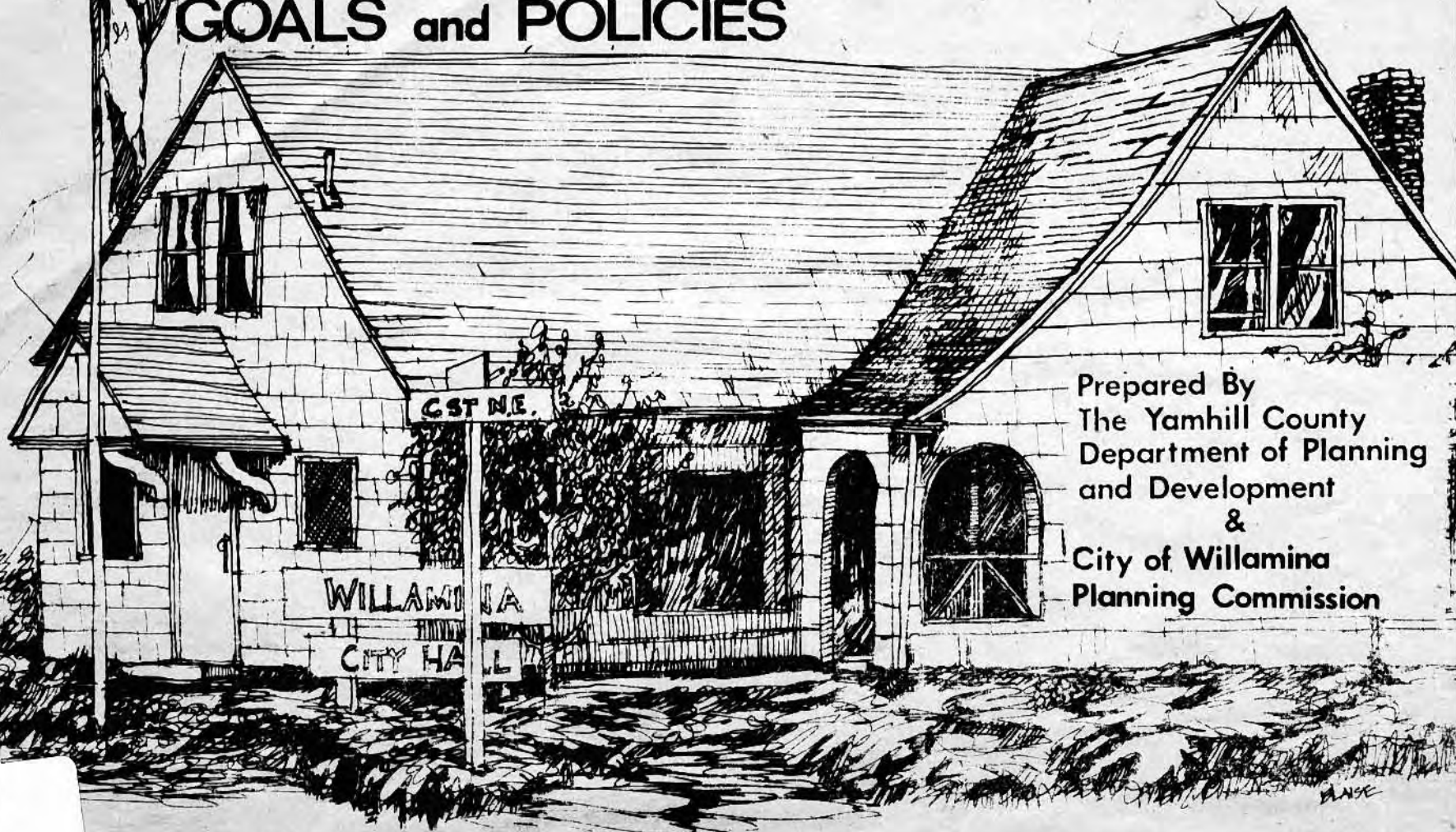


CITY OF WILLAMINA

DRAFT COMPREHENSIVE PLAN

GOALS and POLICIES



Prepared By
The Yamhill County
Department of Planning
and Development
&
City of Willamina
Planning Commission

CITY HALL
WILLAMINA, OREGON

The preparation of this draft was financed in part through the comprehensive planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended. March 1979 Planning Department.

Supplement to The Sheridan Sun

INTRODUCTION

The Willamina Planning Commission and Citizen Advisory Committee have been working on a revised Comprehensive Land Use Plan for the City. The results of their efforts are contained in this document.

