway 240 and Highway 47 and the intersection of First Street and Highway 47 create the most serious traffic hazards in Yamhill. Poor visibility, particularly when traveling in an easterly direction, is the main reason for hazardous driving conditions at both intersections.

Traffic flow figures in Yamhill are available only for state and county roads. For comparative purposes 1971 and 1976 traffic counts for selected locations along major roads are shown in the following table.



YAMHILL TRANSPORTATION



SELECTED TRAFFIC VOLUMES 1971 and 1976

Location	1971 Average Daily Traffic (all vehicles)	1976 Average Daily Traffic (all vehicles)	Change 1971 to 1976
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HIGHWAY 151 (MAIN STREET)

0.01 Mile East of Highway 47	1,250	1,400	+150
0.01 Mile West of Balm Street	930	1,100	+170
0.01 Mile West of Hemlock Street	1,150	1,400	+250
East City Limits	910	1,000	+90

MARKET ROAD #14 (MAIN STREET)

0.02 Mile West of Highway 47	960	980	+20
West City Limits	710	720	+10

MARKET ROAD #7

0.02 Mile West of Highway 47 Junction	600	710	+110
---------------------------------------	-----	-----	------

HIGHWAY 47 (TUALATIN VALLEY)

North City Limits	1,700	2,050	+350
0.01 Mile South of Road to Pike	1,950	2,400	+450
0.01 Mile North of Main Street	2,400	2,700	+300
0.01 Mile South of Main Street	2,600	3,050	+450
0.01 Mile North of 3rd Street	2,400	2,800	+400
South City Limits	2,050	2,550	+500

Source: Oregon State Highway Division, Traffic Volume Tables for 1971 and 1976.

Railroad

Southern Pacific rail lines exist approximately 1,200 feet east of Yamhill's eastern city limits. The tracks intersect Highway 240 and are used only for freight traffic.

Public Transit

At the present time Yamco is the only form of mass transportation available to the City of Yamhill. Yamco Transit is a public transportation system designed to serve the citizens of Yamhill County.

Yamco Transit runs with one 16-passenger bus which is supplied to the County through Hamman Stage Lines, Inc. The transit service is funded through City, County, State and Federal (C.E.T.A.) monies and is a one year experimental project.

Pedestrian and Bicycle Ways

While walking and bicycling are usually thought of as recreational activities, their potential to serve as alternative City transportation modes should not be overlooked. The increased cost of fuel, the need to conserve dwindling energy resources, and the relatively short distances between Yamhill's commercial center 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. Sidewalks exist along only a few major streets in the City but a lack of heavy traffic on side streets makes walking a relatively safe, accessible form of city transportation. Streets with low volumes of traffic are also the only facilities for bicycling available within the City. With the provision of safe and convenient walking and bicycling pathways within the planning area, and as part of a county-wide system, more people might engage in these forms of transportation.

Airport

There are no airport facilities in the Yamhill Planning area. The nearest available air services are in McMinnville, 13 miles to the south and Newberg, about 15 miles to the east. There are no regularly scheduled flights, but local charter service is available.

For regularly scheduled commercial flights, Yamhill's population generally travels to the Portland International Airport, approximately 40 miles away. This airport is served by eight airlines that provide passenger and freight service.

Source: Oregon State Highway Division, 1978.

ENERGY USE

Electricity, heating oil, propane and wood are the principal fuel types supplying the energy needs for Yamhill. The City is not presently served by natural gas. With the exception of wood, these major fuels are imported into the County. Electricity is primarily generated from hydroelectric and thermal plants elsewhere in Oregon. Fuel oil comes from other parts of the United States and from foreign imports.

Electricity

Portland General Electric provides electricity to the City. As of July, 1978 there were 229 residential customers and 51 commercial customers.

Electric Consumption (July, 1977 - July, 1978)

Total Residential Consumption	3.419 x 10 ⁶ kwh
Average Residential Consumption	14,174 kwh/customer
Total Commercial Consumption	.687 x 10 ⁶ kwh
Average Commercial Consumption	15,614 kwh/customer

Residential customers of Portland General Electric pay a basic charge of \$3.00 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 single-phase or \$8.50 per month for three-phase power. In per kwh rates are as follows:

Winter:	2.643¢/kwh first 5000 kwh
	1.793¢/kwh above 5000 kwh
Summer:	2.443¢/kwh first 5000 kwh
	1.593¢/kwh above 5000 kwh

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

Commercial Demand Level #2* customers pay a basic charge of \$10.00 per month demand for single-phase or \$15.00 per month for three-phase plus 1.1189¢/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.

