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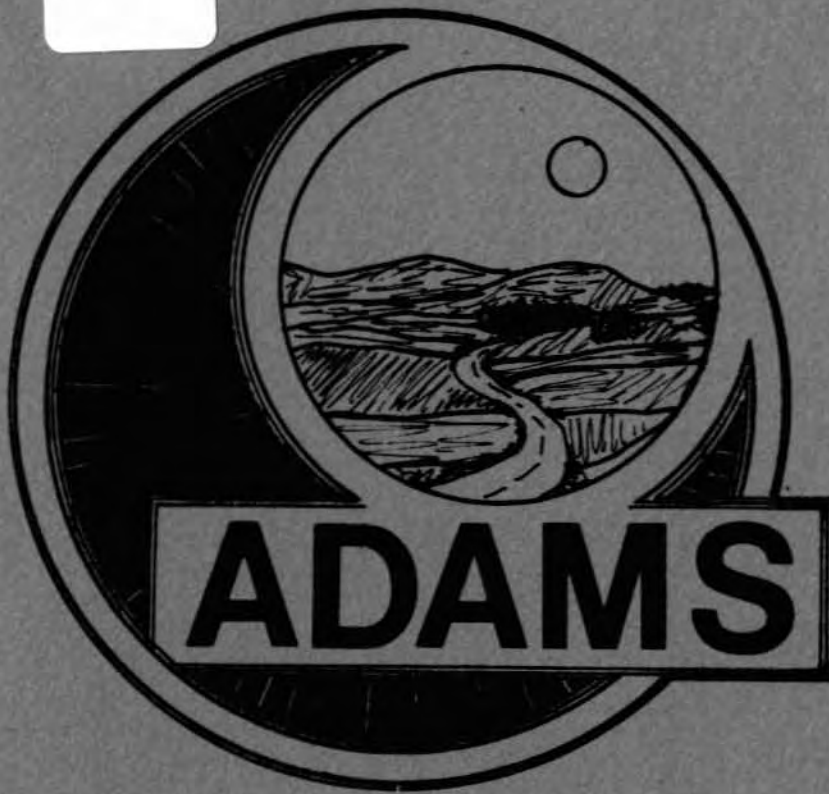
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COMPREHENSIVE PLAN

CITY OF ADAMS
COMPREHENSIVE PLAN

THE PREPARATION OF THIS DOCUMENT WAS
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ASSISTANCE GRANT FROM THE OREGON
DEPARTMENT OF LAND CONSERVATION AND
DEVELOPMENT.

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CITY OF ADAMS

COMPREHENSIVE PLAN PROGRAM

WORK FORCE 1976 TO 1979

CITY COUNCIL

Mayors: Lee Grimes, Cecil Rand
Members: Bernard Boyd Jerry Ingalls
 Mike Edmiston Bob Lewis
 Gordon Fischbacker Dave McNeie
 Clarence Gross Claude Price

COMMITTEE FOR CITIZEN INVOLVEMENT

Chairman: Don Lieuallen
Members: Ray Baumeister Joe Pikul
 Gordon Fischbacker Ken Tryon

CITY STAFF

City Recorders: Carroll Corder, Joe Pikul
City Treasurers: July Edmiston, Connie Pikul

CITY PLANNING STAFF:

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INTRODUCTION

INTRODUCTION

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

CITY OF ADAMS

An outgrowth of a railroad construction camp, the City of Adams was founded in 1883 and flourished brightly for merely a decade. Businesses established to serve the needs of a large winter construction camp on the Union Pacific old Spokane line served the needs of community development. A local real estate development company was created, a town-site was platted, and the City was named for the prominent farmer John F. Adams, upon whose ranch this new urban center was planned. While the railroad crews soon moved on, the surrounding country was being homesteaded, and Adams' businessmen catered to the new farmers' needs. Saloons, hotels, stores, and stables soon lined Main Street, and the population grew to over 500.

Competition for the rural market was keen from businessmen in Athena only five miles away, and nearby Pendleton as well. So when two or three stores, that of Reese and Redmond in particular, moved out of Adams, the City's prosperity waned quickly. The cycle of "boom-and-bust" hit Adams very hard and quite early in the history of the community. By 1890, only seven years after its founding, Adams' population had dwindled to only 300. A slow, steady decline ensued that peaked about 1940, when the population was only about 150. The solid line of store fronts was decimated until only four of the old commercial buildings remained by the 1970's. Houses burned and were not replaced. The school district consolidated with Pendleton in the 1960's, and the school was closed. Nevertheless, the City was not abandoned and assumed the function it has held to this day--that of a rural residential area for surrounding farms. Grain elevator, Agri-chemical and a grocery store provide the limited services available in Adams today. Of recent years the community has grown as new housing for ranch hands and farm family members has been provided. Also, a number of "outside" families have been attracted by Adams' rural character, and the City has developed a limited bedroom community function for other nearby towns.

The Adams of today is a rural farm community with large lots, gardens, and livestock. The community desires to retain this character. Community spirit has been subdued. People desire space, freedom, and as little interference as possible from neighbors and government. Consequently, the City harbors no aspirations of grandeur. Some residential growth is expected in Adams as a continuation of present trends, but the community is not actively seeking commuters or economic diversification. Provision of a wider variety of commercial services is the only major improvement most families would desire in the City. Adams is home, and they don't want to see it change.

THE FUNCTION OF THE COMPREHENSIVE PLAN

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

DEVELOPMENT OF THE COMPREHENSIVE PLAN

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

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

FINDINGS

INFORMATIONAL FINDINGS

Goal 1: CITIZEN PARTICIPATION

- * Active citizen involvement in the comprehensive planning effort has largely occurred via a Committee for Citizen Involvement set up by the City Council to work with the contracted professional planners.
- * Two community surveys were conducted during the planning program to obtain input and determine citizen needs, desires, and opinions. Approximately thirty persons participated in the community attitude survey.
- * A newspaper-sized copy of the Sketch Plan (draft Land Use Plan) with the draft Goals, Objectives, and Policies on the back was mailed out to all Adams residents in November, 1977. The complete draft Comprehensive Plan and Community Information Report were made available at the Adams Post Office. The Sketch Plan revisions were mailed out in May, 1978, and the revised Policies, etc., together with large maps of the Sketch Plan, were placed in the Post Office and grocery store.
- * The mail-outs generated considerable public discussion, and the planning effort seemed to have pleased most of the community as very little adverse comments were received.
- * The important community opinions identified by the surveys are as follows:
 - - Rapid growth of the community is not favored.
 - - A small, rural community is desired, one in which government costs and regulations are minimal and lots are large enough for a family to have a garden and some animals.
 - - The availability of some additional residential lots and rental accommodations is desired.
 - - Much of the community would like some additional commercial services provided in the city.
 - - "Economic expansion," ie. new industries, etc., is widely held to be unnecessary and undesirable.

Goal 2: LAND USE PLANNING

Planning Process

- * The City Council or Mayor authorizes permits for building within the city.
- * As the growth rate of Adams has been minimal in recent years, a planning commission, comprehensive plan, and development ordinances have not been thought necessary.
- * Oregon LCDC and new state laws made planning and the implementation of development controls mandatory, so Adams contracted with the Umatilla County Planning Department to provide a professional planner to help the City prepare the necessary documents.
- * The Adams Committee for Citizen Involvement has worked extensively with the two planners involved and has helped generate and has approved all materials contained within the Comprehensive Plan and the upcoming development control ordinances.
- * For the Plan, data inventories were prepared for various environmental and socioeconomic factors and are presented within the Community Information Report published in this document along with the Comprehensive Plan.
- * The Plan and Urban Growth Boundary were established based on the data inventories, citizen input, and coordination with other governmental agencies.

Land Use Pattern

- * Only one third of the area within the city limits is developed for urban use; the remaining two thirds of the land consists of wheat or alfalfa fields, pasture, or some related farm use.
- * Most of the urban development consists of low-density areas, with many small pastures and gardens scattered throughout the built-up area.
- * Public facilities such as the church, post office, fire station/city hall are lined up along Main Street, but there remains only one grocery store to represent the commercial function of the street.
- * A number of grain elevators and agribusiness concerns are located in an industrial area alongside the old Union Pacific right-of-way and Highway 11.

- * The residential and commercial/civic area is separated from the industrial tract and Highway 11 by a number of pastures and fields.
- * A cattle feedlot is located within the city limits just to the south of the built-up area.
- * There are numerous vacant building sites throughout the residential, industrial, and commercial/civic core areas.

Goal 3: AGRICULTURAL LAND

- * The soil types within the surrounding Adams are primarily prime Class I and II agricultural soils.
- * Much of the "non-developed" land within the city limits, but outside the built-up area, is in fact "developed" for various agricultural uses, primarily the raising of wheat.
- * The farmers in the non-developed portion of the city wish to continue farming these lands.
- * In light of the community attitude toward growth and the official population projections, most of the non-developed land will not be needed for urban purposes.
- * The city would like the farmland to remain within the city limits as it does contribute to the city tax base, which is not very large.
- * Approximately half the farmland in the city, namely that portion north and west of the built-up area, was platted many years ago as a residential addition to the community. Since little development has actually occurred, this platting cannot be considered as a commitment to residential use in the future. The site is presently a wheatfield and is placed under farm deferral. The area should be replatted according to modern subdivision design standards if development is indeed ever proposed.

Goal 4: FOREST LAND

- * This goal is inapplicable; the area climate is prairie-steppe.

Goal 5: OPEN SPACE. SCENIC AREAS, HISTORICAL AREAS, AND NATURAL RESOURCES

- * The low-density pattern of development leaves a great deal of private open space within the built-up area.