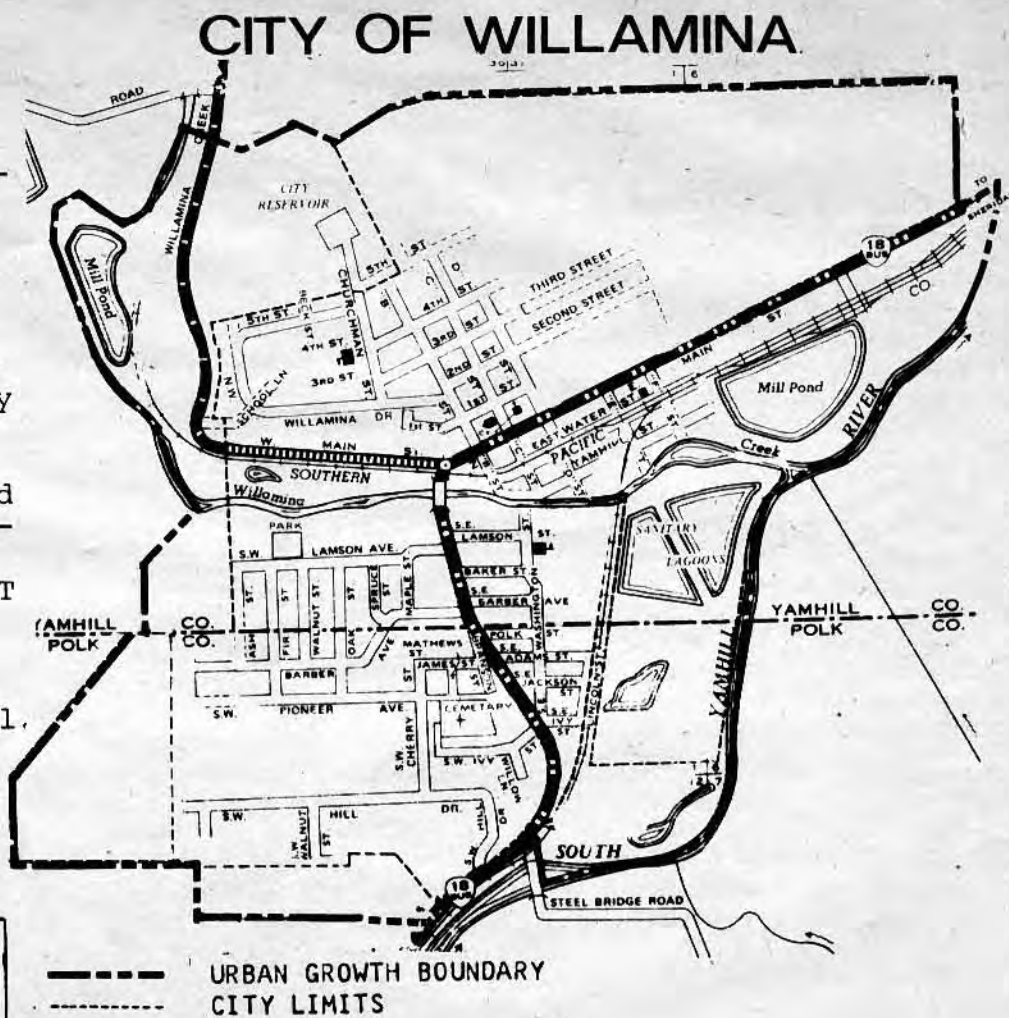
These goals and policies are intended to provide direction for future land use decisions in Willamina. The purpose of the goals and policies is to accommodate orderly growth and to maintain livability in Willamina.

Willamina residents are invited to attend the PUBLIC HEARING on the goals and policies presented here. This hearing is scheduled for APRIL 5, 1979 AT 7:30. PM AT CITY HALL.

In addition, a revised zoning map is available for inspection at the City Hall.

If you are unable to attend the hearing, please leave written comments at the City Hall.