Propane, Heating Oil, Wood

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

1 - 19 gallons	60¢/gallon
over 20 gallons	53¢/gallon

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

Wood prices vary so widely - according to distributor, 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, while many households are turning to the use of wood as a supplementary fuel.

Household Energy Use

Approximately 78% of the household energy use goes for space and water heating. Based on recent fuel price forecasts developed by the Oregon Department of Energy, the costs for home heating will continue to soar in the years ahead. Prices for electricity, natural gas and heating oil are expected to at least quadruple in the period from 1976 to 1996. For example:

	<u>If you paid in 1976</u>	<u>Without conserving energy you can expect to pay in 1996</u>
Electricity	\$300.	\$1372.
Natural Gas	\$300.	\$1768.
Heating Oil	\$300.	\$1235.

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 that these figures apply to residences in the City of Yamhill as well.

Oregon Residential Direct Energy Use For 1977

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

In terms of personal direct energy use, the private automobile is the largest consumer. In Oregon, approximately 56% of personal direct energy use is attributable to the auto. This compares to 27.2% for space heating and 7.0% for water heating. There is no reason to suspect significant variations from these percentages for residents of Yamhill.

The soaring cost of energy, coupled with the fact that the majority of our energy comes from nonrenewable 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

Existing Land Use

The distribution and character of existing land uses provide a basis for understanding present conditions within the planning area, and for making projections for future land use patterns. An existing land use inventory fo the City of Yamhill was conducted in December, 1978. The results of this survey are summarized below:

City of Yamhill - 1978

<u>Existing Land Use</u>	<u>Acreage</u>	<u>Percent of Planning Area</u>
Residential	74.18	27%
Public Facilities (Streets, Schools, Parks, Sewer & Public Buildings)	96.13	36%
Agriculture (Intensive, open, wooded)	67.44	25%
Vacant	18.43	7%
Miscellaneous (Parking, Churches, Meeting Halls, Utility)	11.39	4%
Commercial	1.56	.6%
Industrial	.76	.3%
	<hr/>	
TOTAL	269.92	

Source: Updated land use survey by Yamhill County Planning Department, December, 1978.

Of the 269.92 acres within the planning area, approximately 73.17 acres have severe limitations for building due to soil characteristics, steep slopes and flood hazard. However, about 17.52 acres of this unsuitable land is presently developed leaving 55.65 acres which are vacant or in agricultural use. Land use inventory data show there is a total of 85.87 acres of vacant and agricultural land in the planning area. Thus, excluding those lands which have severe building limitations, there are about 30.22 acres potentially available for future development. It should be noted, however, that 19 acres of this land have been purchased by School District No. 16 and are being planned for the construction of a new elementary school in the future. This leaves only 11.22 acres of potentially available land. In addition, of the 74.18 acres which are classified as residential on the existing land use map, approximately 10 acres could be used for future development due to oversized and under-developed lots. Of course, development of this land would be contingent upon the willingness of property owners to partition their property to

permit additional homesites. Should such land divisions occur, there is a possible total of about 21-22 acres that is potentially available for future development. These findings are presented in the following table:

Vacant and agricultural land potentially available for future development	85.87 acres
Such land with severe building limitations	<u>-55.65</u>
Undeveloped land with less than severe building limitations	30.22
Land presently planned as a future school site	-19.00
Existing residential land potentially available for future development (contingent upon partitioning)	<u>10.00</u>
Total land area without severe building limitations potentially available for future development	21.22

Land Use Projections

Land use projections for various uses have been estimated based upon the City's projected growth of 264 people 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. Based upon these figures the following are estimated commercial and industrial land use projections for Yamhill:

	<u>1978</u> <u>(Existing)</u>	<u>2000</u> <u>(Projected Need)</u>	<u>Total Land</u> <u>in Use</u>
Industrial Use	.79	4.75	5.54
Commercial Use	1.56	.79	2.35

The existing commercial core of the City (C-3 Zone) has enough undeveloped land to accommodate its projected commercial land requirements. Combined with the vacant structures which now exist in this commercial zone, there should be sufficient land to meet projected commercial needs.

There are no areas in Yamhill currently zoned for industrial uses. At present, Zimmerman Grain Co. is the only business which could be looked upon as an industrial use. It is located in the general commercial zone.

