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**YAMHILL COUNTY
COMPREHENSIVE PLAN
1974**

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Yamhill County Department of Planning and Development
Courthouse, McMinnville, Oregon 97128
August, 1974

"...the private right to create
problems must be balanced by the
public right to avert them."

Washington Post editorial,

June 8, 1974

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YAMHILL COUNTY

Oregon



BOARD OF COMMISSIONERS

August 9, 1974

To the People of Yamhill County:

We are pleased to present to you the Yamhill County Comprehensive Plan, 1974. This Plan is the result of considerable research, study and deliberation concerning the problems of development and opportunities for growth and change facing the County today. Following more than two years of staff assistance and consultation with eight citizen advisory committees throughout the County and the Yamhill County Planning Commission, the Board has adopted this Plan as the County's major policy document to guide all future development activity over the next five to ten years.

As the Plan is implemented through various interrelated measures, conditions and values will change and the Plan will be revised and updated with the best information available and the widest citizen participation possible. All those who have shared in the task up to this time, along with other interested members of the public in future, will be asked to review the Plan and to furnish appropriate advice on all new development proposals and the directions for future growth and change which lie open to us. In pursuing this charge, every effort will be made to keep the Plan forward-looking and in tune with the needs and desires of the people.

Although the Plan is only a first step in projecting our future living and working environment, it is a strong and spirited statement. It deserves an equally spirited public response and commitment to its fulfillment. We consign it to your care and invite your support in working towards its goals and objectives.

Respectfully submitted,

YAMHILL COUNTY BOARD OF COMMISSIONERS

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YAMHILL COUNTY

Oregon



COUNTY PLANNING COMMISSION
Department of Planning & Development

August 9, 1974

Board of Commissioners and Planning Commission
Yamhill County
McMinnville, Oregon 97128

Members of the Board and Commission:

This Plan and the commitment it represents marks a turning point in Yamhill County's planning program. For the first time, with extensive citizen involvement, Yamhill County has been able to take full stock of its assets and liabilities and project a future for itself.

Within the space of a few generations, the people of Yamhill County have achieved a condition of unprecedented material well-being, at the same time retaining a physical environment second to none in its livability. Unfortunately, the progress made has not been without its problems and not all have shared in that progress. We must now build upon the assets we have and gird ourselves for the challenges of tomorrow. We must accept the fact that growth is inevitable and we must be prepared for it. The form that growth takes is ours to determine.

To this end, the Plan calls for effective County leadership and action in concert with other governmental entities and the private sector to achieve the goals of the Plan. The alternative of inaction -- to drift along complacently reacting after the fact to development as it occurs -- is unacceptable. No part of the Willamette Valley today is in a better position to preserve its natural heritage and amenities than is Yamhill County. The next decade or two will determine whether we want to keep what we have and perhaps improve upon it.

While all staff participated in the preparation of this report and the citizen committee work which preceded it, most of the research and a substantial part of the writing was carried out by Janet Willey, assisted in part by Dennis Frates and Michael Walker. The cartography was performed by John Morrell, with photography and sketches by Leo Chen. Craig Greenleaf assisted with the organization and editing of material, while the very able typing job was done by Velma Schaffner. Responsibility for the format, content, errors and omissions is my own.

Respectfully submitted,

David N. McDonald, A.I.P.
Planning Director

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INTRODUCTION

CHAPTER I

INTRODUCTION AND OVERVIEW

This document is the Comprehensive Plan for Yamhill County. The planning area includes all of Yamhill County, with full consideration of its ten member cities and the large Federal ownerships in the western part of the County. Piecemeal efforts at preparing and implementing plans for major sections of the County and a number of its cities have been carried out in recent years, but nearly all of these projects have been carried out on a one-time, consulting basis and lacked sufficient scope, resources and political and citizen commitment. This study is the first major effort undertaken by the County government and the citizens themselves utilizing their own resources to chart the future for all of the Yamhill County community and follow through with a strong commitment to implementation. The result is a detailed assessment of problems resulting from past development and of opportunities for future growth and change in the County. It represents a truly citizen-based planning process which sets the stage for future community development.

In 1969, the State Legislature directed for the first time through *ORS Chapter 215 (Senate Bill 10)* the preparation of comprehensive land-use plans by local government. In 1973, the State Legislature acted again and created through *ORS Chapter 197 (Senate Bill 100)* the basis for a viable State land-use planning program, established a Land Conservation and Development Commission, and directed each city and county in the State to prepare and adopt comprehensive plans consistent with statewide planning goals and guidelines which are to be approved by the Commission by January 1, 1975. Each city and county is also to enact zoning, subdivision and other ordinances or regulations to implement their comprehensive plans.

All plans prepared, revised, adopted or implemented between the effective date of the statute, October 5, 1973, and December 31, 1975, are to be based on the interim goals listed in *ORS 215.515*. The goals upon which this Plan is based and which are summarized at the end of this chapter, include these goals. After December 31, 1975, comprehensive plans and their implementing legislation are to comply with the statewide planning goals and guidelines adopted by the Land Conservation and Development Commission.

In promoting the public health, safety and general welfare, the Plan is also based on the following considerations, among others, as prescribed by *ORS 215.055*:

- *the various characteristics of the various areas in the County;*
- *the suitability of the areas for particular land uses and improvements;*

- the land uses and improvements in the areas;
- trends in land development;
- density of development;
- property values;
- the needs of economic enterprises in the future development of the areas;
- needed access to particular sites in the areas;
- natural resources of the County and prospective needs for development thereof; and
- the public need for healthful, safe, esthetic surroundings and conditions.

Although these standards for county comprehensive plans were enacted into State law nearly twenty years ago, too often little attention has been paid them. In 1973, along with *ORS Chapter 197*, a whole new thrust was given local land-use planning through the Oregon Supreme Court in the case of *Fasano vs. Washington County Board of Commissioners*. That case firmly established the legislative character of comprehensive plans and zoning ordinances, at the same time clarifying the quasi-judicial character of zoning ordinance amendments affecting specific properties or interests. The zoning ordinance was thus firmly tied to the Plan -- in fact subsumed by the Plan -- by a determination that such zone changes or amendments be justified by proof that the change is in conformance with the Plan, its goals and policies, and the standards prescribed by *ORS 215.055*. The Plan was therefore established as a broad public policy document; the zoning ordinance and map, an instrument of Plan implementation.

The Comprehensive Plan Defined

ORS Chapter 197 defines the comprehensive plan as a *generalized, coordinated land-use map and policy statement of the governing body of a state agency, city, county or special district that interrelates all functional and natural systems and activities related to the use of lands, including but not limited to sewer and water systems, transportation systems, educational systems, recreational facilities, and natural resources and air- and water-quality management programs*. The term *comprehensive* means all-inclusive, both in terms of the geographic area covered and functional and natural activities and systems occurring in the area covered by the Plan. *General nature* means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity or use. The Plan is *coordinated* when the needs of all levels of government, semi-public and private agencies and the citizens of Oregon have been considered and accommodated as much as possible. *Land* includes water, both surface and subsurface, and the air. All of the factors and guidelines contained in these definitions were fully considered in the conduct of this study and the preparation of this Plan.

This Plan is the official statement of Yamhill County setting forth its major goals and policies concerning desirable future physical development. It represents a single, unified general physical design for the community based on a full sensitivity to social and economic conditions and the prospects and goals of the community. The Plan is designed to achieve the following fundamental aims:

To improve the physical environment of the County as a setting for human activities -- living, working and leisure -- to make it more functional, efficient, healthful, convenient and attractive;

To promote the public interest -- the interest of the community at large, rather than the interests of individuals or special groups within the community whose interests may not always coincide with the larger community interest;

To facilitate the democratic determination and implementation of community policies on physical development through effective citizen participation in local government decision making;

To effect political and technical coordination in community development by way of continuing coordination of all interests and agencies in the decision-making process;

To introduce long-range considerations into the determination of short-range actions; and

To bring professional and technical knowledge to bear on decisions concerning the physical, social and economic development of the community.

Given this charge, the Plan is divided into three main parts: the goals and policies, the text and tables, and the map. Starting with the goals prescribed by State law and the refinement of and addition to these through local citizen input, policies are established as generalized guides to conduct which, although subject to modification, imply commitment to action. The goals and policies are developed and interpreted by way of the narrative and supporting tables and illustrations. The map is a two-dimensional expression of areal relationships of existing geographic features and projected land uses. The Plan is retrospective, evaluative, analytical and projective in nature. By reason that the Plan can be amended, it is *flexible*; by reason that its goals and policies, once established, must maintain their consistency and the integrity of commitment which underlies them, the Plan is *inflexible*. A plan which is considered to be flexible in the sense of being able to accommodate every development proposal which comes along is no plan at all. This Plan is intended to be the main public policy instrument of Yamhill County and, as such, is a living document which must be responsive to change, forward-looking, understood and publicly supported.