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NATURAL RESOURCES

AIR RESOURCES

Findings

- Federal and State air quality standards are being met.
- While industrial activity has not historically contributed to air pollution within Willamina's airshed, industrial activity is a potential source of future air pollution.
- Willamina's geographic location represents a contributing factor to potential air pollution problems.
- Field burning and slash burning are seasonal forms of air pollution.
- Increased automobile traffic will represent an increase in air pollution

Goal

1. To maintain, and when and where feasible, enhance the air quality resources of the community.

Policies

- A. The City shall support state and federal agencies' efforts to maintain and improve air quality resources at the community and state level.
- B. The City shall discourage future development that would lower the quality of Willamina's air resources.
- C. The City shall request technical assistance from the Department of Environmental Quality in evaluating development which may adversely impact air resources.
- D. The City shall ensure that new industry be located in areas which minimize impacts upon the air, water and land resource base as well as upon surrounding land uses.
- E. When possible, the City shall encourage alternative forms of transportation to reduce automobile emission pollution.
- F. The City shall minimize noise levels whenever possible.
- G. The City shall protect the Willamina airshed from excessive pollution levels resulting from urbanization.

Policies

- A. The City shall prohibit or establish as conditional uses, development or land uses that require channelization, excessive removal of streamside vegetation, or filling into the stream channel in order to maintain and enhance fish and wildlife habitat and aesthetic values.
- B. The City shall ensure that new roads, bridges, and access rights-of-way be designed to avoid restriction of channel capacity and to minimize shoreline vegetation removal.
- C. The City shall ensure that land uses and development do not degrade water quality associated with fish and wildlife habitat.
- D. The City shall support the Oregon State Department of Fish and Wildlife's efforts to enhance the fishery potential of the South Yamhill River, Willamina Creek and Willamina Pond.

WATER RESOURCES

Findings

- Surface water resources provide the City with municipal water supply, recreational opportunities and scenic areas.
- Domestic water supply from Willamina Creek can be expected to meet the City's increasing demands in the foreseeable future.
- The South Yamhill River affords recreational opportunities to Willamina residents.

Goal

1. To protect the surface water resources of Willamina Creek.

Policy

- A. The City shall notify private and public landowners, advising parties that Willamina Creek serves as the water resource for the City and that the City will want to ensure its future viability.

FISH AND WILDLIFE

Findings

- The South Yamhill River and Willamina Creek serve as migration routes for coho salmon, winter steelhead trout and cutthroat trout.
- The State Department of Fish and Wildlife plants 25,000 juvenile steelhead annually in Willamina Creek upstream from the City.
- Willamina Pond serves as a recreation resource for anglers.
- Riparian vegetation along the South Yamhill River and Willamina Creek provides a prime source of habitat for small wildlife species and birds.
- No rare or endangered species have been identified within the planning area.

Goal

1. To protect and enhance the fisheries potential and associated wildlife habitat of the South Yamhill River, Willamina Creek and Willamina Pond.

Goal

2. To plan for additional water supply.

Policy

- A. The City shall apply for water rights on the Yamhill River, the amount to be determined by the City Engineer.

Goal

3. To protect Willamina's water quality through compliance with federal and state water quality standards.

ENERGY USE

Findings

- For the period 1977 through 1997, total energy consumption in Oregon is expected to increase at an overall annual rate of 2.5 percent per year.
- Approximately 78 percent of the household energy budget goes toward space and water heating.
- All energy fuels, with the exception of wood, are imported into the City.
- The harnessing of solar radiation is a potential energy resource for the City.
- The demand for energy, and the costs to produce energy, are continually rising.

Goal

1. To promote the conservation of existing energy resources and the development of alternative sources to ensure that an adequate future supply will be available to Willamina's citizens at a reasonable cost.

Policies

- A. The City shall request assistance from appropriate agencies, when necessary, to evaluate energy considerations for planned development. Resource agencies include Yamhill County Energy Office and the Oregon Department of Energy.
- B. The City shall solicit support for and otherwise encourage weatherization of existing structures to minimize health and economic impacts due to rising fuel prices.
- C. The City shall assist, if desired, those individuals interested in minimizing electrical and fossil fuel energy consumed by structures by providing appropriate information and referral to appropriate agencies.
- D. The City shall assist, if desired, those individuals interested in using innovative design and development which will save energy in new residential and commercial structures by providing appropriate information and referral.
- E. The City shall, when feasible and practical, solicit support for establishment of renewable and indigenous energy sources, including but not limited to wood, solar and wind.
- F. The City shall encourage landscaping that provides summer shade to structures and paved areas, protection from winter winds and access to solar radiation.
- G. The City shall promote preservation of solar rights through encouragement of proper development planning. Special consideration shall be paid to ORS Chapter 153-1975.
- H. The City shall encourage developments which contain provisions for energy efficiency and/or retain options for future considerations of renewable energy sources.
- I. The City shall encourage new housing developments which provide for natural design opportunities, including but not limited to use of solar energy and natural drainage patterns.
- J. The City shall request assistance to inventory local potential for natural renewable, and unique sources of energy.
- K. The City shall request assistance to inventory current energy uses.
- L. The City shall request assistance to account for changes in energy supply and price when updated housing and employment projections are made.