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 future housing densities and the housing mix. Table 6 presents examples of various residential land projections using selected housing densities and mixes. The projections are based upon the estimated need for 108 additional housing units in Yamhill by the year 2000.

Table 6. City of Yamhill
Alternative Residential Land Needs

	SF MH	SF MF	SF MH	SF MF	SF MH	SF MF		
	100%	0	90%	10%	80%	20%	70%	30%
Acreage needed for Single-Family and Mobile Home Dwellings. 4.8 du/acres(9,000 sq. ft. min. lot size	22.30		20.08		17.85		15.62	
Acreage needed for Multi-Family Dwellings 12 du/acre	0		.90		1.80		2.70	
Total Acreage	22.3		20.98		19.65		18.32	
Acreage needed for Single-Family and Mobile Home Dwellings. 6.2 du/acre. (7,000 sq. ft. min. lot size)	17.35		15.62		13.88		12.15	
Acreage needed for Multi-Family Dwellings 16 du/acre	0		.68		1.35		2.02	
Total Acreage	17.35		16.30		15.23		14.17	

The table shows that future residential land needs could fluctuate by as much as 36 percent (8.13 acres) depending upon the housing densities and mixes selected. For the City to achieve even the highest projected land need (22.3 acres) would mean that future residential lots would have to be developed at the permissible minimum lot size. This would require maximum utilization of all the potentially available undeveloped land within the planning area.

Land use projections for residential, commercial and industrial uses point to the need for as much as 27.84 acres of developable land by the year 2000. As noted earlier, the planning area has much more than this acreage of undeveloped land but most is severely limited for buildings by soils, steep slopes or flood hazards. With appropriate construction

measure being taken, however, many of these unsuitable areas could be developed. Alternatively, it may be necessary to develop lands outside the present urban growth boundary in order to meet the City's future land use needs.

In order to better understand the existing land use characteristics within the Yamhill planning area, the zone areas have been examined to determine the land use categories existing within each zone.

<u>Existing Land Use (Excluding Right-of-Ways)</u>	<u>Acreage</u>	<u>Percent of Zone Area</u>
R-1 Zone Single-Family Residential		
Residential	9.16	10%
Public	2.15	2
Agriculture	<u>84.12</u>	88
TOTAL	95.43	
R-2 Zone Single-Family Residential		
Residential	35.76	67%
Agriculture	3.75	7
Vacant	13.04	25
Other	<u>.44</u>	1
TOTAL	52.99	
R-3 Zone Two-Family Residential		
Residential	9.22	48%
Agriculture	4.73	25
Vacant	3.68	19
Church-Lodges	1.01	5
Parking	<u>.55</u>	3
TOTAL	19.19	
R-4 Zone Multiple-Family Residential		
Agriculture	<u>.83</u>	100%
TOTAL	.83	
C-1 Zone Neighborhood Business		
Schools	39.38	90%
Residential	2.10	5
Churches	1.49	3
Retail	.27	1
Vacant	<u>.32</u>	1
TOTAL	43.56	
C-2 Zone Travel Commercial		
Agriculture	<u>2.58</u>	100%
TOTAL	2.58	

C-3 Zone General Commercial

Residential	1.41	20%
Parking	1.13	16
Retail	.50	7
Service & Office	.74	11
General Industry	.77	11
Miscellaneous		
(Public, Lodges)	.41	6
Vacant	<u>2.02</u>	29
TOTAL	6.98	

Yamhill's Urban Growth Boundary

Yamhill's city limits presently serve as its adopted Urban Growth Boundary (UGB). At the time of its adoption on October 12, 1977, the findings of fact suggested that there was sufficient buildable land within the city limits to accommodate the City's projected needs to the year 2000. Land use data showed there was 41.44 acres of buildable land in the City available for future development. To accommodate the estimated 284 additional people projected to be living in Yamhill by the year 2000, it was determined that from 17.5 to 25.2 acres could be developed for residential use depending upon the housing mix. It was further determined that 12.4 acres could be needed for commercial, industrial and park uses. Thus, it was estimated that the City could require as much as 37.6 acres of buildable land to meet its future land needs. This would result in an excess of about 4 acres of buildable land.