- * Wheatfields and pastures surround the residential area.
- * Certain areas along Wildhorse Creek are protected as open space within the city park, but much of the creek flows through private property, mainly farm.
- * The site of the city provides prime views of the scenic Blue Mountains and surrounding wheat country.
- * While there are no known or identified scientific, archaeological, or historic areas within Adams, certain buildings within the city are of historic interest. Of special note are the structures built with bricks from the old local brickyard, one of the earliest in the region.
- * The only significant energy resources in the area are the large number of sunny, cloudless days and fairly constant winds.

Goal 6: AIR, WATER, AND LAND RESOURCES QUALITY

- * The Adams water system has received approval from the U.S. Environmental Protection Agency.
- * The Oregon Department of Environmental Quality monitors the use and installation of septic tanks and drainfields which constitute the city's sole form of sewage disposal.
- * Stream pollution occasionally occurs in the area, mainly due to winter runoff from bare fields.
- * Some air pollution is experienced at times in the form of odor from the feedlots in and around the city.
- * The city and state together can require all discharges from existing and future development to be within the limits set forth in applicable state or federal regulations.

Goal 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

- * The wide Wildhorse Creek floodplain is the only identified natural hazard within the city. This feature precludes intensive development for much of the eastern portion of the city. Associated high water tables and low strength soils in certain portions of the floodplain further limit development.
- * The Hermiston and Walla Walla silt loams, which are the predominant soil types within the city, are generally quite suitable for septic tank drain fields.

Goal 8: RECREATIONAL NEEDS

- * The city has adequate park areas and recreational facilities to meet present and expected community needs.
- * The Little League ballfield is a great source of pride to the community, but it is not yet securely under city control.
- * The city park is sizeable for a small community and has recently witnessed several facility improvements.
- * Outdoor recreation activities such as hiking, horseback riding, skiing, camping, and fishing are amply provided for in the nearby Blue Mountains.
- * There are no special programs to handle the social and recreational needs of the senior citizens and handicapped persons. Rather, these persons are regarded as regular community members and are included in most functions. Special needs are covered on an individual basis by private parties.

Goal 9: ECONOMY

- * Adams functions primarily as a residential community for the surrounding farms, retired area residents, and some commuters that work in Pendleton or other nearby towns.
- * The city is too close to Pendleton and Athena to build up a sizeable commercial or agribusiness function at this time.
- * Some additional growth is expected in Adams, but the growth rate will remain slow.
- * The community has seen the departure of businesses, industries, and railroad service in the past thirty years.
- * There may be a sufficient market for additional commercial services within the community.
- * The most likely source of growth for Adams would be an influx of additional commuter families who desire to live in a rural community yet be fairly close to city jobs.
- * The community does not desire much growth, either in terms of new basic employment or residential development.

Goal 10: HOUSING

- * A housing survey was conducted during the summer of 1977 to determine housing needs and desires in the community.
- * A lack of apartments or smaller homes forces many retired couples to live in old houses much larger than they desire.
- * Most of the homes in the community are fairly old and maintenance and modernizing are and will continue to be major housing problems.
- * While most of the housing units are conventional houses, there are an increasing number of mobile homes.
- * Housing generally is low cost, with low taxes as well, thus making the area especially desirable for senior citizens on fixed incomes.
- * There are a large number of vacant residential lots within the existing built-up area of the city.

Goal 11: PUBLIC SERVICES

- * While water service is generally adequate at the present time, during very dry periods (usually July and August) serious drawdown in the community wells occurs. The city is seeking funds for a new well to provide a more secure water supply. Increased reservoir capacity and elevation would also be desirable.
- * Storm drainage is handled by the streets and creeks.
- * Police protection within the community is provided by a volunteer deputy of the Umatilla County Sheriff's Department.
- * Individual septic tanks and drainfields are used for sewage disposal within the community. Permits for septic tanks are issued by the Oregon Department of Environmental Quality and in general lot sizes of 1/3 acre or more are being required for single residences. Special provisions are made for development in the existing platted area.
- * No efforts are being made at the present time to develop a community sewer system. If the community remains small, there should be no need for such a system, which would be very expensive.
- * Other city services such as solid-waste disposal, recreation, etc. appear to be adequate to meet demand.

- * Adams is included in the Pendleton School District and all students are sent by bus to Pendleton schools. Adams had its own elementary school for many years, but this facility was closed after consolidation with Pendleton because of the small student population.

Goal 12: TRANSPORTATION

- * There is need to improve Highway 11 between Adams and Athena. Severe curves and an uneven road surface reduce visibility and create an unnecessary hazard.
- * Many of the city streets are unpaved, but in such a small, low-density community paving of all the streets may be an expensive luxury.
- * County and state roads provide the sole transportation access to the community and their continued availability and maintenance is essential.
- * There is a need for public transit between Adams and nearby communities, especially to help older residents reach destinations outside the city. The service that Quin-tra proposes to provide would be most beneficial.

Goal 13: ENERGY CONSERVATION

The following measures could conserve energy within Adams:

- * Protections of solar rights (via the zoning ordinance).
- * Greater use of shade trees and other vegetation around homes and businesses.
- * More efficient design of certain city services, such as water supply.

Goal 14: URBANIZATION

- * The community desires to retain its existing small, rural character and is therefore in favor of only slow to moderate growth within the city.
- * Official population projections indicate the city may well experience a population increase of 25% (60 persons) over the next twenty years, a rate of growth in keeping with community desires.

- * Adequate land exists within the present built-up area to provide housing sites for the projected population increase and any additional commercial businesses.
- * Future residential development will be mainly low-density due to the lot size requirements for septic tanks/drainfields.
- * An Urban Growth Boundary has been established in this Plan in accordance with State urbanization laws. The UGB defines the area within which the City can annex and urban development can be allowed.
- * The Adams Urban Growth Boundary was drawn with an aim toward keeping the city small and compact and protecting the valuable farmland within the city.

*THE
PLAN*

CITY OF ADAMS

COMPREHENSIVE PLAN

GOALS, OBJECTIVES, AND POLICIES

Goal 1: CITIZEN INVOLVEMENT

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

Objective

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

Policies

1. Establish the City Council as the planning commission for the City of Adams
2. Conduct community surveys to obtain public opinion and collect information for planning programs or decisions
3. Encourage citizen participation at City Council meetings
4. Distribute proposed Comprehensive Plan and Urban Growth Boundary changes for community review and comment

Goal 2: LAND USE PLANNING

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

Objectives

1. To insure orderly development in the city of Adams
2. To provide for a clean environment and encourage preservation of a quality environment
3. To provide opportunities for a variety of land uses to go along with increasing growth and demand for services
4. To determine the need for providing a planning commission to achieve planning goal, and implement plan

Policies

PLANNING PROCESS

1. Have the City Council review, place conditions, and approve or deny all development proposals within the city
2. Review the Comprehensive Plan at least once each year to bring it into compliance with changing local needs and new state laws
3. Amend the Comprehensive Plan only after serious consideration of the pros and cons of the issue and provision of adequate opportunity for public comment
4. Utilize the policies and information contained in the Comprehensive Plan as the basis for making decisions on community development issues
5. Implement zoning and subdivision ordinances and develop a capital improvement program to guide the physical development of the community according to the map and policies of the Comprehensive Plan

LAND USE POLICY FRAMEWORK

1. Encourage some further development of Adams but insure a slow to moderate rate of growth so as to preserve the small community character
2. Support the role of Adams as a rural residential community for the surrounding farms and nearby towns
3. Promote infill of the existing built-up area as the primary mode of future community growth
4. Accommodate acreage residential development alongside Wildhorse Creek to minimize flood damage potential
5. Set aside the Main Street area for any future commercial development, but continue to allow a mix of residential uses as well
6. Maintain the industrial district along the old railroad right-of-way as a site for future industrial and agribusiness uses
7. Accommodate farming within the city limits and prevent the development of scattered non-farm uses within the agricultural blocks
8. Should the designated farmland/potential expansion area ever be developed, insure a replatting of the original platted area to reduce the number of streets and provide more adequate lot sizes and shapes

Goal 3: AGRICULTURAL LANDS

To preserve and maintain agricultural land.

Objective

1. Preserve the agricultural land resources of the immediate and surrounding area

Policies

1. Set aside most of the existing farmland within the City Limits for continued agricultural use rather than urban development
2. Maximize the use of available land within urban growth area so as to take as little farmland out of production as possible
3. Utilize existing vacant parcels in and adjacent to the build-up area rather than expanding onto the agricultural lands
4. Recognize the legal status of the urban growth boundary drawn around the built-up area as separating residential, commercial, and industrial development from the surrounding agricultural area
5. Encourage Umatilla County to restrict non-farm development outside the urban growth area and city limits
6. Seek a contract with Umatilla County for the provision of Exclusive Farm Use Zoning for the agricultural lands within the City Limits

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

To conserve open space and protect natural and scenic resources.

Objectives

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

Policies

1. To conserve natural resource and unique site near Wildhorse Creek as a wildlife habitat area

2. To encourage buffer-open space between residential and agricultural land to protect from fire danger
3. To protect and preserve scenic views of the Blue Mountains for citizens in the community
4. To encourage multiple use of school facilities and public recreational needs
5. To encourage recognition of historic structures within community from original brick yard (Lowell's store, City Hall, old Oddfellow's building)

Goal 5: AIR, WATER, AND LAND RESOURCES QUALITY

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

Objective

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

Policies

1. To encourage buffer zone to protect residential areas from excessive dust due to farming
2. To recommend to county that new feedlot operations be located so as not to adversely affect existing communities
3. Require that all discharges from existing and future development be within the limits set forth in applicable state or federal environmental quality standards and regulations
4. Encourage new industries which would not have a significant detrimental impact on the local environment
5. Encourage continued study and improvement of agricultural practices to reduce water and wind erosion of the soil and pollution of streams by siltation and feedlot runoff

Goal 6: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

To protect life and property from natural disasters and hazards.