The Planning Process

Planning is a continuous process. Citizen involvement and public commitment of time, effort and money is required to maintain a viable, responsive and publicly supported planning program. The preparation of this Plan has been a joint effort of the Board of County Commissioners, the Planning Commissions of the County and the cities of McMinnville and Newberg, representatives of the small city planning commissions, eight County planning advisory committees and all those interested citizens who appeared at the public hearings on the Plan or contacted the County offices to offer their comments, ideas and proposals. The staff has acted to serve these various and sometimes disparate groups and individuals by providing background information, offering technical advice in respect to problem identification and goals and policy formulation, and pulling the effort together in the form of this report. On adoption of the Plan by County ordinance, implementation measures will be proposed, reviewed, and enacted by the same process.

As conditions change, new information comes to light, surveys and censuses are undertaken, objectives and priorities are altered, and goals and policies are modified, the Plan will change. The same teamwork which went into the Plan itself will continue. Because of the incremental, gradual and often unpredictable nature of community development, no fixed date can apply to all the goals, policies and proposals expressed in the Plan. *The time frame of the Plan is variable, ranging from ten to fifty years or more.* The Plan cannot, therefore, be construed as an ideal picture of the County at some date in the future. The end-state depicted by the Plan map is thus ever changing, always moving into the future well ahead of the present.

An Overview and Summary of Goals

The broad scope of the Plan is reflected in its various elements: the resource base, including air, water, soil, mineral deposits, vegetation and wildlife; the use of these resources in forestry, agriculture, mining and recreation; and the impact on these resources and on social and economic conditions created by residential, commercial and industrial development. Public facilities, urban services and the transportation system are also discussed as they relate to the development pattern.

The Plan calls for a pattern of urban containment and the preservation of highly productive farm and forest land, with a circulation and urban service pattern which will reinforce the present compact pattern of urban development, arrest the modest amount of sprawl development in the northeast part of the County and retain intact the large sections of intensively farmed bottomlands. *Rural farm, open space, slow growth, urban concentration* are the touchstones of the Plan. It is an incremental growth approach which retains the best of what is and precludes the worst of what could be. The Plan identifies problems and presents opportunities for guiding the future development pattern based on realistic expectations and desired objectives of population and economic growth. A quality environment, as well as an orderly and economical growth pattern, is stressed. Most important, the day-to-day implementation of the Plan and its guidelines will be the test of the Plan's strength.

Alternatives to the Plan are discussed in respect to specific land-use elements and relate to opportunities which may arise in the future. An imaginative approach is ventured by a commitment to develop scenarios of alternative patterns of urban and rural development and supporting circulation, urban services and community facilities systems. However, since the realization of alternatives to an incremental growth pattern is dependent upon major capital development programs funded largely by Federal or State agencies, the alternatives which lie open to the County can only be alluded to rather than given a firm degree of commitment or expectation.

Apart from the alternative possibilities discussed in the Plan text, one alternative map has been prepared for the Newberg urbanizing area. This provides for additional blocks of industrial land outside the area of gravity sanitary sewerage in the Springbrook Creek drainage, should that City decide to invest in pumping facilities to open up additional needed industrial land.

The Plan will have a beneficial environmental impact, however growth and progress will have their price. The by-products of growth in the larger urban centers, McMinnville and Newberg, with their tendency to urban sprawl, may create further problems. The ever-increasing traffic congestion in those communities and the slow response to ventilating traffic around and within them will create additional adverse effects, as will the continuing increase in traffic flows through the County between the Portland metropolitan area and the Coast. The rural residential sprawl of recent years may be slowed somewhat with the increasing cost of land for development and the threat of substantially increased commuting costs to job centers in the Portland and Salem metropolitan areas. Continuation of this trend may slow such growth dramatically or, alternatively, stimulate a pattern of mass transit service in radial fashion out from the metropolitan areas. With similar increasing costs affecting automobile vacation travel, tourist traffic may also be less than expected. By-pass routes around Newberg and McMinnville and/or additional crossings of the Willamette River, coupled with rapid transit service from park-and-ride stations in both communities to Portland and Salem, will relieve some of the traffic problems, however these modifications in the circulation pattern can only be conjectured at this time. State inaction on by-pass routes and continuing debate regarding the optimum location of a future River crossing preclude a more definitive statement on the major circulation problems of the County.

The storage and use of water will provide the basis for beneficial impacts by providing enhanced municipal and industrial supplies, irrigation, recreation, and flood and erosion control. With such stimuli to additional economic development, certain adverse effects could also occur. The industrial land-use components of the McMinnville and Newberg comprehensive plans belie to a degree the slow-growth posture already taken by the citizenry whose views were solicited as a basis for the Plan. Unquestionably more work needs to be carried out in determining the optimum amount and mix of urban land uses, as well as the service infrastructure needed to support it, to arrive at a truly balanced and properly regulated land-use pattern. At present, land-use determinations and urban service extensions are based on decisions relating to individual properties or development proposals. Until such decisions are related to the needs of the community and region as a whole, urban growth may occur much as it has in the past with the continued spawning of sprawl, the creation of more vacant and derelict land, strip development along arterial highways, incompatible land uses,

and unesthetic urban design -- a pattern oriented to the economic requisites of business while lacking the cultural amenities of a people-oriented environment.

The present favorable economics of farming indicates an expansion and intensification of farm activity conducive to public acceptance of exclusive farm-use designations on the Plan and in the supporting zoning ordinance. Not only will the agricultural base of the County be adequately protected from premature urban encroachment, but open space and related objectives, such as fish and wildlife and recreation enhancement, will be better assured.

Highway location and the routing of electrical transmission lines and pipelines present adverse as well as beneficial environmental impacts, and the Plan identifies Yamhill County's location astride present and potential regional traffic and energy transfer corridors. While the Plan does little more than passively acknowledge present routing patterns and lists some possible responses to new pressures of regional growth, it is noted that the State Highway Division and the large utilities have the power of eminent domain in locating their rights-of-way and there are few provisions in State law for local review and comment when such facilities are routed through the County. The Plan calls for a stronger voice in these location decisions as they affect urban and agricultural development in the County.

The location of industry is a matter for local determination once the broad land-use designations are made on the Plan map. The Plan does not differentiate among uses on the basis of capital- or labor-intensive characteristics and hence does not control the location of industry in terms of a community's tax base or employment needs. Under zoning, the traditional differentiation is by broad performance or specification standards. As the Plan is amended and updated, a more definitive industrial location policy must be evolved if the impact of industrial development is to be understood and related to spin-off economic activities, the demand for housing, schools, parks, and the like. The Plan thus calls for social as well as economic benefit-cost evaluations.

The Plan addresses itself extensively to resource conservation issues ranging from forestry, agriculture and open space to soils, mineral and water resources, and fish and wildlife habitat and recreation. All of these resources are intended to be managed in such a way as to enhance both short- and long-term productivity and environmental quality. Watershed management is perhaps the most critical concern since water is vital to all economic activity and the well-being of the people of the County. Watershed protection demands proper forest and agricultural management practices. Flood and erosion control is dependent upon effective watershed protection. Water-quality management requires maintenance of stream flows and effective control of point and non-point sources of pollution. These are all long-range objectives of the Plan. The County itself will further address the abatement of soil erosion and sedimentation problems through ordinance regulation of building development. It will also support floodplain management efforts through participation in a tri-County Resource Conservation and Development project now underway.

The only commitment of resources by the Plan is the sanction of full-scale mining under State and local regulation of all high-quality mineral aggregates from quarries and sand and gravel deposits. Both kinds of deposits are considered non-renewable resources, although river deposits of sand and gravel replenish themselves over time from the continuous action of stream course erosion and deposition.

Environmental concerns expressed in terms of air, water, noise and visual pollution are also acknowledged by the Plan. Federal and State standards incorporated in State and regional plans, such as the recently adopted State *Clean Air Act Implementation Plan* and the soon-to-be-adopted *Willamette Basin Water-Quality Management Plan* and *Mid-Willamette Valley Water-Quality Management Plan* now and in the future will become effective forces in air- and water-quality control. Noise-control standards recently promulgated by the State Department of Environmental Quality will initially address the problems of vehicle-generated noise. Litter disposal is already regulated in part by State law along State highways and through the prohibition of use of certain non-returnable beverage bottles and cans. Yamhill County recognizes these measures and the environmental benefits they bring and support for these programs is spelled out in the Plan. Finally, the visual blight occasioned by poor urban design and unsightly or incompatible land uses has been recognized and will be given close attention in the development of the County zoning ordinance and other Plan implementation measures.