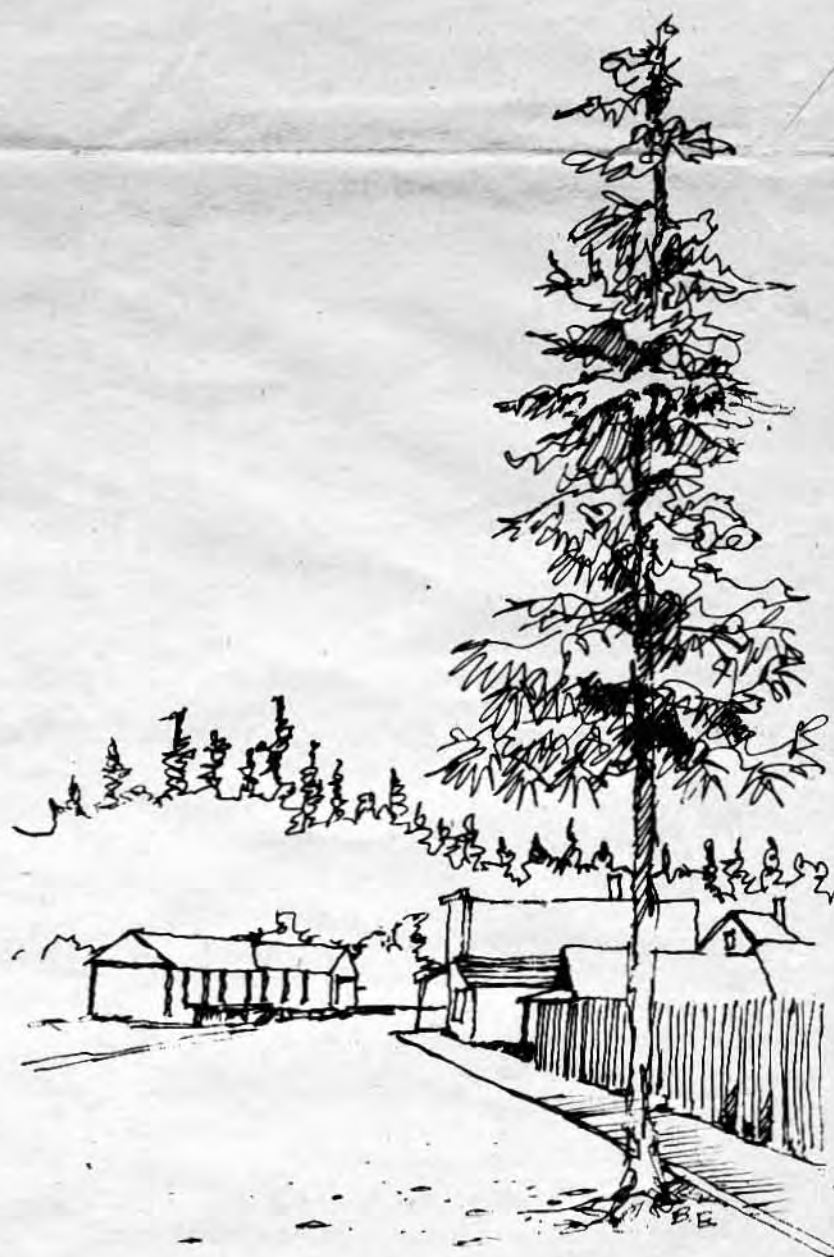
OPEN SPACE

Goal

2. To conserve open spaces and to preserve natural, scenic and cultural resources.

Policies

- A. The City shall ensure that, as development occurs, adequate land shall be maintained in permanent open space.
- B. Efforts shall be made to preserve streams and floodplain areas as open space. These areas should be maintained to provide a natural storm water and drainage system. Bicycle and pedestrian pathways should be examined for possible inclusion in these areas.
- C. To maintain and improve the visual quality of Willamina, outdoor advertising signs shall continue to be regulated, particularly in non-industrial and non-commercial zones. Signs throughout the City should be aesthetically pleasing.
- D. Willamina's inventory of historic resources shall be updated regularly to include additional qualifying sites or structures. Preservation of designated historic structures shall be promoted by prohibiting construction of adjacent buildings that would detract from the unique qualities of the historic structures.