Objective

1. To discourage development in floodplains, natural drainageways on steep slopes and other hazardous areas.

Policies

1. To encourage a general clean up of Wildhorse Creek, and other natural drainage areas
2. Adopt a floodplain ordinance based on Federal standards to insure future development in the floodplain is designed to reduce damage generated by flooding

Goal 7: RECREATIONAL NEEDS

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

Objective

1. To build additional park and outdoor recreation facilities in order to meet recreational needs of residents and visitors as the community grows

Policies

1. To acquire long-lasting control of Little League park preferably by ownership
2. Further development of city park for picnic use and addition of tennis courts
3. To encourage expansion of park facilities across creek

Goal 8: ECONOMIC DEVELOPMENT

To diversify and improve the economy of Adams

Objectives

1. Business and industries with a sustained growth potential should be encouraged
2. The range of commercial enterprises should be expanded
3. A slow rate of growth and mixed population of varying age groups, incomes and lifestyles will be encouraged

Policies

1. To encourage availability of labor for farming needs
2. To encourage the introduction of a service station and auto repair shop in the community

3. To encourage location of a meat market within the community

Goal 9: HOUSING

To increase the supply of housing adequate to population growth and for the housing needs of the citizens of Adams.

Objectives

1. Provide a well-rounded supply of housing for the community
2. Utilize a flexible policy for locating housing types within the community

Policies

1. Encourage the development of a variety of housing types and residential lots within a wide range of prices
2. Adopt a zoning ordinance that is flexible regarding the location of various types of housing within the community, yet provides for review of new development by the Planning Commission
3. Encourage the planting of shade trees along streets and around individual houses and developments

Goal 10: PUBLIC FACILITIES AND SERVICES

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

Objectives

1. New development should occur in areas where public utilities are available before reaching out into areas that are not served and within urban growth boundary
2. To provide adequate maintenance for city water
3. The City of Adams will cooperate with agencies involved in providing and coordinating public services and consider pooling of city resources with public agencies to provide needed services within the community

Policies

1. To encourage slow growth, to not put heavy burden on city's capacity to provide services

2. To encourage provision for maintaining current fire department and providing dog catching services
3. To encourage continued availability of school and school facilities for public purposes
4. To plan public facilities, utilities and services to meet expected demand through development of capital improvement program
5. Extend water service only to areas adjacent to existing development and water mains
6. Evaluate the impact of proposed developments on municipal services

Goal 11: TRANSPORTATION

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

Objective

1. The development of good transportation routes (vehicular, pedestrian bicycle, etc.) between residential areas and major activity centers will be encouraged

Policies

1. To provide at minimum, graveled streets within the community
2. Encourage the re-routing of Greyhound to at least pass through the community

Goal 12: ENERGY CONSERVATION

To conserve energy and develop and use renewable energy resources.

Objective

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

Policy

1. To revise zoning ordinance to protect sun rights

Goal 13: URBANIZATION

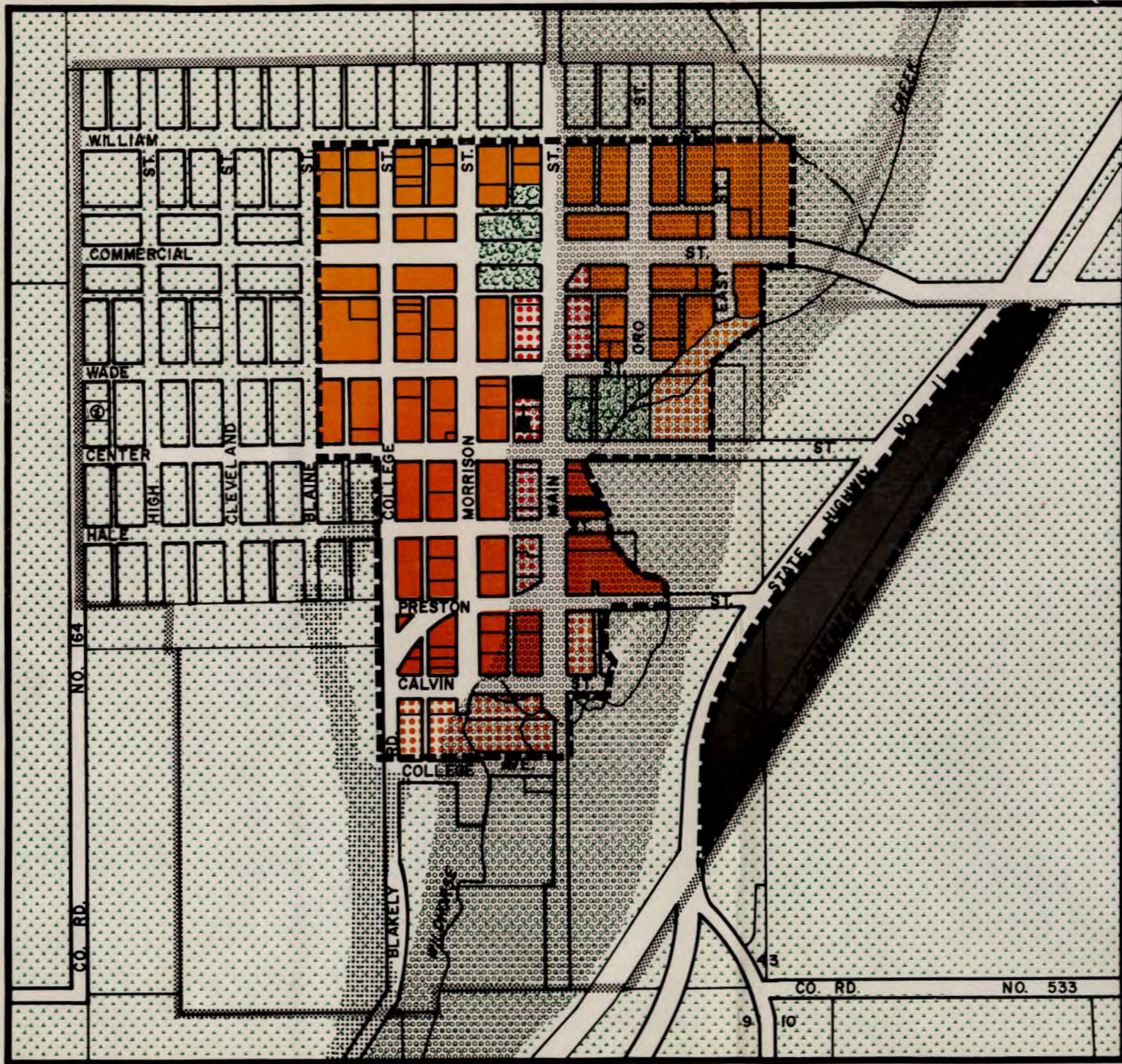
To provide for the orderly and timely conversion of rural land to urban use.

Objectives

1. Limit development of Adams within the existing city limits
2. Maintain a fairly compact form of development, such that existing farmlands can be kept intact
3. Encourage only a slow-to moderate rate of growth in the community

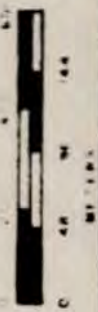
Policies

1. Retain existing city limits but utilize an Urban Growth Boundary that includes primarily only the build-up portion of the city area
2. For the short to medium term growth of the community, limit development to an infill of the built-up area
3. Set aside most of the farmland within the city limits as a potential expansion area outside the Urban Growth Boundary
4. Leave the option of further community growth and the development of the expansion area to the city residents of the future
5. Work jointly with Umatilla County when revisions to the Urban Growth Boundary or Comprehensive Plan are desired



LEGEND

-  **ACREAGE RESIDENTIAL**
-  **RESIDENTIAL**
-  **RESIDENTIAL / COMMERCIAL**
-  **COMMUNITY FACILITY**
-  **PUBLIC OPEN SPACE**
-  **AGRICULTURAL**
-  **INDUSTRIAL**
-  **FLOOD AREA**
-  **STEEP SLOPE ≥ 12%**
-  **CHURCH**
-  **CITY HALL**
-  **WATER TANK**
-  **URBAN GROWTH BOUNDARY**
-  **CITY LIMIT**



**PLAN MAP
CITY OF ADAMS, OREGON**

PLAN CORRECTIONS

1. Location of Sand Hollow Creek and the northeast corner Urban Growth Boundary.

Our original mapping indicated that Sand Hollow Creek was further away from the built-up area than on-site inspection indicated. When the City adopted the Comprehensive Plan, it was intended the Urban Growth Boundary would extend to the creek since it forms a natural barrier between the residential area and the wheat field. Since we had not yet accurately mapped the creek location, the urban growth boundary was drawn along property lines on the Plan Map. Recently we received new aerial photos of Adams and were able to map the creek. The urban growth boundary and creek have been adjusted to their proper locations on the accompanying map.

2. South College Street Area.

College Street was mapped as a through right-of-way between Blakely Road and South Main Street. The eastern half of this right-of-way is actually an inhabited parcel and the urban growth boundary was adjusted to follow the south property line.