Equal opportunity in employment and housing is a firm policy of Yamhill County. Attention has been given these issues in the Plan and full advantage of Federally assisted employment and housing programs will be taken. In these areas of concern, it is noted that persons of low and moderate income and the elderly are perhaps as much in need of recognition as are persons of particular ethnic or national origin. While Yamhill County is committed to a fair-share approach in supporting regional housing objectives, it is recognized that the abnormally high proportion of old, substandard housing and low-income levels in the County, when measured against the costs of new housing, today pose a much more serious problem than Federal programs can remedy. Continuing increases in the cost of land, labor, materials and mortgage money are becoming a widespread national problem. In response to this situation, Yamhill County is taking a liberal approach in accommodating unconventional housing types, such as mobile and modular housing. It is also committed to working with the cities of the County to assure an adequate amount of reasonably priced, serviced land within the urban growth areas defined by the Plan.

In light of this brief overview of the subjects addressed by the Plan, a summary statement of the goals of the Plan is set out below. For amplification of these goals, reference is made to the narrative and the full goals statements; for interpretation of the goals, a review of the policies based on each of the goals is necessary.

1. *To direct the bulk of urban development to existing urban centers;*
2. *To accommodate that development which is better suited to rural than urban locations without compromising the basic goal relating to urban containment;*

3. *To encourage the containment of urban services within existing urbanizing areas in order to achieve an orderly pattern of growth;*
4. *To achieve a steady, moderate rate of economic growth;*
5. *To preserve open areas in both rural and urban environments for all to enjoy;*
6. *To conserve and to manage efficiently our forest and range resources;*
7. *To conserve our fish and wildlife habitat with a view to maintaining an optimum ecological balance;*
8. *To conserve our highly productive farm lands for the production of crops and livestock;*
9. *To conserve our soil resources in a manner reflecting their suitability for forestry, agriculture and urban development;*
10. *To protect from urban encroachment key mineral deposits, provided that such deposits are not located on land for which the highest and best use is urban development; and to ensure that extraction of mineral resources causes minimal blight and nuisance;*
11. *To conserve and manage efficiently our water resources;*
12. *To create convenient and attractive residential neighborhoods which can be efficiently serviced, and to give a satisfactory range of choice to the prospective householder;*
13. *To accommodate the demand for rural residential development in areas well suited for such use, provided it does not pre-empt highly productive farm or forest lands or generate inordinate service demands;*
14. *To assure the provision of safe, sanitary and decent housing for all residents of the County at a reasonable cost;*
15. *To enhance central business districts, encourage safer, more convenient and attractive community and neighborhood commercial centers, and protect prime commercial sites for commercial use;*

16. *To concentrate industrial development within existing urban centers, to reserve land for industrial development prior to demand, and to attract new industries in accordance with the need to achieve a balanced property tax and employment base;*
17. *To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including all modes of transport;*
18. *To encourage a land-use pattern which will maximize the use of rail for movement of cargo;*
19. *To develop a system of safe and convenient bicycle and pedestrian ways to complement other modes of transportation;*
20. *To program and protect air transportation facilities in keeping with the demands of future County growth;*
21. *To ensure that the development and maintenance of utility facilities takes place with respect for sound land-use principles;*
22. *To develop a timely, orderly and efficient arrangement of public services and facilities;*
23. *To provide recreational opportunities to meet the needs of Yamhill County residents and, to a modest degree, of the transient and regional population;*
24. *To secure long-range water supplies to serve the urban growth needs of the County;*
25. *To secure sanitary sewerage systems which provide a safe and efficient collection and treatment of sewage;*
26. *To protect natural resources from pollution or deterioration which would dangerously alter the ecological balance, be detrimental to human health, or compromise the beauty and tranquillity of the natural environment;*
27. *To preserve the amenity values of the County through ensuring harmony between urban development and the natural environment;*
28. *To seek continuing cooperation with all governmental agencies and the private sector in Plan formulation, implementation, amendment, evaluation and update.*

PART I
THE LAND AND THE PEOPLE

CHAPTER II

THE PEOPLE AND THE ECONOMY

History of Settlement¹

The first white men to come to the Willamette Valley were fur trappers with the Hudson's Bay Company. These men carried stories of beautiful hills, fertile prairies and abundant timber back to the East and inspired many dreams of traveling west. In 1834 Ewing Young, an adventurer from Missouri who had traveled much of the American West, responded to these stories and staked out his claim on Chehalem Creek, becoming the first American to settle in Yamhill County. Two years later Louis LaBonte, a trapper with the Hudson's Bay Company, broke one of the company's long-standing rules by settling permanently near Dayton. Encouraged by this precedent, other trappers also made their homes in the Valley.

News of these settlers gave confidence to other pioneers and Americans from the East began arriving in the Willamette Valley, many of them settling in the Yamhill District where Ewing Young's American settlement was already established. The first group came in 1840, and each successive year during the decade brought more.

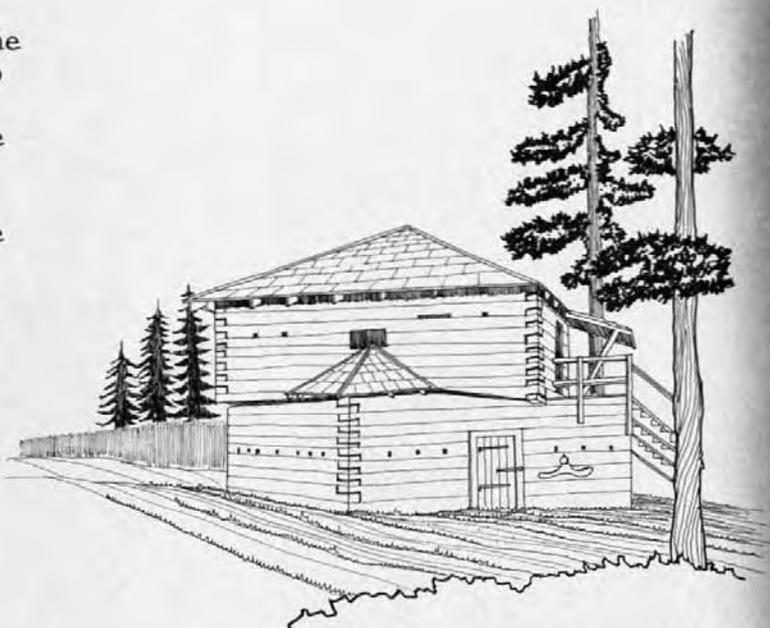
These early settlers were economically tied to the Hudson's Bay Company. In order to break this stranglehold, the Americans organized the Willamette Valley Cattle Company and raised enough money to send Ewing Young to California to bring back cattle. This he did, and cattle raising became the chief farming enterprise in the early years.

Young was an industrious person; he built a sawmill, established a trade depot, and amassed a large estate. After his death in 1841, it became apparent that a government was needed to protect and divide this estate. Because the British and American boundary had not yet been determined, these settlers were without any governmental rule. A public meeting was held in Champoeg in 1843, where a vote determined that a Provisional Government would be estab-

¹General history taken from Leslie M. Scott, "Yamhill County Already Marks First Century," *Sunday Oregonian*, magazine section (Portland: September 7, 1941), p. 8; E.R. Jackman and Louis Gross, "The Settlers Prospered in a Rich and Peaceful Land," *Oregon Farmer*, LXXXVIII (March 3, 1960); interview with Ruth Stohler, Yamhill County Historical Society, December 10, 1973; and supplemented by calls to mayors or recorders of the ten incorporated cities of Yamhill County, March, 1974.