Need for Expanding the UGB

An updated buildable lands inventory for the City of Yamhill indicates there may be insufficient land within the existing Urban Growth Boundary to meet projected land needs to the year 2000. The amount of buildable land available for Yamhill's future urban development is dependent upon a number of factors. One of the major uncertainties surrounding this issue is the future use of the 19 acre parcel presently owned by School District #16 and planned as a future elementary school site. This is the largest individual parcel inside the City lacking substantial building limitations due to soil characteristics or flood hazard potential.

Revised land use projections for residential, commercial and industrial uses indicate the need for as much as 28 acres of developable land by the year 2000. (See Land Use and Urbanization Section). This figure does not take into account new streets and public facilities that will also be needed to accommodate future populations. In addition, the projected land use needs could be even greater depending upon such things as the housing density and types of commercial and industrial activities which occur in future years.

Including the school district's 19 acre parcel, the buildable lands inventory shows about 30 acres of undeveloped land are available for future urban development inside the City. This is just barely enough to accommodate

the City's projected need. Should the school district carry out its plan to construct a new elementary school on its 19 acre parcel, there would only be 11 acres of buildable undeveloped land available for future land needs. Even if existing oversized residential lots were partitioned to make additional land available, it is estimated that the City would fall well short of its projected land needs. Thus, there is a demonstrated need to expand the existing urban growth boundary. Land included within the UGB will be considered for annexation into the City.

Assuming the need for 28 acres of buildable land by the year 2000 and an available supply of only 11 acres, it can be shown that the City shall have to acquire at least 17 acres of additional land to satisfy its projected needs. Considerably more acreage than this would be advisable to serve as a safeguard against land shortages that might cause land costs to escalate sharply. This would also provide reserve land for open space and other amenities the City finds important.

The City has selected several possible areas for inclusion in the urban growth boundary. These areas generally lie to the south or east of the existing City limits. Each area contains Class II and III soils which are defined as agricultural land by LCDC's Goal 3. However, it should be noted that the City of Yamhill is surrounded on all sides by Class II and III agricultural soils. These lands are presently in farm use. Thus, if the City expands in any direction it will encroach upon agricultural land.

Alternative Urban Growth Areas

Given that the City must extend its urban growth boundary to meet projected land needs, the following findings of fact can be made about the three urban growth areas presently under consideration.

Alternative A: Expansion to the South of Third Street.

1. The area consists of 18.3 acres on four separate tax lots.
2. Of the 18.3 acres only 1.7 acres have severe building limitations due to soil characteristics. The remaining acreage shows only slight limitations for building construction.
3. 15.2 acres of the area are in Class II soils; 1.9 acres are in Class I soils; and 1.2 acres are in Class II soils.
4. The area slopes gently to the southwest and would be serviceable by gravity sewers.
5. The portion of the urban growth area west of the City Park is in open use. The area to the east of the City Park is currently used for intensive agriculture. There is one housing unit in this urban growth area.
6. The County Comprehensive Plan map designates this area for Very Low Density Residential (VLDR). It is zoned Exclusive Farm Use with a 40 acre minimum lot size (EF-40).

7. The area is included in the County's agricultural exceptions study and has been recommended for future rural residential development.

Alternative B: Expansion to the Northeast of the City.

1. The area consists of one tax lot of 29.3 acres.
2. 15.0 of the 29.3 acres are within a floodplain and display severe building limitations. 1.3 acres have moderate building limitations and 13.0 acres show only slight limitations.
3. 17.0 acres of the area are in Class II soils; 12.2 acres are in Class III and .1 acre is in Class IV soils.
4. Only the 10.2 acres west of the floodplain could be serviced by gravity sewers. City sewer service to developments east of the floodplain would require construction of a lift station. City water lines are located on all sides of the 29.3 acre parcel.
5. Except for the land immediately adjacent to the creek, the entire parcel is devoted to intensive agriculture use. There is one structure in this urban growth area.
6. The County Comprehensive Plan designation for the area is VLDR with EF-40 zoning.
7. The area is included in the County's agricultural exceptions study and has been recommended for rural residential development.

Alternative C: Expansion to the East.

1. The area encompasses 33.5 acres on six separate tax lots.
2. 15.5 acres of the urban growth area have severe building limitations due to soil characteristics or flood hazard (14.3 acres are in a floodplain); 3 acres exhibit moderate limitations; and 15.0 acres display slight building limitations.
3. Of the 33.5 acres, 23.0 are in Class II soils and 10.5 acres are in Class III.
4. The land slopes away from the City and would require lift stations to be serviced by City sewers. Water lines to the area already run north along County Road 263 and east along State Highway 151.
5. Existing land use in the area includes wooded floodplain, agricultural and vacant lands, and heavy industry. There are currently two housing units with accompanying farm use structures in the area.
6. The County Comprehensive Plan map gives four designations for this area. These are: VLDR, AFSH, Light Industrial and Heavy Industrial. The area carries both AF-20 and heavy industry zoning.