3. Sand Hollow and Wildhorse Creek Floodplain:

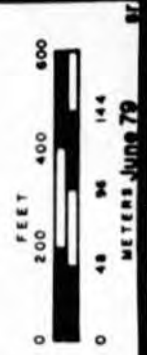
The City and staff questioned the 1974 Flood Hazard Boundary mapping for Adams. The Corps of Engineers was contacted and they prepared new mapping of the Sand Hollow Floodplain and provided copies of their Wildhorse Creek mapping of 1977. This new information has been sent on to the Federal Insurance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



REVISED FLOOD PLAINS



U.G.B. ADJUSTMENTS



PLAN CORRECTIONS
CITY OF ADAMS, OREGON

*GROWTH
REPORT*

ADAMS GROWTH REPORT

This growth report is a collection of data describing the existing land use of Adams, recent growth, growth problems and potentials, and the various growth areas of the community. It has been prepared to provide a better understanding of the Adams Comprehensive Plan and has been included as an appendix to the Plan document for easy reference. The following maps, tables, and texts have been included.:

Existing Development

Map 1: Present Land Use

Table 1: Adams Land Use Acreages--Present and Planned

Table 2: Housing Stock of Adams

Present Trends

Growth Potential

Map 2: Buildable Lands

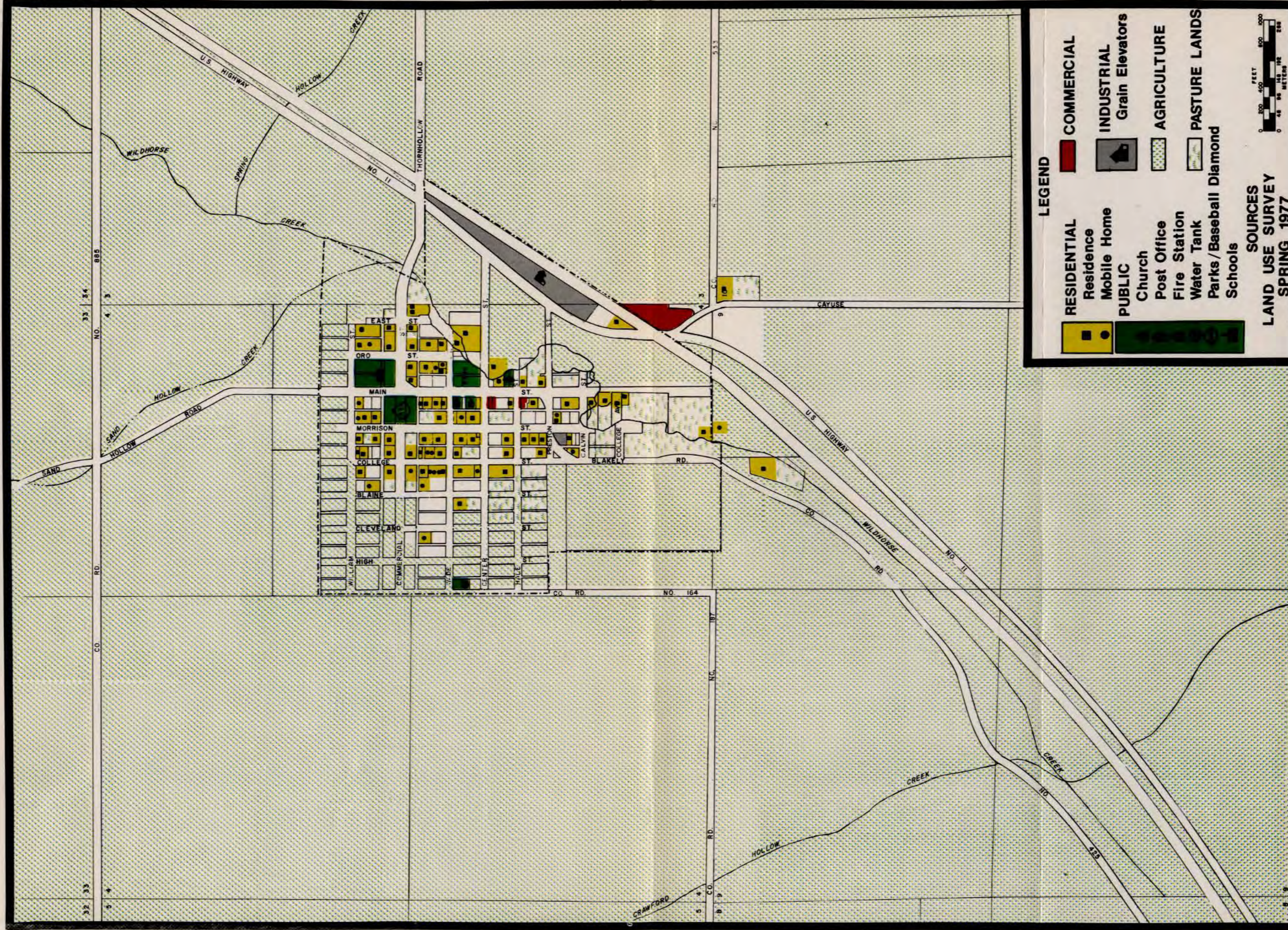
Table 3: Buildable Land Inventory

Buildable Lands Description

EXISTING DEVELOPMENT

The original townsite of Adams was platted in 1883, followed by Holdmans Addition and Holdmans West Addition in 1887 and 1888. Approximately 150 acres were platted for urban development, a reasonable amount given the rapid growth of the community in the 1880's. However, this area was never fully developed even before the decline of Adams set in by 1890, and after the loss of important businesses, the following 90 years has seen a gradual contraction of the size of the built-up area. Nearly half of the original townsite plat was vacated in 1959, and today only 50 acres of platted area are committed to non-farm development. Nearly all of Holdmans West Addition and the northern portion of Holdmans Addition are covered with wheat fields and summer fallow. Platted streets that have never seen asphalt support bounty crops of wheat and peas.

The Adams of today is a very low-density residential community. Only about 2 homes exist for every acre of built-up area, even excluding the industrial zone east of town. Most of the homes have been built in the northern half of the town, clustered around the old school site, parks, and the City Hall. The gentle slopes and uplands west of Wildhorse Creek have been the favored area for much of the community development. The once-proud column of storefronts lining Main Street has been reduced to City Hall, the small Community Church, old library, post office, and a grocery store. Pastures, gardens, farm buildings, and vacant lots are scattered throughout the built-up area. The grain elevators and Agri-Chem facility that



LEGEND

	RESIDENTIAL		COMMERCIAL
	Residence		INDUSTRIAL
	Mobile Home		Grain Elevators
	PUBLIC		AGRICULTURE
	Church		PASTURE LANDS
	Post Office		Parks/Baseball Diamond
	Fire Station		Schools
	Water Tank		

SOURCES
 LAND USE SURVEY
 SPRING 1977

0 100 200 300 400 500
 FEET
 0 45 90 135 180
 METERS

PRESENT LAND USE CITY OF ADAMS, OREGON



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

<u>Land Use Type</u>	<u>Present Acreage</u>	<u>Planned Acreage</u>
Farmland	145.7	138.4
Residential	41.8	58.4
Commercial	.6	2.0
Parks and City Hall	6.3	6.3
Industrial	9.0	18.9
Undeveloped (small pastures, gardens, vacant)	24.6	-
TOTALS	228.0	228.0

TABLE 2: HOUSING STOCK OF ADAMS

<u>Housing Type</u>	<u>units</u> <u>1973</u>	<u>added</u> <u>73-79</u>	<u>units</u> <u>1979</u>
Single-family house	63	1	64
Duplex units	2	-	2
Single-wide mobile homes	9	14	23
Double-wide mobile homes	-	6	6
TOTALS	<u>74</u>	<u>21</u>	<u>96</u>

28% growth in the housing stock from 1973 to 1979

constitute Adams' industrial base are lined up along the abandoned Union Pacific R.O.W. and Highway 11 one quarter mile east of the rest of town. A small feedlot, pastures and irrigated fields occupy the Wildhorse Creek valley floor between the town and industrial areas. Wheatlands surround the town.

Most of the housing stock of Adams is comprised of older single-family houses, many in rather poor condition. With the exception of one new house, all the new dwellings in Adams are mobile homes. Out of 96 homes in Adams, nearly one third are mobile homes. There are no apartment developments in Adams; however, mobile homes and older homes fill the need for low-cost housing. A mobile home park has been developed by Charlie Ingalls in the last few years to provide rental space for temporary stays. The park contains small spaces for eight mobile homes and has few amenities. The one duplex is actually the old Adams School, which was purchased by a family in 1978. They have developed two dwelling units in the lower floor area.

Many of the residents in Adams are elderly and the low taxes, low utility rates, and the low housing costs are very important for the many families on fixed incomes. Most of the other residents are farm families whose fields are nearby or ranch workers for the large Davis and Barnett-Rugg farming operations. A small number of persons commute to work in Pendleton, 13 minutes away.

PRESENT TRENDS

The introduction of irrigation on nearby farms, the development of several large ranch operations, and the introduction of new crops has increased the demand for ranch workers in the Adams area. The City of Adams has been a favorable location for ranch workers housing, and, in fact, the Davis Ranch owns several homes in town. These developments in the agricultural industry seem to have been the main impetus to the growth in population and housing stock Adams has experienced in the past three decades. Adams has not attracted many commuter families even though Pendleton is so close, largely due to the lack of a local school, unavailability of land to "outsiders," and a lack of commercial facilities and a sewer system.

As noted earlier, the community had become a residential area for the surrounding farms early on in its life. This function has been maintained to this date. Retired family members, young family members, and ranch hands have all located in town to be close to the farms. Farm families control much of the land in the built-up areas, and while lots are often made available for family members, building sites in Adams are rarely put on the open market. Larger ranches also often snap up land that is for sale before it is ever advertised or listed, using the sites for rental dwellings

for their ranch hands. So farming, both then and now, is the primary factor in the development of Adams.