MAIN ST. WILLIMINA 1890's

COMMUNITY RESOURCES

EDUCATION

Findings

- Willamina has one high school and one grade school with the grade school operations currently housed in temporary facilities.
- Willamina's high school currently operates under capacity.
- Approximately 62 percent of the property tax dollars in the School District area are spent on local education services.
- School District 30 is presently exploring the best way to rebuild the Willamina Grade School.
- School District 30 is presently examining alternate school sites to purchase within Willamina for future high school or elementary school needs.

Goal

1. To provide the highest quality of educational services for the community in the most cost-efficient and orderly manner possible.

Policies

- A. The City shall cooperate with the School District in examining and designating future school sites.
- B. The City and School District shall coordinate expansion of school facilities, as they are needed, in a manner that will best ensure that the educational needs of the community are met.
- C. The City shall coordinate with the School District to continue to allow use of school facilities by community residents when the facilities are not in use by the schools.
- D. The City and School District shall strive to provide energy-efficient designed educational facilities.
- E. The City shall encourage and support the School District's efforts to provide maximum educational services at minimal costs to taxpayers.

PUBLIC FACILITIES & SERVICES

Findings

- Willamina presently has municipal water storage capacity of 550,000 gallons.
- Municipal water quality is considered good.
- The existing sewer system is barely adequate for the City's present population.
- Completion of an expanded sewer treatment facility in 1979 will allow Willamina to meet population needs to the year 2000.
- Existing infiltration and inflow in sewer lines is being corrected by a yearly improvement program.
- Storm drainage is provided throughout the City by a pipe system and by drainage swales.
- Requiring storm drainage systems in areas of new development can alleviate detrimental impacts.

Goal

1. To provide an orderly and efficient arrangement of water, sewer and storm drainage services to the City.

Policies

- A. To meet the residential, commercial and industrial needs of the City, water, sewer and storm drainage service shall be adequately provided and maintained.
- B. The City shall provide public facility services in a most energy conserving manner and shall encourage prudent use of such services.
- C. To maintain acceptable standards regarding water quality and sewage disposal, the City shall support and cooperate with appropriate state and federal agencies.
- D. The City shall investigate all possible sources of funding for water, sewer and storm drainage systems improvements.
- E. The City shall not extend public water, sewer and storm drainage services outside the city limits.
- F. The City shall investigate the use of growth management techniques to promote a reasonable rate of growth consistent with the availability of public facilities and services and the fiscal ability of the City to provide public facilities and services.

LAND USE PLANNING

Findings

- For the development of this Plan, data inventories have been prepared on natural resources, manmade structures and utilities, developable lands, population and economic characteristics and other items of interest to the City.
- The City recognizes the need for regular review of the Plan.

Policy

- A. The City shall review the Comprehensive Land Use Plan and all supporting documents at least every five years to ensure that a factual basis for planning decisions is maintained. All Plan reviews shall be undertaken consistent with the Statewide Citizen Involvement Goal and with the City's Citizen Involvement Program.

CITIZEN INVOLVEMENT

Finding

- The City has an adopted Citizen Involvement Program.

Policy

- A. The City shall continue to implement the Citizen Involvement Program to ensure that the opportunity for all citizens to be involved in all phases of the planning process is maintained.

SOLID WASTE

Findings

- Willamina contracts with a private firm for solid waste collection.
- The present landfill site is very near capacity, and a new County site will be needed by 1981.
- The demand for solid waste removal in Willamina is increasing.
- Recycling solid waste material conserves energy and natural resources.
- There are currently two recycling efforts in the County.

Goal

1. To achieve and maintain an orderly and efficient solid waste disposal system which will meet the needs of the community.

Policies

- A. The City shall coordinate efforts with the contracted disposal service to assure that the solid waste disposal needs of the community are being met in a most cost efficient and energy conserving manner.
- B. The City shall promote recycling of solid waste materials.

PUBLIC SAFETY & SERVICES

Findings

- There are medical and dental services available in the City.
- Additional health services are available through Yamhill and Polk County Health Departments.
- City fire protection is adequately provided for by a volunteer fire department.
- Willamina's city government is a mayor-council form.
- Willamina has an adequate communications network.