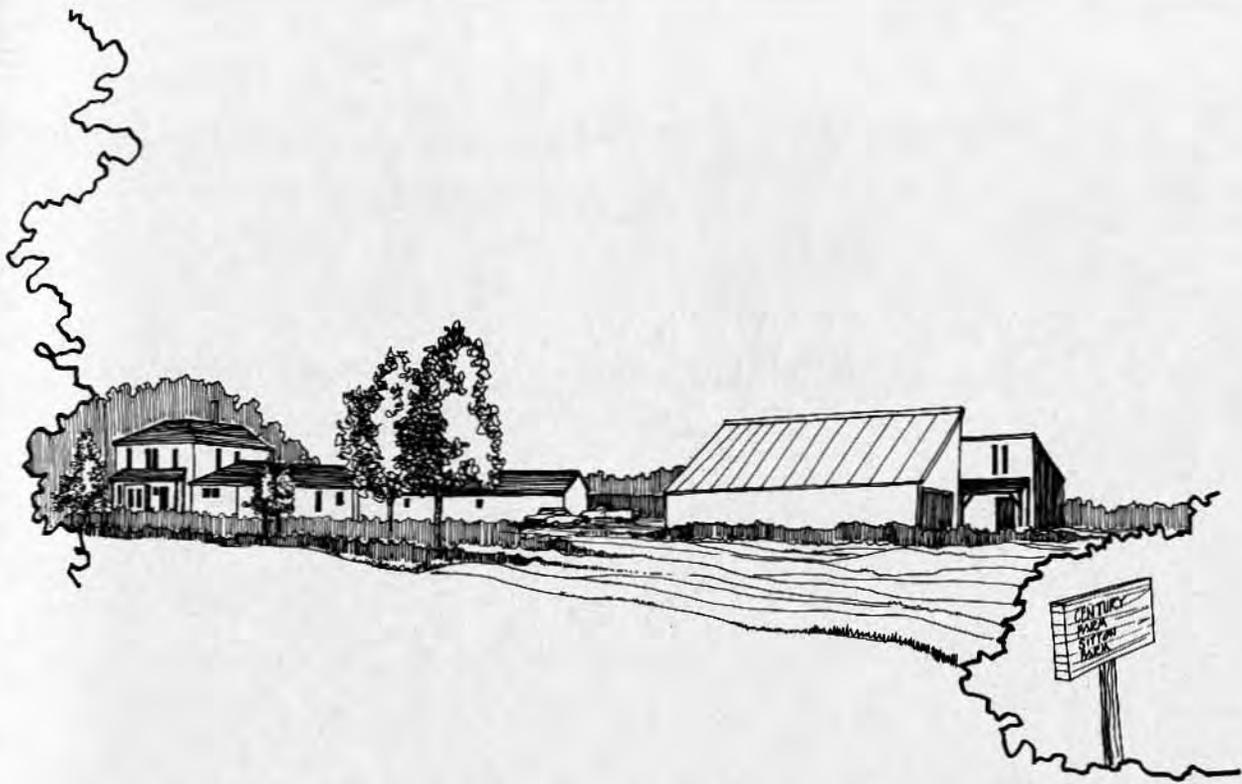
lished, and that Oregon would be divided into four districts. One of these was the Yamhill District, whose boundaries stretched from the Chehalem Mountains on the north to the present California border on the south, and from the Willamette River on the east to the Pacific Ocean on the west. In 1846 the British and American boundary line was drawn at the 49th parallel, and in 1847 Oregon was officially established as an American territory.

The Federal government passed the Donation Land Claim Law in 1850, granting each married couple settling in Oregon 640 acres. This legitimized the existing claims and encouraged more Americans to settle in the Valley. By 1852 all of the land in the Valley had been claimed. While the Donation Land Claim law had been instrumental in attracting settlers, the size of the donation created a sparse settlement pattern which was to remain for decades.



The end of the California gold rush brought a decline in meat prices and the settlers turned to wheat as the primary export commodity. This crop was very plentiful and the district became nearly self-sufficient, inspiring the saying, "Yamhill Against the World." Farming enterprises became increasingly varied. Albert Alderman started an apple orchard near Dayton in 1846. Joseph Watt, settling near Amity, brought sheep farming to the County in 1848. Turkey farming was introduced by P. L. Menefee near Yamhill, and German settlers started prune orchards near Sheridan. Over the years vegetables, grass seed, walnuts, filberts and dairying have become additional important agricultural enterprises. In the early settlement years timber was not an important crop for export because of the difficulty in transporting it.

The communities which have thrived in Yamhill County have done so largely through a combination of appropriately located transportation routes and enterprising individuals. An old Indian trail running through the County became a well traveled coach route for Yamhill settlers. This trail crossed the Willamette at Oregon City, followed the Tualatin River to the vicinity of Forest Grove and Hillsboro and then entered the Yamhill and Carlton areas. The trail continued south and joined the present-day Baker Street in McMinnville. Then it divided, with one branch following the South Yamhill to Grand Ronde. Apparently this trail influenced the development of the communities of Yamhill, Carlton, McMinnville, Sheridan and Willamina.

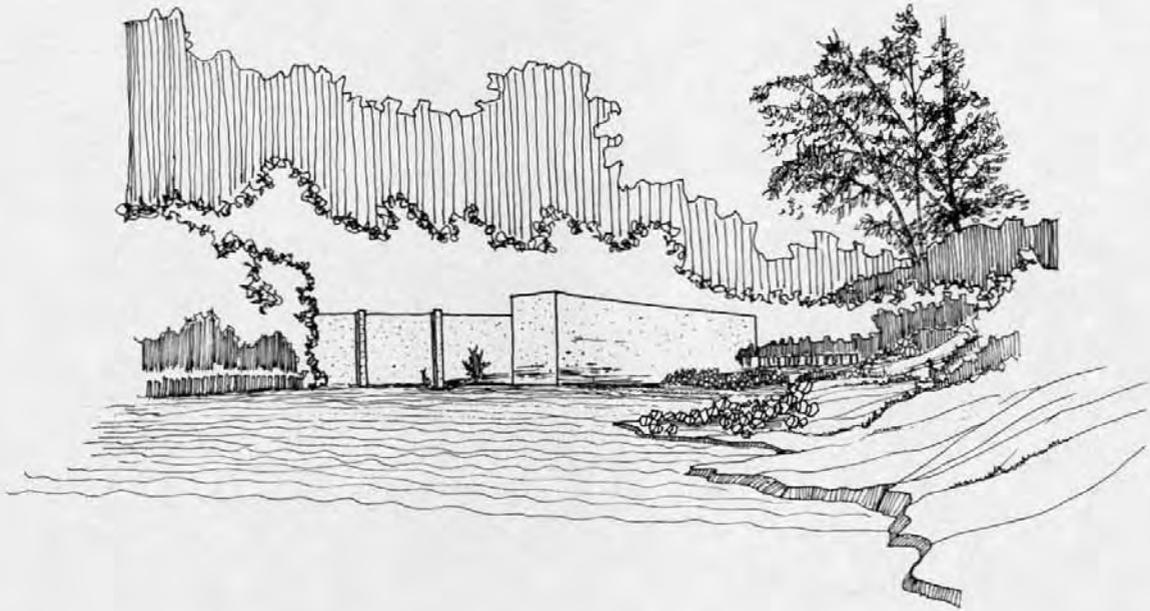


McMinnville and Lafayette, both settled in the early 1840s, were two of the first communities in Yamhill County. Lafayette grew up where the trail to California crossed the Yamhill River at its shallowest point. Many people passed through the area on their way to California during the gold rush, and supply stores built there flourished. Joel Perkins, a very enterprising individual, laid out the land for the town, built stores, and applied for the position of County Clerk in 1847. Being the only applicant, he was given the position and Lafayette became the County seat and center of commercial activity.

Lafayette's importance was surpassed several decades later by McMinnville.² Originally settled by members of the first group to come from the East to the Valley, McMinnville became an established community when a grist mill and a blacksmith shop were built in the mid-1850s. About the same time land was donated for McMinnville College (now Linfield). By the end of the decade steamboats were carrying goods between Portland and McMinnville during the winter months when the water was high. By the late 1870s a demand had grown for more efficient transportation to carry wheat to the markets, and railroad promoters from the East had arrived in Yamhill County. McMinnville actively solicited the railroad while Lafayette spurned it. In 1879 a railroad linking Portland, Forest Grove, McMinnville and Sheridan was built, insuring the vitality of these communities.

Several years later Lafayette's decision to discourage the Wortmans from establishing a bank in the community further spurred McMinnville's growth. Turned away by Lafayette, the Wortmans went to McMinnville where they were welcomed. With both the bank and the railroad, McMinnville became an important center of activity, and when a new courthouse was needed in 1888 to replace the one which had burned in Lafayette, the voters agreed it should be built

²*McMinnville: Into the Second Hundred Years* (McMinnville: League of Women Voters, 1971), pp. 3-11.



in McMinnville. The next year the City built the first municipally owned water and light plant on the West Coast. These services, generated from the Yamhill River, made the community even more attractive to prospective settlers.

At the turn of the century an attempt was made to revitalize river transportation. The Lafayette Locks were built, making McMinnville the head of year-round navigable water on the Yamhill. The railroad had gained such popularity by that time, however, that the steamboats could not compete, and the little-used Locks were finally removed in the 1950s. McMinnville's failure to capture the river transportation market did little to deter its growth. From those early years to the present time it has remained the center of commercial, industrial, and governmental activity in Yamhill County.