GROWTH POTENTIAL

The Adams community does not desire much growth or change for the City. Most residents feel there will undoubtedly be some additional new housing in Adams and this is quite acceptable. There are an estimated 48 vacant building sites within the built-up area that could potentially be made available over the coming years. There will be a demand for additional farm-related housing, as a continuation of present trends. Adams does not expect to draw in much new industry that might create additional housing needs. New industry will probably be farm-related and rather service-commercial in nature, similar to the existing industries in Adams.

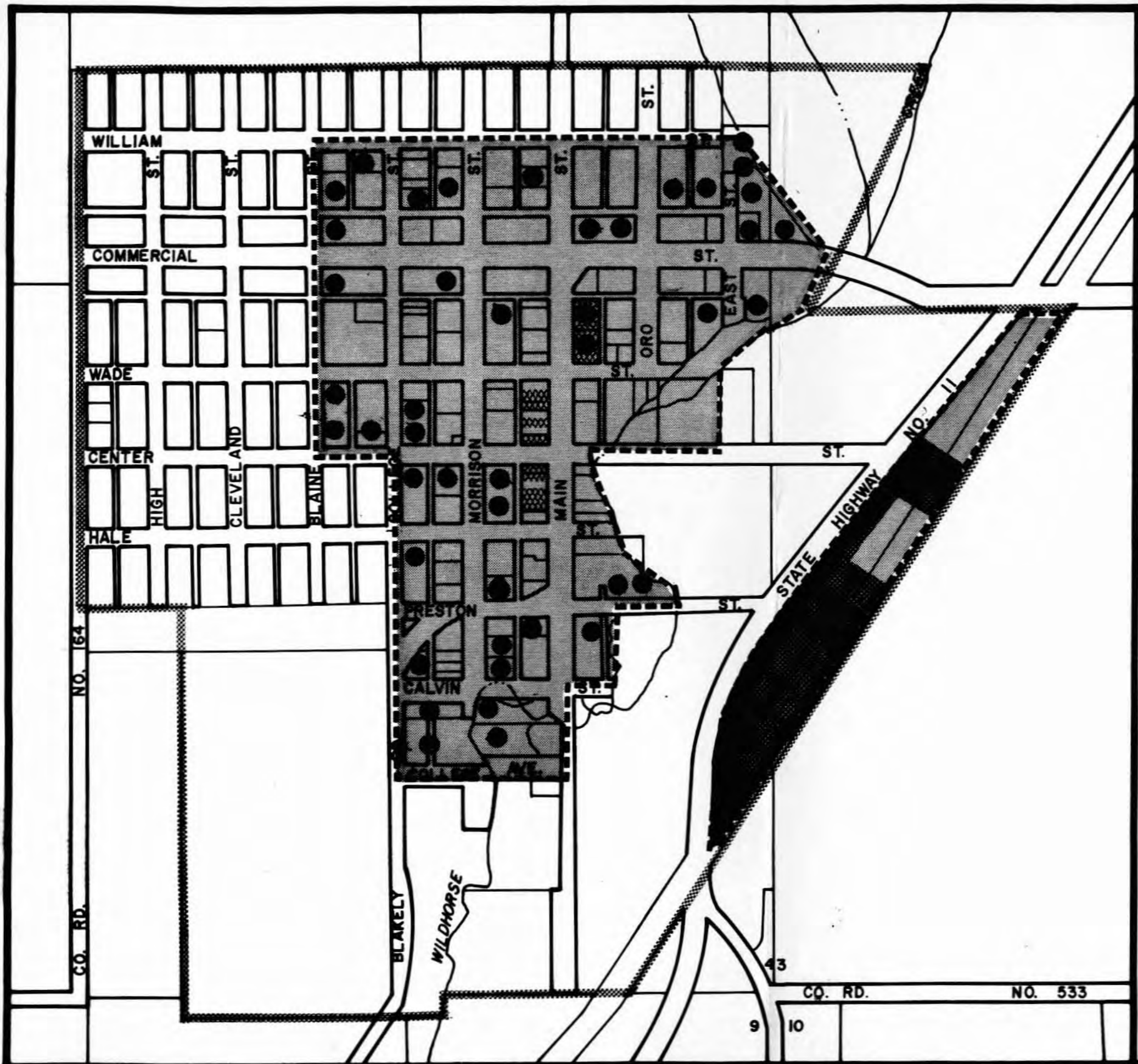
Official population projections call for an additional 60 persons in Adams by the year 1995. This rate of growth is in keeping with community desires, and the additional families could easily be accommodated within the existing built-up area. In fact, the City could accommodate an additional 125 persons without using more than seven acres of farmland outside the Adams townsite.

Since the farmers philosophy in the Umatilla County wheat belt is to acquire more land rather than sell, there is little probability that farmlands within the City would be made available for development unless some major unforeseen industrial or agricultural development were to locate near Adams. These factors in mind, the City decided to draw in the Urban Growth Boundary around the existing built-up area and industrial zone and designate the farmlands for continued agricultural production.

A minimum parcel size of 13,000 square feet (3 platted lots) has been established for Adams to provide adequate room for septic tanks and drainfields. This is the bare minimum the Department of Environmental Quality has allowed in recent years. The lack of a sewer system necessitated this low-density form of development and limits the growth of the town. Since the soils are conducive to septic tanks and growth expectations are small, a massive \$600 thousand investment in a sewer system is not essential.

BUILDABLE LANDS INVENTORY

Most of the potential residential building sites within Adams are in platted neighborhoods already provided with City water and open streets. Many are currently used as small pastures or vegetable gardens; however, perhaps half the sites are simply vacant weed-covered lots. Availability of sites has not been too much of a problem for local people. At present, several large landowners have vacant sites that could be utilized. Many of the sites will be used as rentals for ranch hands, but some sites may also be sold. In short, the City does not anticipate a land availability problem.



- POTENTIAL HOMESITES
- ▤ URBANIZABLE AREA
- ▨ COMMERCIAL
- INDUSTRIAL
- ⋯ CITY LIMITS



BUILDABLE LANDS CITY OF ADAMS, OREGON

TABLE 3: ADAMS BUILDABLE LANDS INVENTORY

RESIDENTIAL AREAS

UNDEVELOPED PLATTED AREAS

12.7 acres

PLATTED AND UNPLATTED FARM LAND ALONG WILDHORSE AND SAND HOLLOW CREEKS

7.3 acres

PLATTED AREAS IN THE RESIDENTIAL-COMMERCIAL ZONE ALONG MAIN STREET (FOR EITHER BUSINESSES OR RESIDENCES)

5.4 acres

POTENTIAL RESIDENTIAL LANDS ACCOMMODATING 48+ BUILDING SITES

25.4 acres

COMMERCIAL SITES

UNDEVELOPED PLATTED AREA

2.0 acres

DEVELOPED RESIDENTIAL AREA

3.4 acres

POTENTIAL COMMERCIAL LANDS ALONG MAIN STREET

5.4 ACRES

INDUSTRIAL SITES

VACANT LAND ALONG HIGHWAY 11

9.9 acres

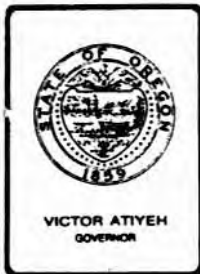
There are several vacant lots along Main Street that could be used for either commercial or residential purposes. In all, there are 5.4 acres of land designated for potential added Commercial uses. If this area were fully utilized, 3.4 acres of existing residential area (8 houses) would have to be re-developed. Most likely, only two or three lots near the existing grocery store will ever be used for new businesses, but the flexibility is there to accommodate more development if needed.

In terms of industrial expansion there are almost ten acres of vacant land within the industrial zone between Highway 11 and the Union Pacific R.O.W. Although there is no longer any rail service, access to a major through route is quite good. The sites are all fairly level and are elevated well above the floodplain. The entire south half of this area is vacant (approximately seven acres). The site is well suited to additional agriculture-related businesses.

DOCUMENTS

LOCAL

Adams
(1979 a)



Department of Land Conservation and Development

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

December 18, 1979

ACKNOWLEDGED PLAN MATERIAL

The Honorable Cecil Rand
Mayor, City of Adams
Adams, OR 97810

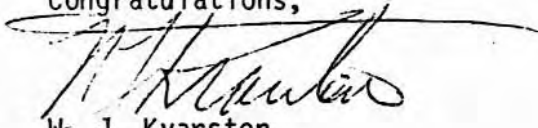
Dear Mayor Rand:

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

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

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

Congratulations,


W. J. Kvarsten
Director

Enclosure

WJK:RE:lzm

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

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

IN THE MATTER OF THE CITY OF
ADAMS COMPREHENSIVE PLAN
AND IMPLEMENTING MEASURES

)
)
)

COMPLIANCE ACKNOWLEDGMENT
ORDER

On July 17, 1979 the City of Adams, pursuant to ORS Ch. 197.251(1) (1977 Replacement Part), requested that its comprehensive plan and implementing measures, consisting of the Comprehensive Plan, adopted May 23, 1978 and Umatilla County #78-6, July 19, 1978; Information Report November 1977; Zoning Ordinance #129, March 12, 1979; and Subdivision Ordinance #128, October 9, 1978; be acknowledged by the Land Conservation and Development Commission in compliance with the Statewide Goals.