Goal

1. To plan and support an efficient arrangement of public safety and social services to meet the needs of the community.

Policies

- A. The City shall continue its efforts to maintain adequate fire and police protection to the community.
- B. The City should encourage the efforts of County Health Departments and other medical services to ensure adequate health services for the community.

RECREATION

Findings

- Willamina has six city parks, totalling 10.03 acres.
- Willamina has adequate parkland, according to Oregon Department of Transportation standards, to meet the City's projected population to the year 2000.
- Possibilities exist to upgrade Huddleston Park and to establish footpaths along the South Yamhill River with the implementation of the South Yamhill River Reclamation Project.
- The general public has limited use of school-owned sports facilities and athletic fields.
- Recreational possibilities that have been identified are: a need for a motorcycle park; and a nature trail in the park north of Lamson Street.
- Much open space of a wooded nature exists at the western boundary of the City.
- Willamina Creek flows eastward through the City and merges with the South Yamhill River at the northeast corner of the City.

Goal

1. To provide adequate parkland and recreational facilities for Willamina residents.

Policies

- A. Recreational facilities and services shall be expanded as the need arises.
- B. To the extent possible, park site acquisition in advance of actual need shall be made to assure availability of accessible, adequate and properly-located sites.
- C. Continued availability and use of school-owned recreational facilities by the general public shall be encouraged in the future. Schools and public parks shall be located on adjacent sites whenever possible.
- D. Development of bicycle and pedestrian pathways shall be examined as a potential recreational resource for Willamina residents.
- E. Willamina shall continue to cooperate with Yamhill County in meeting anticipated demand for future parkland and recreational areas.

TRANSPORTATION

Findings

- Automobile use is the chief mode of travel in Willamina.
- Highway 18 and Main Street are the most heavily traveled roads.
- Traffic volumes have increased steadily on the City's major streets since 1971.
- There are no designated bike paths in Willamina.
- Major traffic problems which have been identified are: need for off-street parking to accommodate anticipated future commercial growth; narrow and crooked design of Lamson Street; potential for traffic congestion with increased growth; and hazards created by the heavy flow of chip and log trucks through the City.

TRANSPORTATION CONT:

Goal

1. To provide a safe, convenient, aesthetic and economic transportation system through a variety of transportation means.

General Policies

- A. Transportation facilities shall be sited, designed and constructed so as to minimize visual and environmental impacts on the natural and social features of the area.
- B. Transportation facilities shall respect adjacent land uses and shall be designed to be an asset to an area rather than a disruptive feature.
- C. Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated needs.
- D. While automobiles will continue as the primary means of transportation, Willamina shall encourage use of alternate modes, including small mass transit systems, bicycle and pedestrian pathways.

Automobile Policies

- E. Hazardous and inferior road sections and inter-sections shall be identified and recommendations shall be made for improvement through a systematic capital improvement program.
- F. Automobile routes between residential areas and major activity centers shall be examined and recommendations shall be made for improvements.
- G. A study for the possible rerouting of truck traffic shall be undertaken.

Bicycle and Pedestrian Policies

- H. New Sidewalk and sidewalk replacement needs shall be identified and systematically constructed through a capital improvement program or priority construction program.
- I. Walking and biking shall be encouraged, wherever possible, especially along major routes between residential areas and major activity centers.
- J. Pedestrian and bicycle traffic shall be separated wherever possible, particularly where public safety warrants such separation.
- K. Willamina should develop a bikeway plan and route which can be coordinated with Yamhill County's Bikeway Plan.

Public Transit Policy

- L. Willamina shall encourage future operation of County public transit system(s).

Railroad Policies

- M. The continuing availability of rail transportation routes shall be encouraged.
- N. Public safety shall continue to receive top priority where rail lines cross other transportation paths.

COMMUNITY DEVELOPMENT

HOUSING

Findings

- Willamina's housing stock has increased by about 32 percent since 1970, with 40 percent of the new stock being added in 1978.
- As of December, 1978, 85.6 percent of Willamina's 578 housing units were single-family; 11.9 percent were multi-family; and 2.5 percent were mobile homes.
- Eleven percent of Willamina's housing stock is critically defective.
- At 2.5 persons per dwelling unit, approximately 204 additional dwelling units are needed to provide housing for the projected population of 1,956 people.
- 1976 median family income for Willamina was \$9,588.

Goal

1. To take steps to ensure that Willamina residents are provided with safe and sanitary housing.

Policies

- A. The City should explore the possibility of adopting a housing code to ensure that the existing housing stock is structurally safe and to promote a healthy living environment.
- B. The City should establish a program for junk removal in residential areas.
- C. The City should establish requirements for street lighting in residential areas.