Railroads were important to the survival and growth of other communities as well. Before the Locks were built, Dayton thrived as the head of year-round navigable water on the Yamhill, and became even more important after a railroad was built in 1878 connecting Sheridan to Dayton where crops were transferred off the trains and onto the steamboats.

Carlton, which was originally a rest stop for travelers taking the stage-coach west over the Coast Range, was officially established in 1874 when a railroad station was built and the development of a commercial district resulted. When logging was introduced to Carlton's economy in the mid-1880s, railroad transportation was important to its survival.³ Likewise other logging towns, Yamhill, Sheridan, and Willamina, were dependent upon the railroads.

³Mary Ellen Duyn, "Carlton, Oregon: Dependence on Two Activities, Agriculture and Timber, and Effect on Subsequent Occupance" (unpublished research paper for Urban Landscape: Patterns and Problems, Portland Community College, March, 1973), pp. 1-8.

Joseph Watt, the man who introduced sheep farming to the County, donated land for the platting of Amity, and a man named Thomas, who did not agree with the location of the Watt plat, did the same. The two plats did not meet, and the result is a disjointed street pattern in the present-day community. In spite of this early dispute, the settlers agreed that the town was established in an amiable atmosphere, and called the settlement Amity. An early Christian Church, a train depot, a hotel, and two grain elevators sustained the town's population.⁴

Ewing Young's settlement on Chehalem Creek did not thrive long after his death; but the area was revived with the arrival of the Quakers in the early 1870s and the establishment of their school in 1895. A railroad from Whiteson to Oswego was built in 1884; and the station at Newberg was added insurance that the town would survive and grow. Along the same railroad line a station was built at Dundee and gave that community its start.

Yamhill County today reflects much of this early heritage. Although there has been a gradual migration to the cities, a sparse settlement pattern still exists, and farm and forest land continue to cover nearly all the land area.

For many years farming and logging continued to form the basis of Yamhill County's economy. Industrial enterprises associated with the processing of agricultural and wood products became a second important source of employment and through the mid-20th century the population and economy continued to expand. Then in the decade between 1950 and 1960 an economic decline occurred, resulting in a net population loss. This decline was in large part attributable to unemployment caused by the continuing pattern of consolidating small farms into large enterprises and by changing market conditions which seriously affected the wood-products industry. The following decade brought a return of prosperity and from that time to the present Yamhill County has been a growing, vital community.

Population and Economic Trends and Projections

Since the early 1960s, the population trends of Yamhill County have paralleled the steady growth rate of the Willamette Valley, showing a 24 percent increase between 1960 and 1970,⁵ and an estimated eight percent increase between 1970 and 1973.⁶ Increases in the County's population are largely

⁴Telephone interview with Phil Meeker, Amity, April 11, 1974.

⁵U.S. Bureau of the Census, *Number of Inhabitants, Oregon* (Washington: U.S. Government Printing Office, July, 1971). All population figures for decennial years used throughout the report taken from *Number of Inhabitants* publications.

⁶*Population Estimates of Counties and Incorporated Cities of Oregon* (Portland: Portland State University Center for Population Research and Census, 1971, 1972, 1973). All population figures for years other than decennial years used throughout the report taken from this source.

caused by net in-migration. Between 1960 and 1970 the average annual share of population increase due to net in-migration was three times that due to natural increase, while for the State as a whole these two factors had nearly equal influence.

TABLE 1

COMPONENTS OF POPULATION CHANGE, NATURAL INCREASE AND NET IN-MIGRATION
YAMHILL COUNTY AND OREGON
1960-1970¹

	Population Change 1960-1970			Average Annual Share of Population Change Due To:	
	Number	Natural Increase	Net In-Migration	Natural Increase	Net In-Migration
Yamhill County	7,735	1,940	5,795	0.5	1.6
Oregon	322,689	164,043	158,655	0.8	0.8

¹U.S. Census, 1970 *Number of Inhabitants*.

Growth in the Incorporated Areas

The greatest influence on the County's renewed growth since the 1960s has been the expanding Portland metropolitan area which is spilling over into the northeast part of the County. The four cities in that sector, Newberg, Dundee, Dayton and Lafayette, have shown very high growth rates in recent years. Their population increase totaled 54 percent between 1960 and 1970 and an estimated 25 percent between 1970 and 1973. These figures are somewhat influenced by annexations to the City of Newberg (see Table 2), but the bulk of the growth has been caused by migration. This increase in primarily residential growth has meant, too, that between 25 and 50 percent of the County's total work force is currently employed outside its boundaries. However, it has also meant a stimulation of retail trade and of the service industries within the County, making the service industries now the largest employer in Yamhill County.

The City of McMinnville, the largest incorporated area in the County, has shown marked population increases, although its growth rate (32 percent) did not approach that of the northeast sector in the 1960-1970 decade. In recent years McMinnville's growth rate has averaged nearly seven percent a year, a figure sharply influenced by annexations in 1971. McMinnville has now annexed virtually all fringe area development which might add appreciably to its population. A vigorous policy of industrial attraction in the late 1960s has made McMinnville the place of greatest employment opportunity in the County, and has resulted in manufacturing employment maintaining about a one-quarter share of the County's total work force.

Yamhill, Carlton and Amity have retained their rural character and continue to show steady, but moderate growth. They are off the main Highway 99W-18 arterial and consequently have experienced little impact from Portland area growth. Having little economic diversification, they attract few people for employment. Retail and service enterprises, along with a little light industry, form the basis of their economies. The relatively high percentage of persons aged 65 and over living in these towns (16 percent in 1970) suggests that they are popular as retirement settlements.

TABLE 2

POPULATION OF INCORPORATED AND UNINCORPORATED AREAS OF
YAMHILL COUNTY, 1940-1970 AND 1973, WITH PERCENTAGE CHANGES¹

	1940	1950		1960		1970		1973	
Amity	545	672	+23%	620	- 8%	708	+14%	840	+19%
Carlton	864	1,081	+25%	959	-11%	1,126	+17%	1,270	+13%
Dayton	506	719	+42%	673	- 6%	949	+41%	1,110	+17%
Dundee	209	308	+47%	318	+ 3%	588	+85%	880	+50%
Lafayette	409	662	+62%	553	-16%	786	+42%	1,000	+27%
McMinnville	3,706	6,635	+79%	7,656 ²	+15%	10,125 ³	+32%	12,250	+21%
Newberg	2,960	3,946	+33%	4,204 ⁴	+ 7%	6,507 ⁵	+55%	8,020	+23%
Sheridan	1,293	1,922	+48%	1,763	- 8%	1,881	+ 6%	2,035	+ 8%
Willamina	1,255	1,614	+29%	960	-11%	1,193	+24%	1,280	+ 7%
Yamhill	418	539	+29%	407	-24%	516	+27%	555	+ 8%
Total Incorporated	12,166	18,098	+49%	18,113	0%	24,379	+35%	29,240	+20%
Total Unincorporated	14,169	15,386	+ 9%	14,365	- 7%	15,834	+10%	14,160	-12%
County Total	26,335	33,484	+27%	32,478	- 3%	40,213	+24%	43,400	+ 8%

¹U.S. Census, *Number of Inhabitants*, and Center for Population Research.

²Includes 200 persons added by annexation 1950-1960 (21% of net increase).

³Includes 326 persons added by annexation 1960-1970 (33.5% of net increase).

⁴Includes 338 persons added by annexation 1950-1960 (more than total overall increase).

⁵Includes 641 persons added by annexation 1960-1970 (28% of net increase).

Although Sheridan and Willamina showed rapid rates of growth earlier in the century when forest products were a booming industry, the decline of that industry has brought a slowdown in the growth of both cities. Highway 18 passes by both cities, however their distance from urban areas has thus far minimized commuter residential growth. These towns, too, show a high percentage of persons in the 65-and-over age group (17 percent in 1970), indicating that growth in these areas can be at least partially attributed to a large retired population. Moderate diversification in the economy has also taken place with the attraction of a new mobile-home plant to Sheridan.

Rural-Urban Shifts

The national trend toward fewer, larger farms brought about by mechanization has been paralleled in this County. This trend, coupled with the desire for urban conveniences, has meant that an increasingly large share of the population is moving off the farm and into the city. Indeed, census data indicate that in 1970 only nine percent of the work force was engaged in agriculture and forestry, down from 34 percent in 1940. The smaller percentage of Yamhill County residents in the 20-64 age group (48 percent in 1970, compared to a State average of 52 percent) would indicate that this move away from the farm has meant that many persons leave the County to seek employment opportunities.