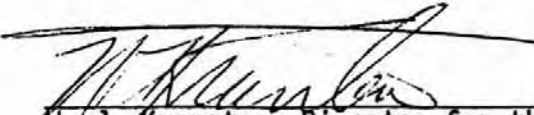
The Commission reviewed the attached written report of the staff of the Department of Land Conservation and Development on December 6, 1979, regarding the compliance of the aforementioned plan and measures with the Statewide Planning Goals. Section IV of the report constitutes the findings of the Commission.

Based on its review, the Commission finds that the Adams Comprehensive Plan and implementing measures comply with Statewide Planning Goals adopted by this Commission pursuant to ORS Ch. 197.225 and 197.245.

Now therefore be it ordered that:

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

DATED THIS 18th DAY OF December, 1979.



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

LAND CONSERVATION AND DEVELOPMENT COMMISSION
ACKNOWLEDGMENT OF COMPLIANCE

City of Adams

DATE RECEIVED: July 17, 1979 DATE OF COMMISSION ACTION: December 6-7, 1979

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

II. SUMMARY OF RECOMMENDATIONS:

A. Staff:

Recommends the Commission acknowledge the City of Adams' comprehensive plan and implementing measures to be in compliance with the Statewide Planning Goals.

B. Local Coordination Body:

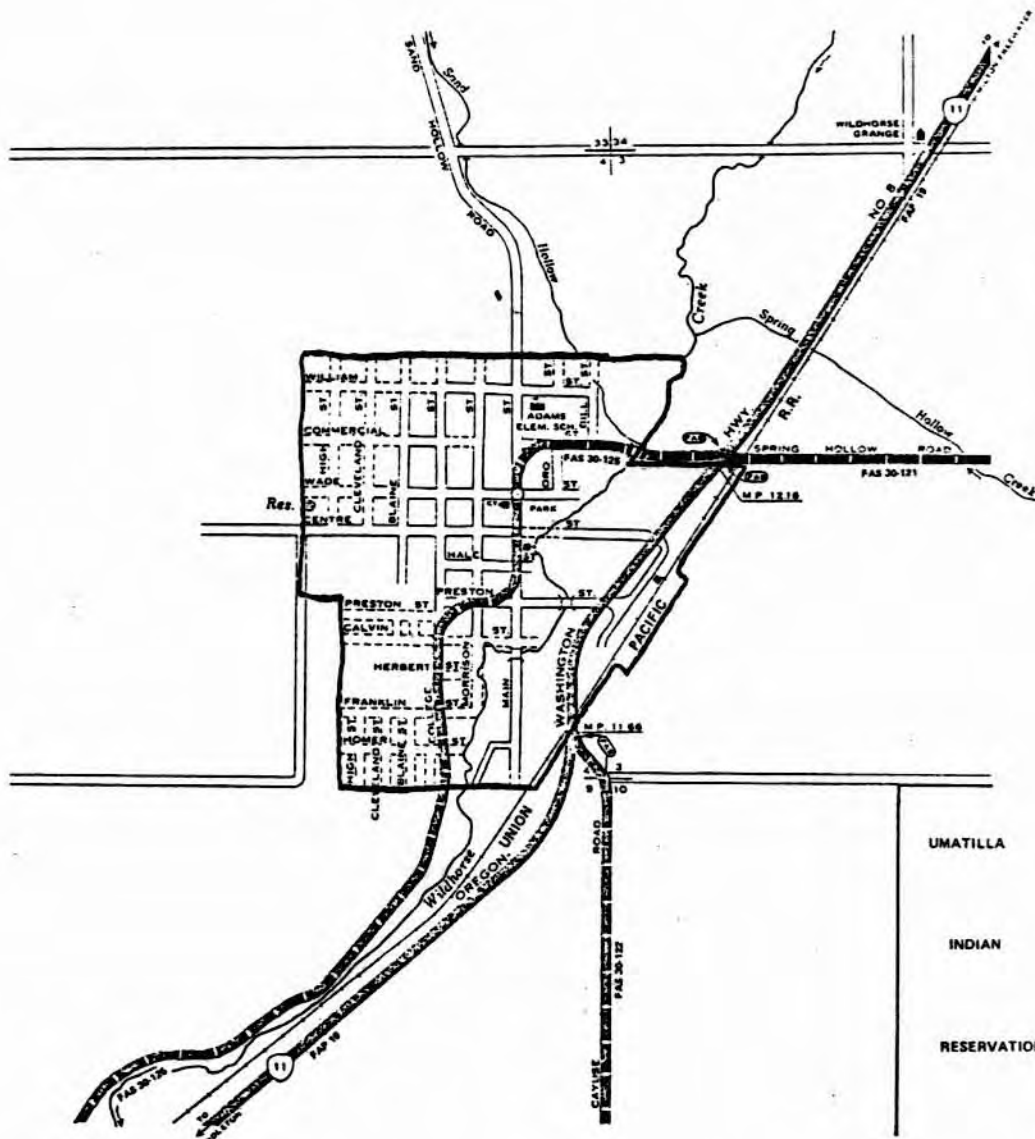
Recommends acknowledgment.

FIELD REPRESENTATIVE: Jim Kennedy
Phone: 963-2918

LEAD REVIEWER: Ronald Eher
Phone: 378-5454

COORDINATOR: Jeri Cohen
Phone: 276-6732

Date of Report: November 21, 1979



T 34 N R 34 E W.M.

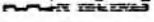
ADAMS

UMATILLA COUNTY, OREGON

PREPARED BY THE
OREGON STATE HIGHWAY DIVISION
IN COOPERATION WITH
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

Population 220

Scale = feet



Revised November 1972

LEGEND

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

III. BACKGROUND INFORMATION:

A. GEOGRAPHY:

Adams is located in Umatilla County, approximately 15 miles northeast of Pendleton. Its economy is based on agriculture, primarily wheat production.

B. GOVERNING BODY:

Mayor and six-member city council.

C. POPULATION:

- 1979 - 255
- 1975 - 240
- 1970 - 219
- 1960 - 192
- 1950 - 154
- 1940 - 169

D. PLAN AND IMPLEMENTING MEASURES:

- Comprehensive Plan: Adopted May 23, 1978
- Zoning Ordinance: Adopted March 12, 1979
- Subdivision Ordinance: Adopted October 9, 1978

E. CITIZEN INVOLVEMENT INFORMATION:

Independent Committee for Citizen Involvement; approved Citizen Involvement Program, June 18, 1976.

F. COMPLIANCE STATUS:

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

IV. FINDINGS:

A. General Overview

The City of Adams is a residential community for the surrounding agricultural area. The comprehensive plan, zoning and subdivision ordinances are the first ever prepared by the community. Adams has established its UGB inside the existing city limits. The developed part of town includes about 85 acres and can accommodate the City's limited future growth needs. The remaining land in town (145 acres) is zoned for Exclusive Farm Use. Overall, the plan and ordinances are sound and workable.

B. Goal Compliance

1. Citizen Involvement: (Goal 1)

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

The plan contains policies for the continuation of the Citizen Involvement Program in all phases of the planning process (Plan p. 10).

Conclusion: The City of Adams complies with Goal 1.

2. Land Use Planning: (Goal 2)

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

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

The Plan (p. 10) includes a policy to annually review and update the Plan.

Conclusion: The City of Adams complies with Goal 2.

3. Agricultural Lands: (Goal 3)

Not Applicable.

4. Forest Lands: (Goal 4)

Not Applicable.

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

The plan includes an inventory of the applicable Goal 5 resources including open space, scenic views, energy resources and fish and wildlife habitat, (Info. Report pp. 19-26.).

Plan policies encourage the protection of these resources (Plan, pp. 11-12). The zoning ordinance (Section 2.93 Alteration of Watercourses, 3.20 Landscaping, and 3.30 Grading and Drainage) and the subdivision ordinances (Section 4.1(4) Character of the Land, 4.8 Parks and Recreation Uses, and 4.9 Preservation of Natural Features and Amenities) include provisions to implement these policies.

In addition, the Plan notes that there are no officially identified historic buildings in Adams, but several buildings are of local interest because they were built with bricks from the old city brickyard, (Plan, p. 4).

Plan Objectives and Policies State (p. 12):

Protection of archeological and historic sites, structures and artifacts will be encouraged, and

To encourage recognition of historic structures within community from original brickyard (Lowell's store, City Hall, old Oddfellow's building).

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

Conclusion: The City of Adams complies with Goal 5.

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

The plan (Information Report p. 26) includes a general discussion of air, water and land quality. Plan policies require that all discharges from existing and future development meet state and federal standards and regulations, encourage clean industries and improved agricultural practices to reduce water and wind erosion (Plan, p. 12).

The Industrial Zone (Section 2.84) permits the prohibition of a use because of noise, dust, smoke, gas, or odors. The review of conditional uses must also consider potential noise and odor problems and potential negative impacts to both neighboring parcels and the surrounding area in general. (Sections 4.41 and 4.42).

Conclusion: The City of Adams complies within Goal 6.

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

Wildhorse Creek runs through the eastern part of the City. This creek has a flood plain, (Information Report p. 24 and Plan map p. 22). Detailed information on slope and soils limitations is also included (Information Report pp. 22-24).

The Plan includes a policy to establish a flood plain ordinance in order to insure future development is designed to reduce flood damage (Plan p. 13). The zoning ordinance (Section 2.90) includes a Flood Hazard Overlay district to implement this policy and to ensure that construction in flood plain areas meets Federal Flood Insurance standards. The subdivision ordinance also implements the hazard policies (See Section 4).

Conclusion: The City of Adams complies with Goal 7.

8. Recreational Needs: (Goal 8)

The City has inventoried park and recreational facilities which include a lighted Little League field and a park. Other facilities in the area are also noted, (Information Report pp. 34).

Public open space and parks are designated on the plan map and the plan includes policies addressing future recreational needs, (Plan p. 13).