7. The portion of this urban growth area designated VLDR (6.0 acres) is included in the County's agricultural lands exception study and has been recommended for future urban development.

Analysis

Each of the alternative urban growth areas offers sufficient buildable land to alleviate the City's potential future land shortage. Alternative A has long been eyed by the City as an area for possible urban expansion and is favored by the City for inclusion in the UGB. This area offers the least limitations for building construction, could be most economically serviced by City sewers, and has good southern exposure for utilization of solar design techniques.

Alternative B also exhibits potential for urban growth expansions. However, this area has several disadvantages which makes it less desirable for inclusion in the UGB. These disadvantages are as follows:

- Approximately half of the area is in a flood hazard zone and would be unsuitable for urban development. The City may wish to avoid adding any more floodplain land to its boundaries.
- A creek separates the parcel into two areas of buildable land. The eastern portion would be set apart from the rest of the City by the floodplain.
- It would require expensive sewer installations to service the area east of the floodplain.
- The land slopes predominantly to the east and north which would restrict the use of solar energy in future structures.

Alternative C is also appealing to the community because of the industrial activities that would be brought into the City. It is the City's desire to coordinate with the County in encouraging future industrial development along the Southern Pacific Railroad tracks east of town. Because there are no railroad lines into Yamhill, the City has a clear disadvantage in competing for major industries. It views the industrial area to the east as a logical and appropriate site for future industrial activity. Any development in this area would have a direct impact on the City. Jobs would be created for Yamhill residents. An increase in commercial business would also be likely to occur. The City would experience overall economic growth from future developments in this industrial zone.

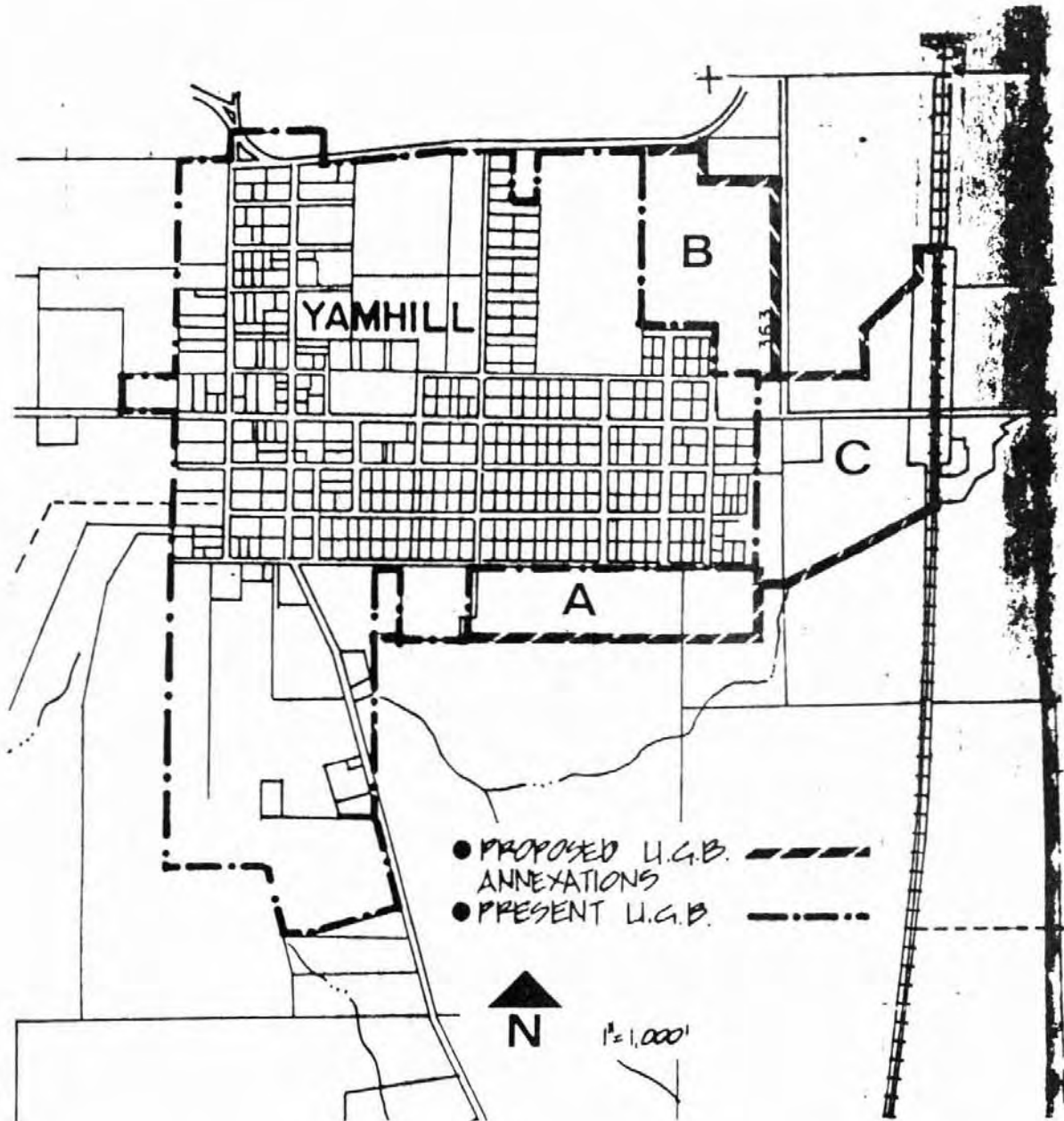
In light of its actions to encourage industrial development east of town, the City feels that future annexation of this area is recommendable. This annexation would benefit the City in two ways: 1) it would provide the additional land needed for future urban development, and 2) industrial properties would serve as an additional source of tax revenues to help relieve the tax burden on homeowners. Tax monies would also be available to expand and improve public facilities and services.