The trend toward movement into the metropolitan areas and into the incorporated centers of the County is being offset by other population shifts. While Portland continues its desirability as a place of employment opportunity, many former urbanites are choosing to pay the price of long commuting distances in order to acquire greater privacy and open space in which to live. This has meant an increase in non-farm rural development in the County, occurring usually at the edges of urban areas. The result is a pattern of large-acreage residential ownerships spreading beyond the urban service areas.

Employment and Income

Yamhill County's transition from a rural, agriculture-based economy to an urban, service-based economy is not occurring without casualties. For those in the working age group who remain in the County, employment is not easy to find. The U.S. Department of Health, Education and Welfare defines full employment as four percent or less unemployment (this accounts for those transferring to a new job); yet in eight of the past fourteen years the County has experienced over eight percent unemployment. A percentage decline in unemployment occurred between 1965 and 1969, coinciding with the arrival of a number of manufacturing firms, however high levels have again been reached and maintained since that time. (Very recent adjustments by the State Employment Division in methods of determining unemployment indicate that unemployment in Yamhill County while serious, is not as severe as earlier figures would indicate. The new method shows unemployment at an average of 1.3 percent lower than the statistics in Figure 1 show from 1970 to 1973.)

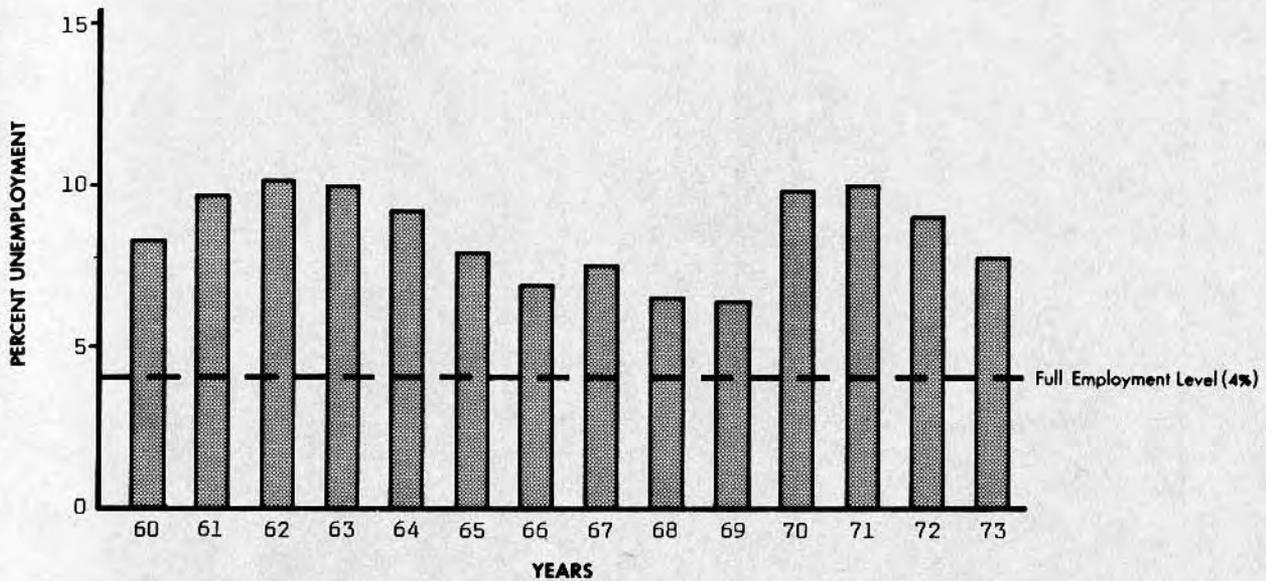
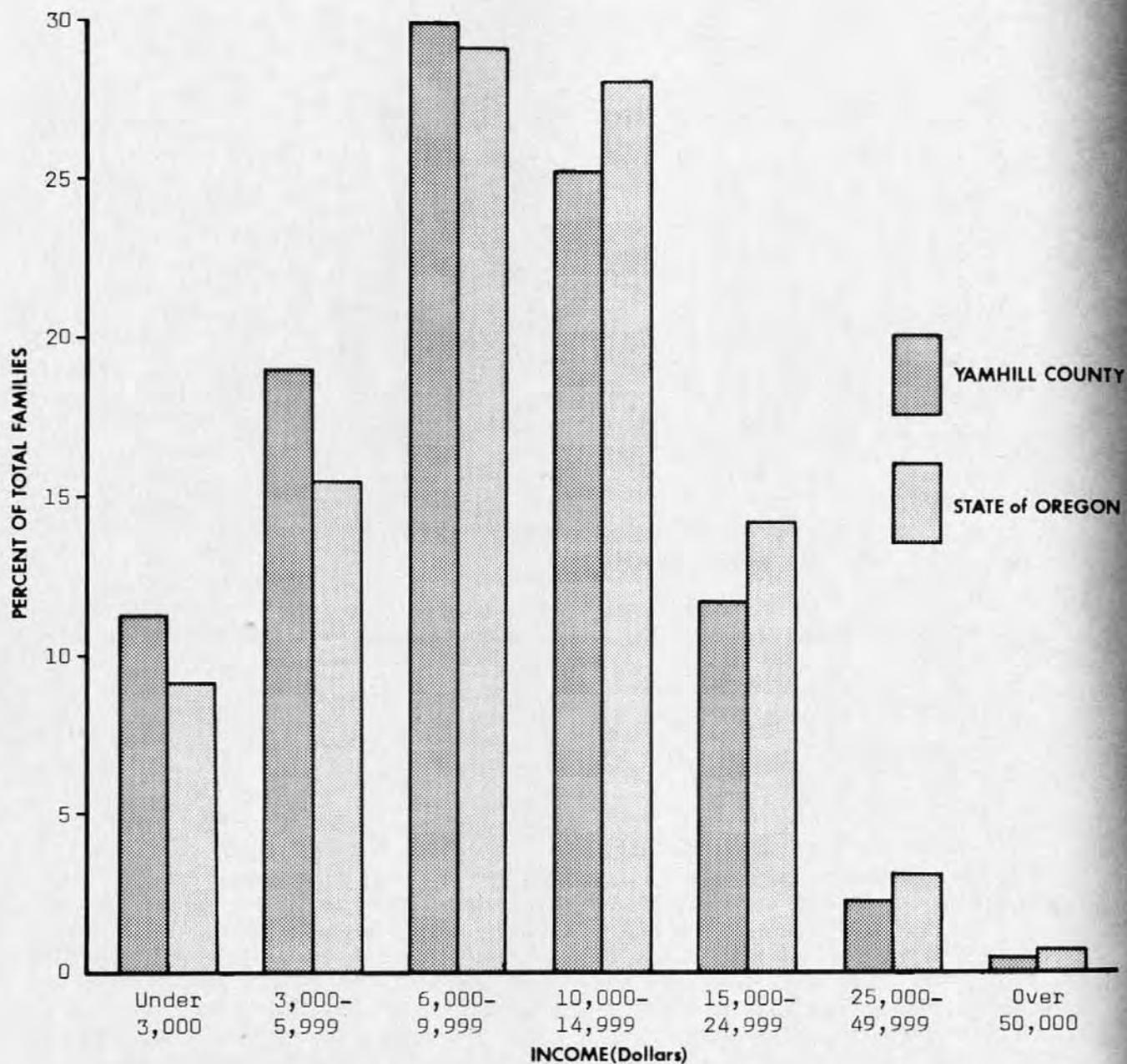


Figure 1 ANNUAL PERCENT OF WORK FORCE UNEMPLOYED, 1960-1973 YAMHILL COUNTY

¹Labor Force Trends (Salem: Oregon State Employment Division, published monthly).

Those who do find work are employed largely in manufacturing and retail enterprises, and increasingly in the service industries. The prevalence of seasonal employment contributes to the unstable employment picture.

The low percentage of residents in the working age group (20-64), the higher percentage in the 65-and-over group (13 percent compared to a State average of 11 percent), the lack of professional employment, and high unemployment combine to form a concentration of Yamhill County families in the lower-income ranges. For example, in each income bracket under \$10,000 a year in 1969, Yamhill County had a higher percentage of families than the State average, and in each bracket over \$10,000 its percentage was lower.



**Figure 2 ANNUAL FAMILY INCOME DISTRIBUTION
YAMHILL COUNTY and STATE of OREGON**

¹1969 *Income and Poverty Data: Cities and Counties of Oregon*,
(Eugene: Bureau of Governmental Research and Service, University of
Oregon, May, 1972), p. 8.