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

Conclusion: The City of Adams complies with Goal 8.

9. Economy of the State: (Goal 9)

Adams functions as a residential community for the surrounding farms, retired area residents and also serves as a bedroom community for Pendleton and the Milton-Freewater areas (Plan, p. 5). Economic and employment activities are also analyzed, (Information Report pp. 42-43).

Plan policies are to encourage business and industries with sustained growth potential, encourage a slow rate of growth, and encourage the location of a service station, auto repair shop, and meat market in town (Plan pp. 12-13).

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

Conclusion: The City of Adams complies with Goal 9.

10. Housing: (Goal 10)

Buildable Lands:

The City has completed a general survey covering housing stock, conditions and trends, (Information Report pp. 29-32). Adams has 96 dwelling units, most of which are single family dwellings. Mobile homes comprise 26% of all housing. The Plan states that there are no apartment in Adams and that mobile homes and older conventional homes fill the need for low-cost housing. The majority of new housing in Adams since 1973 has been mobile homes (Plan pp. 26-27).

The Adams city limits includes 228 acres with about 85 acres in the developed area and the rest being actively farmed. There are approximately 48 vacant buildable sites for housing on 25.4 acres inside the developed area. The determination that vacant sites were buildable took into account space for septic tanks, roads and other urban requirements (Plan, pp. 28 and 30).

Buildable lands are described and mapped (Plan pp. 32-40) and acreage figures provided. With an estimated population increase of 60 people, the City projects a need for an additional 24 housing units at 2.5 people/unit (Information Report p. 48). There is adequate vacant building space for about 125 people in Adams (Plan p. 28). No specific projection of need by type is provided.

Plan Policy and Implementing Measures:

Plan policies encourage a variety of housing types at a wide range of prices and the adoption of a flexible zoning ordinance which provides for these housing types (Plan p. 14).

The City has one residential zone now in use which is the General Residential Zone (R-GEN). Single family dwellings, double-wide mobile homes, and duplexes are allowed outright in this zone as well as the Residential-Commercial Zone (R-Com (Section 2.40 and 2.70). There is also a Mobile Home Park zone and Apartment zone which only allow for these uses (Section 2.50 and 2.60). No land is presently covered by these zones but land will be rezoned should these types of development be proposed.

Conclusion: The City of Adams Complies with Goal 10.

Adams has identified its buildable lands and determined that adequate amounts are available and designated to meet its housing needs. Mobile homes are now providing for the majority of Adams' new housing starts and are allowed outright in all the City's residential zone. Although Adams has not projected its housing needs by type it is clear that the City's Plan adequately provides for the 24 needed housing units.

11. Public Facilities and Services: (Goal 11)

The Plan has surveyed all urban facilities and services provided to the community and found them adequate. These include schools, police and fire, health, sewer and water systems, storm drainage and solid waste, and energy and communication services (Information Report pp. 33-38 and Plan p. 6). The City's water supply comes from two wells and a third one is planned. There is no sewer system and there are no plans to build one. All development requires septic tank permits from DEQ (Plan, p. 6).

Zoning Ordinance (Section 3.42) and the Subdivision Ordinance (Sections 4.4 and 4.5) require that new development be connected to city water systems and have an approved sewage disposal system.

Conclusion: The City of Adams complies with Goal 11.

12. Transportation: (Goal 12)

The plan includes information on highway, road and street conditions, rail lines, air service and public transit for seniors and handicapped persons, (Information Report pp. 35-36). The Zoning Ordinance (Section 3.60) includes

parking standards, and the Subdivision Ordinance (Sections 4.1, 4.2, and 4.10) requires compliance with state highway connection standards, sets street and road design standards and allows the City Council to require the installation of bicycle lanes.

Conclusion: The City of Adams complies with Goal 12.

13. Energy Conservation: (Goal 13)

The plan notes that solar energy has great potential in Adams and that other conservation methods are available (Information Report pp. 26-27). Plan policies are included to encourage energy conservation and to revise zoning ordinance to protect sun rights (Plan, p. 15). The Zoning Ordinance (Section 3.22) requires the planting of shade trees in order to reduce energy consumption for summer cooling and winter heating.

Conclusion: The City of Adams complies with Goal 13.

14. Urbanization: (Goal 14)

The City of Adams and Umatilla County have jointly adopted an urban growth boundary and the County has adopted the agriculture plan designation for the area between the UGB and the city limits (Plan Map and County Ordinance #78-6).

The City's present population is about 255 and there are 228 acres inside the city limits. The UGB is inside the city limits and only includes about 85 acres (Plan, p. 5). As noted under Goal 10, Adams has adequate amounts of land in its developed area to meet its housing needs. Industrial and commercial lands have also been set aside. All these areas are described and mapped (Plan, pp. 28-31). The remaining land in the City is designated as agriculture and is zoned for Exclusive Farm Use. The plan includes agricultural land policies for their management and protection.

Plan policies limit growth to the infill of the developed area inside the UGB and set aside the farmland inside the city for farm use as a potential future expansion area (Plan p. 16).

Conclusion: The City of Adams complies with Goal 14.

The City of Adams and Umatilla County have jointly adopted an urban growth boundary. The establishment of the boundary took into account the seven factors set forth in the goal.

C. Comments Received:

The following parties have provided statements on this acknowledgment request:

<u>Agency/Party</u>	<u>Position</u>
OBPC	Comments *
ODOT	Comment *
FHA	No Objection
Coordinator	Acknowledge *

*Letters Attached

D. Overall Conclusion:

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

V. RECOMMENDATION:

A. Staff:

Recommends the Commission acknowledge the City of Adams' comprehensive plan and implementing measures to be in compliance with the Statewide Planning Goals.

B. Coordinator:

Acknowledge

VI. COMMISSION ACTION: (December 6, 1979)

Acknowledge the City of Adams' comprehensive plan and implementing measures as in compliance with the Statewide Planning Goals.

JBK:cz

hand deliver

OREGON BUSINESS PLANNING COUNCIL

1178 CHEMEKETA, N.E.

SALEM, OREGON 97301

PHONE (503) 370-8112

STAFF:

KATHERINE KEENE
Planning Director

DAVID S. HILL
Natural Resources
Director

October 2, 1979

DEPARTMENT OF
LAND CONSERVATION
AND DEVELOPMENT

1979
2:15
SALEM

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

Attention: Ron Eber

Dear Mr. Kvarsten:

The Oregon Business Planning Council has reviewed the Comprehensive Plan and implementing ordinances submitted by the City of Adams in support of its request for acknowledgment of compliance. We offer the following comments regarding our interest in the plan and ordinances.

1. We believe this small City has done an adequate job in developing their plan and ordinances. This is noteworthy because this is the City's first community-wide land use planning effort. It does not seem probable that pressures for growth will be strong during the planning period. We do note, however, that the City's proximity to Pendleton and Milton-Freewater make it susceptible to overflow residential growth from these larger cities.
2. The documents submitted contain a housing inventory by type, but the follow-up step of projecting housing needs and land by type is not taken. Goal 10 compliance is not necessarily threatened, however, because the community is small and only 24 additional dwelling units are projected to the year 2000. It seems inappropriate to designate land for apartments if only 6% of the 24 projected units (1.44 units) are expected to be apartments.
3. The City has no sewer system and relies on DEQ for septic tank approvals. In recognition of the lack of a sewer system, the plan calls for slow growth.

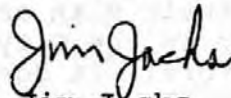
While water service is generally adequate at the present time, the community wells experience draw down problems during long dry periods. The City is seeking funds for a new well to provide a more reliable water supply.

4. The zoning ordinance establishes a single purpose zone for apartments. "The zone is to be applied anywhere outside the downtown area when development of apartments is desired" (p. 11, Section 2.51). It seems that if the dimensional and development standards in Sections 2.54 and 2.55 are met, a proposed apartment site would be rezoned R-APT by the City Council automatically. The zoning Ordinance is not clear on this, however. Section 2.51 says, "Proposed apartment sites will be rezoned R-APT at the discretion of the City Council following a public hearing" (emphasis added). This seems to indicate that City council approval of apartments is discretionary or on an ad hoc basis. This seems to conflict with Goal 10 compliance.

5. In conclusion, we believe the Plan and ordinances are appropriate for the City of Adams considering its size, location and potential for growth. We do recommend, however, that the discretionary provision regarding City Council approval of R-APT rezone requests be deleted.

Thank you for the opportunity to comment.

Sincerely,



Jim Jacks
Associate Planning Director

JJ:paw

cc: Cecil Rand, Mayor
Steve Randolph, Planner
Jeri Cohen, Coordinator
Jim Kennedy, Field Representative



To: Ron

Department of Transportation

TRANSPORTATION BUILDING, SALEM, OREGON 97310

October 10, 1979

IN REPLY REFER TO
FILE NO.: PLA 16-9

Cecil Rand, Mayor
City of Adams
City Hall
Adams, OR 97810

Dear Mayor Rand:

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

On page 7 under Goal 12, Transportation, you state "there is a need to improve highway alignment between Adams and Athena. Severe curves and an uneven road surface reduce visibility and create an unnecessary hazard." According to our records, this section of highway has a lower accident rate than the statewide average.

The five-year average accident rate for rural highways in Oregon is 1.82 accidents per million vehicle miles. State Route 11, which is a rural primary highway between Adams and the Athena-Holdman Highway Junction, has an average five-year rate of 1.35 accidents per million vehicle miles. This section of highway excluding connections to Adams and Athena has a rate of about 1.0 accidents per million vehicle miles. We can understand your interest and concern to have this section of highway improved. As funds become available this section of highway will be given equal consideration with other similar sections of highway throughout the state for upgrading and improvement.