Goal

2. Through the Plan and implementing ordinances, to encourage the development of a range of housing types and cost levels to adequately meet the needs of its citizens.

Policies

- A. The City should establish programs for increasing the housing supply for low and moderate income families.
- B. The City should review its zoning and subdivision ordinances and include innovative land development techniques and incentives to provide for a range of housing types and densities, and for price ranges that will adequately meet the present and future needs of the community.
- C. The City shall allow the continuation of the present policy of locating mobile homes on individual lots but shall establish special development standards to reduce conflicts between mobile homes and conventional housing types.
- D. All residential development should provide consideration for the handicapped and elderly especially multi-family housing.
- E. All residential developments should provide for recreational opportunities within the development.

HOUSING CONT:

7

Goal

3. To encourage the upgrading of the existing housing stock.

Policies

- A. The City should solicit the aid of federal, state and local agencies in obtaining funding for the rehabilitation of dilapidated housing in the City.
- B. The City shall solicit support for and otherwise encourage the weatherization of the existing housing stock to minimize health and economic impacts due to rising fuel costs.

Goal

4. To ensure that all future housing developments take into consideration soil stability, topography and natural hazards in the design and density of the developments.

Policies

- A. Housing densities should be consistent with the suitability of the land to support development and should avoid natural hazards such as unstable soils, steep topography, flood/slide hazard areas and soils with poor drainage.
- B. The City should encourage through the plan, zoning and subdivision ordinances the retention of any existing natural vegetation and should establish requirements for planting in all residential developments.
- C. The City should require that all utilities be placed underground to improve the visual amenities of the development.
- D. The City shall encourage developers to make all new residential developments as energy-efficient as possible, including consideration of renewable fuel sources such as wood and solar.

Goal

5. To ensure that all new housing developments be provided with services (sewer, water, police and fire) and that future developments will not overburden the City's ability to provide such services. Further, that the cost of extending such services be borne by the developer.

Policies

- A. Residential development should be located, within the foreseeable future, in areas presently served by public facilities and services.
- B. Residential development should be directed into areas currently platted and close to the city center before utilizing large blocks of vacant land and land presently devoted to agriculture.
- C. Multiple family dwellings should be located near commercial activities to offer more people non-motorized access to commercial services.

Goal

6. To cooperate with all federal, state, regional and local agencies in developing and implementing housing programs to meet the needs of Willamina residents.

Policies

- A. The City should establish programs for increasing the housing supply for low and moderate income families.
- B. The City should provide for the collection and dissemination of housing information from federal, state, regional and local sources.
- C. The City should cooperate and coordinate with federal, state and local agencies in assistance programs for the improvement of housing stock and housing conditions.

ECONOMY

Findings

- Retail trade and service jobs account for 75 percent of the jobs offered within the City.
- Approximately 10 percent of Willamina's work force is engaged in basic industry jobs inside the City.
- The Willamina School District is the single largest employer within the City.
- Lumber products firms located outside the city limits employ approximately 600 workers.
- Commercial land uses total 4 acres and industrial land uses total 15 acres within the city limits.
- Results from the 1976 Community Attitude survey indicate that 89 percent of the respondents felt that light industries should be encouraged; 73 percent felt that some new non-industrial employment opportunities (services, retail, trade, etc.) are needed; and 93 percent felt that Willamina should focus on employment and living space for those who reside in the community.

Commercial Goal

1. To allow for commercial types and amounts of activities to adequately meet the needs of the City and its immediate environs.

Commercial Policies

- A. The City shall designate sufficient area on the Plan map for commercial uses.
- B. The City shall provide for expansion of the commercial core as the area currently so designated is utilized over time.
- C. The City shall encourage all commercial activities to locate in the commercial core, and in the immediate future, shall discourage the location of commercial facilities outside the area designated on the Plan map.

Commercial Goal

2. To encourage the development of an attractive and competitive commercial core that provides a variety of services.

Commercial Policies

- A. The City shall encourage commercial outlets to upgrade the appearance of the commercial core.
- B. In conjunction with the upgrading of the commercial core, the City shall ensure that adequate public services be provided.
- C. The City shall provide a design review process for all new construction or substantial renovation of existing commercial buildings.
- D. The City shall provide for offstreet parking, pedestrian safety, shopping convenience and smooth traffic circulation when reviewing future commercial developments.
- E. The City shall provide that traffic on Highway 18 (Main Street) not be impaired by commercial development.