Future Population and Economic Estimates

Because net in-migration will likely continue to have a much greater influence on growth in Yamhill County than will natural increase, it is very difficult to make satisfactory forecasts of future population change. Growth of the Portland metropolitan area is expected to have the greatest influence in determining the future size and economy of Yamhill County. Comparatively low land values, a clean environment, and a perceived "small-town atmosphere" are expected to attract an increasing number of Portland commuters to the northeast part of the County. Newberg and Dundee are expected to experience the greatest growth by 1990, more than doubling their 1970 combined population to reach an estimated 14,710 persons by 1990.⁷ Dayton and Lafayette will also likely continue their high growth rates, as the location of these towns on or near Highway 99W makes commuting to Portland feasible. It is estimated that the combined population of these two cities will also more than double their 1970 figure to reach 3,480 persons by 1990. Present estimates are that about 65 percent of the workers in the northeast part of the County are employed outside the County,⁸ and future growth and change may intensify the area's character as a bedroom community.

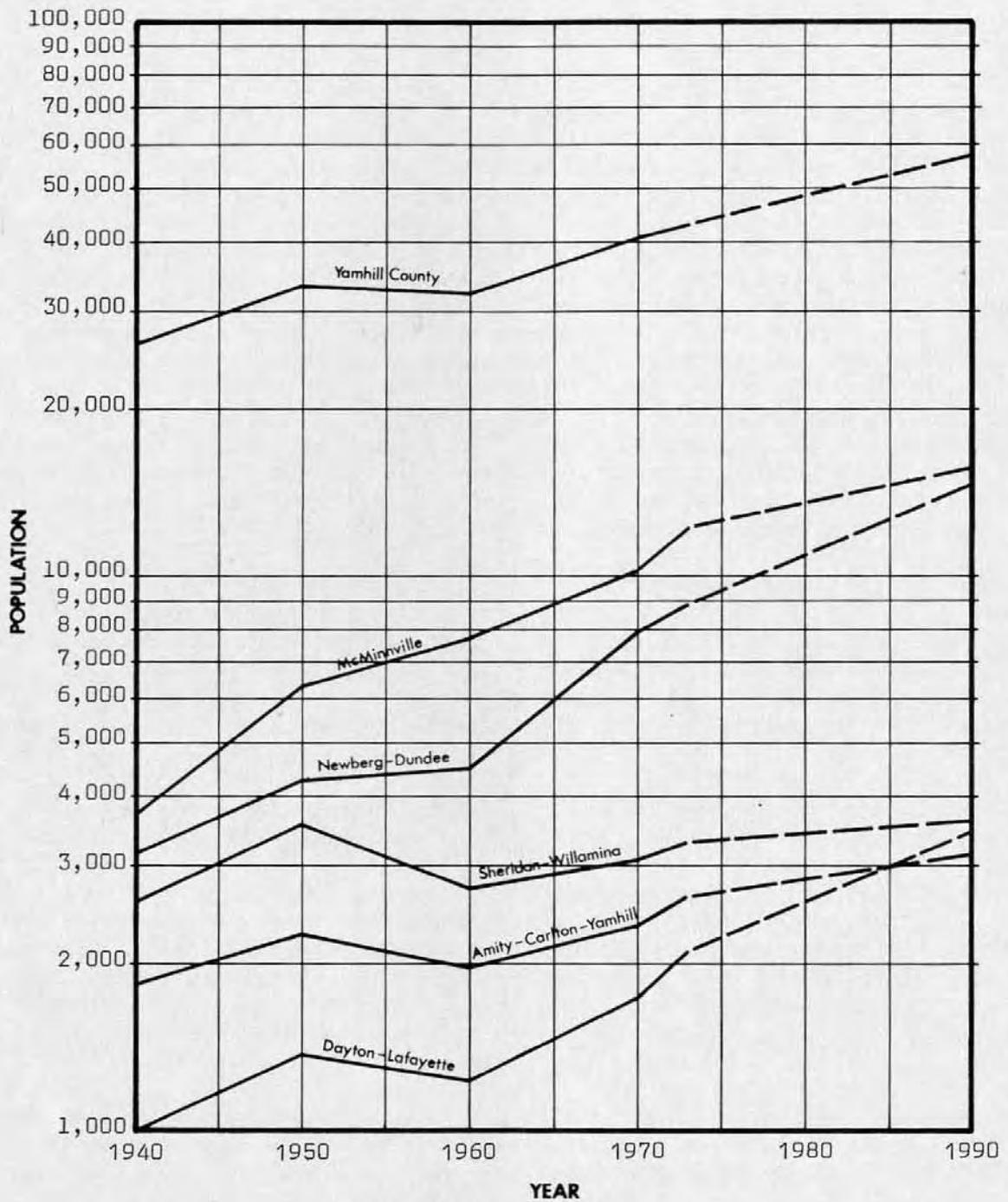
One of the impacts of the commuting pattern on the economy is that an increasing number of jobs within the County will be in the service industries. Following a national trend, 50 percent of the employment opportunities in Yamhill County are expected to fall in this category by 1990. Increased residential growth should also encourage wholesale and retail trade, which is expected to continue to provide approximately 20 percent of the employment through 1990.

Low utility rates, good transportation and inexpensive land, combined with a good labor market and the amenities offered by the physical environment will probably continue to attract some industry to the County, particularly to McMinnville. As the County grows, manufacturing should continue to account for at least 20 percent of the jobs. The number and types of industries locating in the County and their physical, social and economic impacts will be somewhat determined by local government policies for attraction, servicing and regulation of development of industrial areas. Appropriate policies should be able to alleviate pressing unemployment problems without creating the problems of uncontrolled growth.

Sustained employment opportunities are expected to continue drawing people from the rural areas and smaller towns into McMinnville, providing it with a steady growth to an estimated 15,780 persons by 1990, a 56 percent increase

⁷All population estimates by Yamhill County Department of Planning and Development based on studies by Bonneville Power Administration, Pacific Northwest Bell, Mid-Willamette Valley Council of Governments and recent land-use trends.

⁸Estimates by Ken James, Yamhill County Manager, State Employment Division, McMinnville, June 15, 1973, based on "last job of recipients of unemployment insurance."



**Figure 3 POPULATION TRENDS and PROJECTIONS
for YAMHILL COUNTY, 1940-1990**

¹Figures for 1940-1970 from U.S. Census, *Number of Inhabitants*; figures for 1973 from Center for Population Research; figures for 1980 and 1990 estimated by Yamhill County Department of Planning and Development.