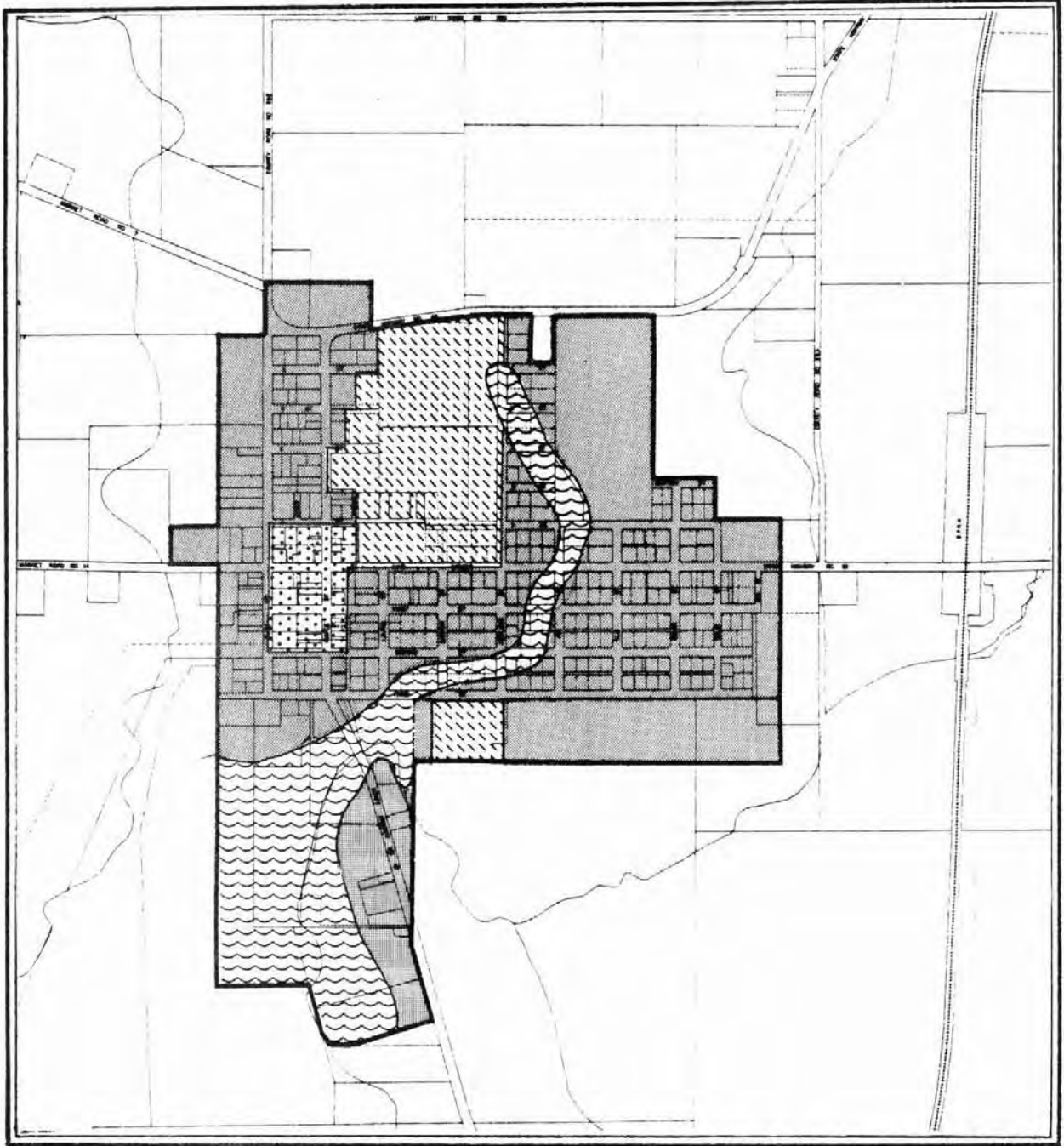
Goal Exception

As noted previously, each of the alternative urban growth areas consists of agricultural lands. The LCDC Agricultural Lands Goal requires that these lands be preserved and maintained for farm use. The goal goes on to state that "A governing body proposing to convert rural agricultural land to urbanizable land shall follow the procedures and requirements set forth in the Land Use Planning Goal (Goal 2) for goal exceptions."

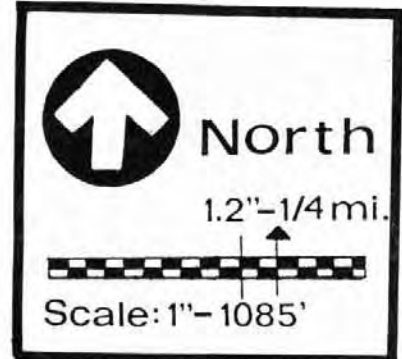
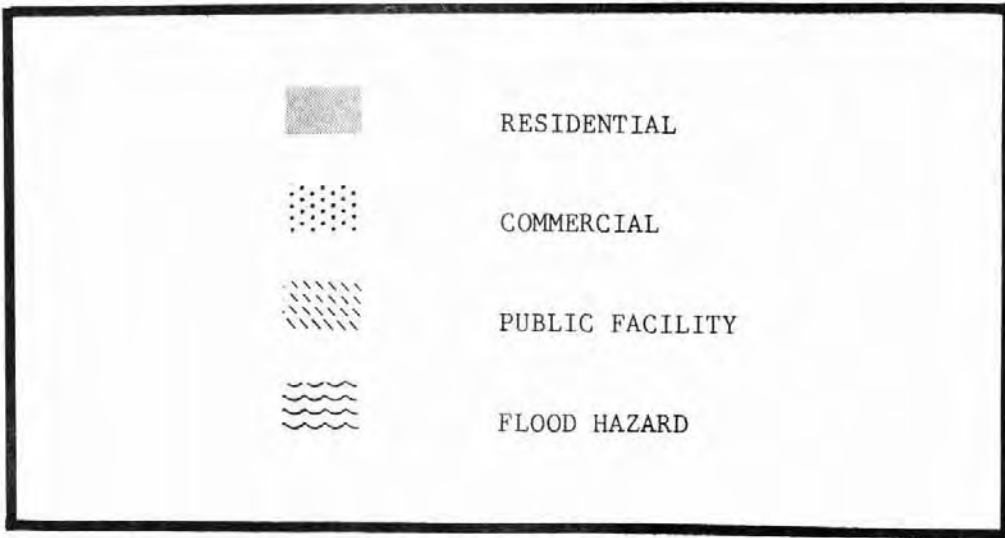
In order to bring its comprehensive plan into compliance with LCDC's Goal 3, Yamhill County is undertaking an extensive study of those areas designated on the plan map for rural residential development. This includes all areas with a VLDR designation. Each of the alternative urban growth areas being considered by the City carries County VLDR designation, and has been included in the County's exception study. It is assumed that the procedures and requirements set forth in Goal 2 for goal exceptions will be addressed by the County in the course of this study.