We would like to be involved in future updates of the plan and ordinances. It will be helpful if you direct information on possible future plan revisions to George Strawn, our Transportation Planning Representative, and Cindy Murphy, our Parks Planning Representative. We would also appreciate your sending George notice of

Mayor Rand
October 10, 1979
Page 2

zone changes and subdivision approvals along state highways and ask that you send similar notices to Cindy when they affect state parks facilities. Addresses and phone numbers of our representatives are enclosed.

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

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

Sincerely,

ORIGINAL SIGNED BY
R.E. ROYER

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

Enclosure

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

RE

UNITED STATES DEPARTMENT OF AGRICULTURE DEPARTMENT OF
FARMERS HOME ADMINISTRATION LAND CONSERVATION
Room 1590, Federal Building, 1220 SW 3rd Avenue
Portland, Oregon 97204

October 24, 1979

SALEM

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

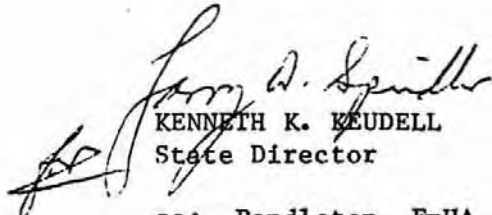
RE: Review of Comprehensive Plan and Ordinances
City of Adams

Dear Mr. Kvarsten:

Farmers Home Administration has reviewed the comprehensive plan and ordinances for the City of Adams and has no objections to the Oregon Land Conservation and Development Commission's acknowledgement of the comprehensive plan and ordinances. We find no conflict with Farmers Home Administration policies, or with our plans and projects for the area. The plan points out the need for an improved water supply, and the city has been in contact with the Farmers Home Administration concerning assistance in resolving this problem.

We appreciate the opportunity of making this review.

Sincerely,



KENNETH K. KEUDELL
State Director

cc: Pendleton, FmHA
District Director 1, FmHA
Chief, Community Programs, FmHA

LEV:1j1

RE

UNITED STATES DEPARTMENT OF AGRICULTURE
FARMERS HOME ADMINISTRATION
Room 1590, Federal Building, 1220 SW 3rd Avenue
Portland, Oregon 97204

DEPARTMENT OF
LAND CONSERVATION

October 24, 1979

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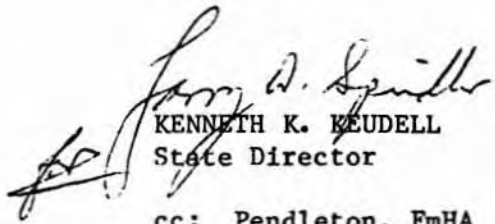
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Sincerely,


KENNETH K. BEUDELL
State Director

cc: Pendleton, FmHA
District Director 1, FmHA
Chief, Community Programs, FmHA

LEV:ljl

REQUEST FOR ACKNOWLEDGMENT OF COMPLIANCE

RE
NOV 5 1979

LOCAL COORDINATION BODY RECOMMENDATION

City of Adams

Summary Recommendation

The City of Adams has developed a Comprehensive Plan that encourages maintenance of the rural, farm oriented character of the community and protects valuable farm land within the city limits from unnecessary urban encroachment. The Adams Plan has been well-coordinated with Umatilla County, and neighboring cities have not objected to Adams' desire to limit future growth. The Umatilla County Board of Commissioners recommends in good faith that the Adams Comprehensive Plan and implementing ordinances be acknowledged as being in compliance with the Oregon Statewide Planning Goals.

Introduction

The City of Adams is a rural community of 250 people located thirteen miles northeast of Pendleton on the way to Walla Walla. The city is in the midst of northeastern Oregon's winter wheat belt and functions primarily as a residential area for nearby farming operations. Some farm related businesses are also located in Adams, but commercial services are quite limited.

The built-up portion of the community is rather old, although there are also many new mobile homes. The development pattern is very low density with many gardens, pastures, and vacant lots. Nearly two thirds of the land inside the city limits consists of large blocks of farm land in wheat/pea cropping, hay production, or intensive pasturing.

The cost of living in Adams is relatively low, making the community a vital haven for the many retired families in town. Most of the population, retired, middle-age or young, are associated with farming in the nearby area. City government is informal, straight forward and low-key. Significant growth is not desired because, to quote the Comprehensive Plan, "Adams is home, and they don't want to see it change."

Plan Development

The City of Adams contracted with the Umatilla County Planning Department for assistance is developing their new Comprehensive Plan and Ordinances. Sarah Salazar (76-77) and Steve Randolph (78-79) assisted the community in this function. Adams set up an independent Committee for Citizens Involvement to develop the Plan and ordinances and the Mayor and City Council also took a strong interest in the program. Plan maps and zoning maps were mailed out and elicited considerable public discussion, but few objections. Community reaction to the Plan and ordinances has been quite favorable.

Both the Draft and Final versions of the Adams Comprehensive Plan were brought before the Umatilla County Planning Commission and Board of Commissioners for their review and approval. The unusual nature of the Adams Urban Growth Boundary was duly noted, but, potential adverse impacts were not anticipated due to the limited growth pressures on the community.

The Adams Comprehensive Plan was formally approved and co-adopted by Umatilla County on July 19, 1978. A Farmlands Joint Management Agreement was signed between the City and the County to obtain County Exclusive Farm Use zoning for the Adams farm lands area inside the City limits, but outside the Urban Growth Boundary. This agreement was annulled in June, 1979, when Adams amended its Zoning Ordinance to include a City Exclusive Farm Use Zone.

News of Adams proposed Urban Growth Boundary was carried to the nearby communities, none of which raised any objections either formally or at the time of County review. Negative factors in the Aumsville situation are not present in the case of Adams.

Steve Randolph has been aiding Adams in Plan administration although a contract for his services through the County has not been finalized.

IMPORTANT DATES

August 29, 1977	Hearing on Preliminary Plan Goals and Policies
November 28, 1977	Draft Plan map, goals, objectives and policies mailed to Adams residents and coordinating agencies
December 12, 1977	Public hearing on Draft Plan; City Council approval
January 11, 1978	Workshop with Umatilla County Planning Commission; approval of Draft Plan
January 25, 1978	Public hearing on Draft Plan before Umatilla County Board of Commissioners; approval of Draft Plan
May 15, 1978	Adams Citizen Involvement Committee recommends reduced Urban Growth Boundary
May 19, 1978	Suggested Plan revision mailed out to Adams residents and coordinating agencies
May 23, 1978	Public hearing on Comprehensive Plan; City Council adopted Comprehensive Plan by ordinance
June 14, 1978	Public hearing on Comprehensive Plan before Umatilla County Planning Commission; approval was recommended
July 19, 1978	Public hearing on Comprehensive Plan before Umatilla County Board of Commissioners; Comprehensive Plan and Farmland Joint Management Agreement approved

October 9, 1978	Public hearing on Subdivision Ordinance; adoption by City Council
October 12, 1978	Mail out of proposed zoning map and zone description to all property owners
November 13, 1978	Public hearing on proposed Zoning Ordinance
February 13, 1979	Public hearing on revised Zoning Ordinance; approved by City Council
March 12, 1979	City Council adoption of Zoning Ordinance
June 14, 1978	Mail out of proposed Adams EFU zoning to affected property owners
June 25, 1979	Public hearing on EFU zone amendments to the Zoning Ordinance; adoption by City Council; recommended termination of Farmlands Joint Management Agreement

PLAN HIGHLIGHTS

The most noticeable aspect of the Adams Comprehensive Plan is the Urban Growth Boundary drawn to include only the existing built-up area and to protect the surrounding farm lands inside the City for continued agricultural use. The Draft Plan showed an Urban Growth Boundary at the City limits, but this could have allowed scattered urban development out in the farming areas. Potential farm practice conflicts, and uneconomical extension of City services were a possibility. Since most of the farmers wanted their farm land to remain farm land, the City decided the final Urban Growth Boundary made much more sense and accurately reflected community needs and desires. The County and nearby cities, as noted above, have supported this statement of local self-determination.

While the City feels it has little potential or desire for significant growth, a need for some additional housing was recognized. Luckily, there are enough vacant homesites in the built-up area to accommodate 45-50 added families, roughly 50% more than currently reside in Adams. This cushion, together with replacement of substandard homes, should adequately provide for Adams future housing needs. The Adams Zoning Ordinance allows for a variety of housing types. Most noticeably, double-wide mobile homes are an outright use throughout most of Adams.

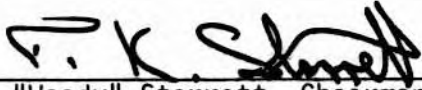
Adams designated sufficient area along Main Street to accommodate any new commercial businesses the community might attract. Also, there appears to be adequate land within the industrial area to allow expansion of grain storage or development of new farm services facilities.

CONCLUSIONS

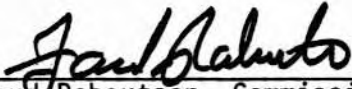
We of the Umatilla County Board of Commissioners feel that the City of Adams has done a commendable job in preparing a Comprehensive Plan and Zoning and Subdivision Ordinances that reflect the needs and desires

of the community and comply with the intent of the Oregon Statewide Planning Goals. We have formally approved the Adams Comprehensive Plan and urge the L. C. D. C. to do the same.

DATED this 25th day of OCTOBER, 1979.



F. K. "Woody" Starrett, Chairman



Forth Robertson, Commissioner



A. L. "Bud" Draper, Commissioner