- F. The City shall study the possibility of establishing a downtown redevelopment committee and plan.
- G. The City shall protect and ensure the permanence of the downtown commercial core as a vital economic base and shall maximize customer access and exposure.
- H. The City shall keep the character of the commercial core by encouraging all new retail and commercial businesses having compatible character to locate there.
- I. The City shall discourage "strip development" along Main Street, particularly where the proposed development is contiguous to the commercial core.
- J. The City shall encourage landscaping and other forms of city beautification in the commercial core area, with an emphasis on landscaping that promotes energy conservation.
- K. The City shall maintain existing alleyways as pedestrian walkways and as rear entrance delivery points.
- L. The City shall provide an alternate "strip commercial" area on the Plan map for drive-in commercial uses and shall encourage all new businesses of this type to locate there.
- M. The City shall recognize small neighborhood stores which provide a limited number of products and services to immediate residential areas.
- N. The City shall encourage multiple uses of commercial and public buildings in order to be as energy-efficient as possible.
- O. The City shall encourage all new commercial buildings to be as energy-efficient as possible, including consideration of using natural lighting and renewable fuels sources such as wood and solar.
- P. The City shall encourage the rehabilitation of existing commercial stock.

Industrial Goals

- 1. To diversify and improve the City's economy.
- 2. To encourage desired economic growth, develop a stable, community-based economy, promote greater employment opportunities for Willamina citizens, and provide efficient, orderly and convenient industrial development.
- 3. To achieve, to the extent possible, a self-sustaining local economy.

Industrial Policies

- A. The City shall promote diversification and expansion of its economy by designating sufficient lands for industrial uses.
- B. The City shall encourage industry that will provide employment to, and a balance between, a broad range of workers, including professional, skilled and unskilled labor.
- C. The City shall give priority approval to industries that are non-polluting, energy efficient, utilize local labor and raw materials, and do not significantly conflict with the City's natural resource goals and policies.
- D. An industrial facility proposal shall be evaluated to consider both the short and long-term social, environmental and economic impacts to the City and the surrounding area before being approved.
- E. The City shall encourage industrial activities that will not deplete the energy resources of the area. Energy conservation and efficient utilization of energy resources shall be a primary consideration in allowing new industrial development in the City.

- F. Future industrial growth found to be incompatible with residential use shall be directed away from existing or proposed areas of residential development.
- G. The City shall promote and encourage small-scale "cottage" industries as a viable alternative to larger, conventional business enterprises.
- H. The City shall cooperate with appropriate regional, state, and federal agencies which assist rural communities in the area of economic development.

LAND USE & URBANIZATION

Findings

- The predominant land use within Willamina's city limits is residential.
- Agricultural, open space, wooded lands and residential lands comprise 61 percent of the land area within the city limits.
- Willamina contains 78 acres of land (16 percent) with severe building limitations.
- Willamina has approximately 135 acres of vacant land with the city limits without severe building limitations.

Goals

- 1. To provide for an orderly and efficient transition from rural to urban uses.
- 2. To ensure a compact urban growth pattern.

Policies

- A. The city shall define a growth policy consistent with population projections and expectations and identify possible future development areas on the plan map.
- B. The city shall encourage the availability of sufficient land for various urban uses to ensure choices in the market place.
- C. The city shall efficiently utilize existing facilities and services by encouraging infilling of developable lands within the planning area.
- D. The city shall preserve lands for farm uses through the establishment of agricultural holding areas. When there is a demonstrated need for land within an agricultural holding area, it will be redesignated for urban use.
- E. Methods and devices the city shall consider for guiding urban land use include the following:

Tax incentives and disincentives;
Fee and less than fee acquisition techniques;
and
Capital improvement programming.

- F. Change of the Urban Growth Boundary shall be based upon consideration of the following factors:

Demonstrated need to accommodate long range urban growth requirements;
Need for housing, employment opportunities and livability;
Orderly and economic provisions of public facilities and services;
Maximum efficiency of land uses within and on the fringe of the existing urban area;
Retention of agricultural land until needed for development;
Environmental, energy, economic and social consequences; and
Compatibility between the proposed urban uses and nearby agricultural activities.

- G. The City and County shall mutually adopt an Urban Growth Boundary management agreement for the purpose of guiding urbanization for those county lands located inside the boundary.