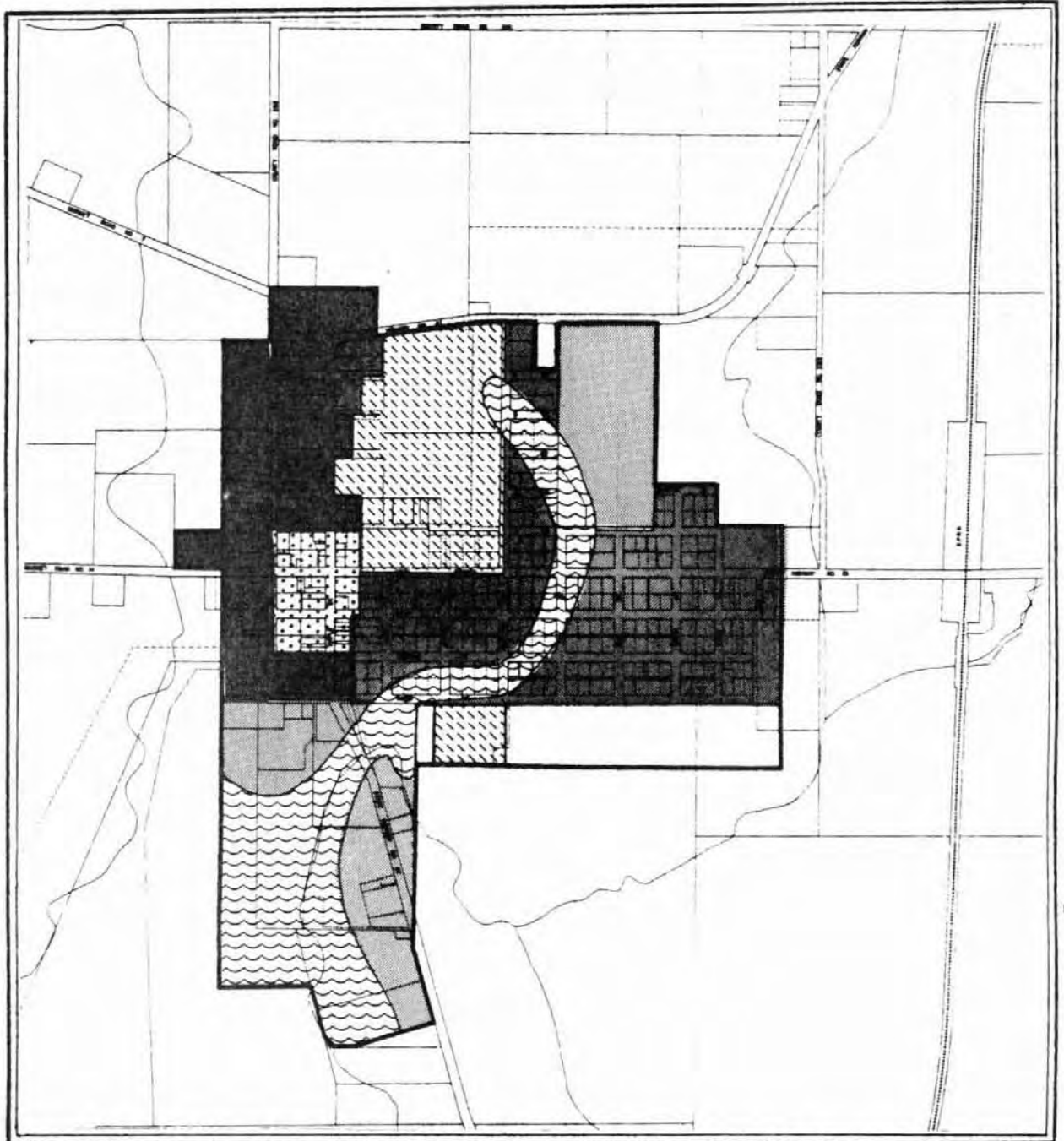
ALTERNATIVE URBAN GROWTH AREAS













YAMHILL PLAN MAP





YAMHILL ZONING MAP

RESIDENTIAL	COMMERCIAL	OTHER
 R-1	 C-3	 PF Public Facility
 R-2		 FH Flood Hazard
 R-3		

 North
 1.2" = 1/4 mi.

 Scale: 1" = 1085'