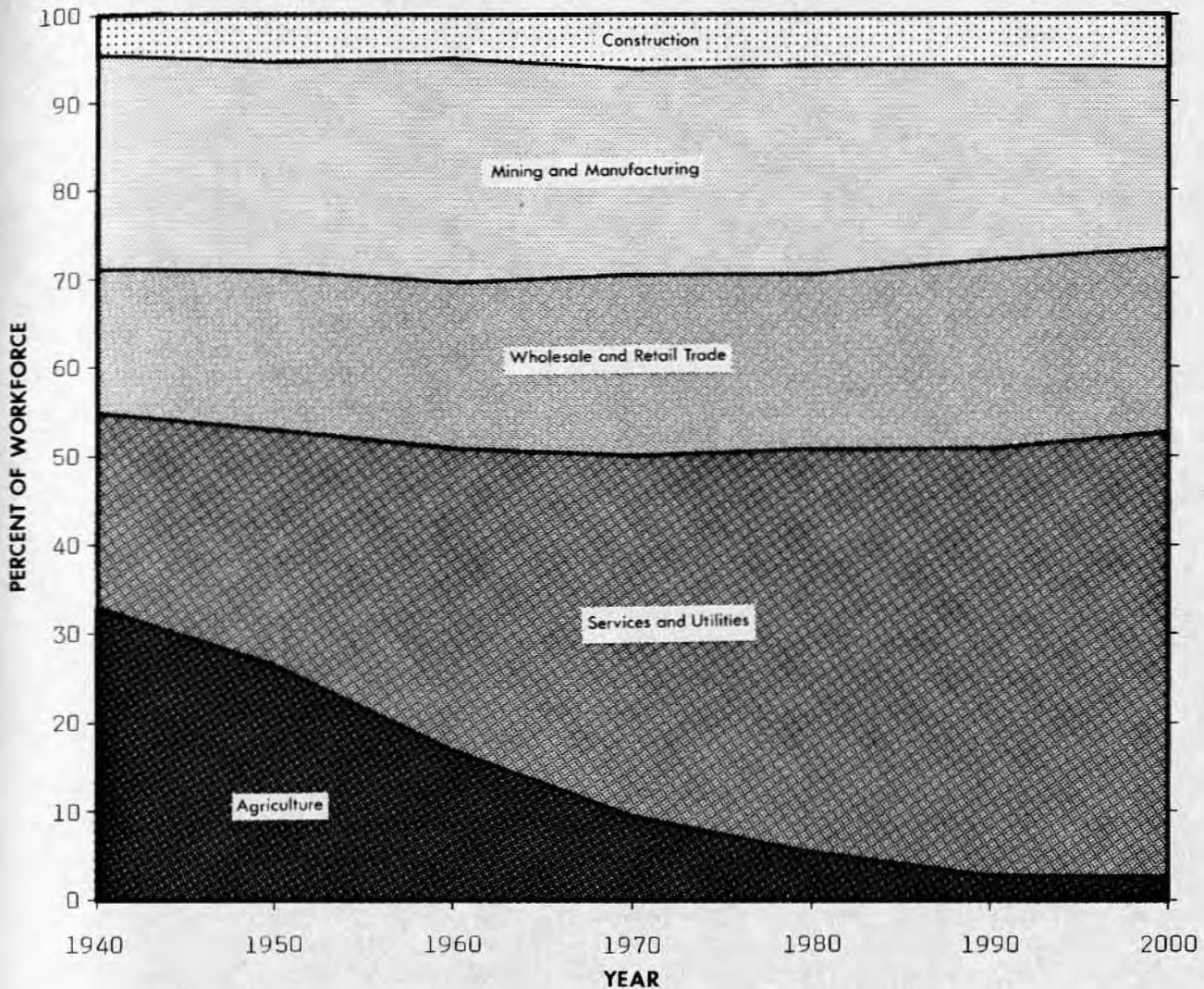


Figure 4 EMPLOYMENT TRENDS and PROJECTIONS for YAMHILL COUNTY, 1940-2000

¹U.S. Bureau of the Census, *General Social and Economic Characteristics, Oregon* (Washington: U.S. Government Printing Office). Breakdowns for type of employment are based on the *Alphabetical Index of Industries and Occupations*. For the purpose of this study, figures for *Utilities* include those employed in railroads and railway express service, trucking service and warehousing, other transportation, communications, utilities and sanitary services. *Retail trade* includes food, baking and dairy stores, eating and drinking places, general merchandise retailing, motor-vehicle retailing and service stations, and other retail trade. *Service industries* include banking and credit agencies, insurance, real estate and other finance, business and repair services, private households, other personal services, entertainment and recreation services, hospitals, health services, public schools and colleges, other education, welfare, religious and nonprofit membership organizations, legal, engineering and miscellaneous professional services and public administration.

Estimates for 1980-1990 developed by Bruce Phelps, Senior Planner, Mid-Willamette Valley Council of Governments, Salem.

over its 1970 population. On the other hand, layoffs in the recreational-vehicle industry and other employment sectors, which have recently reduced employment opportunity, may be indicative of a future pattern of employment and population growth less than anticipated.

The remaining five cities of Amity, Carlton, Yamhill, Sheridan and Willamina are projected to experience a lower rate of growth. The rural atmosphere of all these cities will continue to attract some residential development, particularly among the retired. However, little economic diversification is foreseen. In the Sheridan and Willamina area, the continuing shortage of logs is expected to aggravate the already ailing forest-products industry. Only a 17 percent population increase in the two communities is projected by 1990, for a total of 3,605 people. Like Sheridan and Willamina, Amity, Carlton and Yamhill are too far removed from the Portland and Salem metropolitan areas to feel their direct impact. Looking at these factors, an estimate of only a 35 percent increase in the combined 1970 population of these cities can be made, for a total of 3,165 residents by 1990.

Mechanization will likely continue to encourage the trend toward larger farms. This, combined with the inevitability of at least some urban growth on to farm land is anticipated to bring the number of farmers down to only three percent of the work force by 1990. As the number of farmers decreases and as the attractions of urban conveniences and employment opportunity draw more residents to the incorporated areas, the percentage of population residing in the cities is expected to rise to 68, up from 59 percent in 1970.

Numerous possible changes in the future could substantially alter these population and employment estimates. The extent of non-farm rural development will be heavily influenced by policies of the State Department of Environmental Quality regarding acceptable methods of sewage disposal. An improved and widened Highway 99W-18 or a new Willamette River bridge crossing could increase pressures on the communities now relatively isolated by lack of commuter access. Recurring gasoline shortages, coupled with dramatic price increases, could make long commuting distances costly, if not impossible, and significantly reduce estimated population growth. On the other hand, as rapid and efficient mass transportation becomes available, the long-range constraints on population growth might not be so great.

Estimates for the smaller cities could be excessively low in the event a large industry were to locate in any city. Conversely, recurring constraints imposed by limited water supply and sewage-disposal facilities could temporarily arrest growth in any city. Likewise, the decline of a major industry, such as mobile-home or recreational-vehicle manufacturing, could spell an unanticipated decline for an area. Development of large multi-purpose, watershed storage projects, as have been proposed in the foothills of the Coast Range, could also bring higher rates of growth than are now anticipated.

Within the context of these demographic and economic factors, Chapter III will examine the physical base for development and the response of man in using the basic land and water resources to meet his needs.

CHAPTER III

THE PHYSICAL SETTING AND EXISTING DEVELOPMENT

The Physical Base

Landforms and Geology

Yamhill County is located in the northwest part of the Willamette Valley and is bounded by the Willamette River on the east and the Coast Range on the west. The northern boundary follows the crest of Chehalem Mountain and the Coast Range with the southern boundary bisecting the Eola Hills.

The County's physical base can be divided into five distinct subareas: Chehalem Mountain, Red Hills of Dundee, Amity-Eola Hills, Coast Range and Valley Bottoms. Each of these subareas is the end product of a long and complex geologic history.

Chehalem Mountain is a prominent anticlinal structure across the northern portion of the County composed of marine sediments overlain by Columbia River basalts and loess deposits of three to six feet in thickness. Parrett Mountain is composed primarily of Columbia River basalts and is cut by a number of north-south trending faults which control the drainage pattern. Chehalem and Parrett Mountains range from 1,200 feet in elevation in the south to 1,600 feet at Bald Peak on the northwesterly extremity. The two ridge formations are divided at Rex where Highway 99W enters the County at the low summit elevation of 436 feet.

The Red Hills of Dundee are a highly dissected area composed of Columbia River basalts overlaying marine sediments and cut by two northwest-southeast trending faults. Much of the area is subject to slides due primarily to the plastic nature of the soils. These hills are heavily eroded with elevations reaching only 800 to 1,000 feet.

The geology of the Amity-Eola Hills is quite similar to that of the Red Hills of Dundee, with the Columbia River basalts overlaying marine sediments with the apparent dip of the beds in an easterly direction. The lower slopes along the easterly flanks are covered by Willamette silt. In Yamhill County these hills reach 800 to 1,000 feet in elevation.

The Coast Range mountains have a dominant north-south orientation, with the bedrock composed of moderately folded Tertiary sedimentary rocks. In Yamhill County, the Coast Range consists of interbedded marine sedimentary rocks and porphyritic basalt and andesite, with intrusive rocks occurring in the central portion. These mountains are low, rounded and heavily eroded, generally 2,500 to 3,000 feet in elevation. Trask Mountain, the highest point in the County, is 3,423 feet above sea level.

The lower slopes of the various hills and valley bottoms, except for areas along major stream courses, are composed of nonmarine terrace deposits. The Willamette silt is a major constituent of these deposits and is characterized by a uniform lacustrine silt and interbedded with sand and gravel with some igneous and metamorphic boulders. Along present stream courses are found young alluvial deposits of unconsolidated sand, gravel and silt. Elevations range from about 100 feet on Grand Island and the Willamette River bottoms to 150 to 160 feet on the Dayton Prairie terrace, rising gently to about 225 feet along the upper reaches of the North Yamhill River at Pike and the South Yamhill River at Willamina.

Climate

Yamhill County lies within the *marine west coast* climatic type, dominated year-round by moist, maritime air masses and characterized by moderate temperatures, wet winters and dry summers. Mean daily temperatures in January are in the 30° to 40°F. range, while in July such temperatures are in the 65° to 75°F. range. Few days in winter average less than 20°F. and few days in summer exceed 90°F. Rainfall averages 40 to 45 inches a year on the Valley floor, reaching up to 100 inches or more in the Coast Range. Located behind the Coast Range, the County experiences a rainshadow effect. Monthly precipitation from November through March averages six to eight inches, while June through September averages one to two inches. The cool, wet winters and warm, dry summers are highly conducive to both dry-land cereal and legume crops and irrigated vegetable and berry crops, as well as nut orchards and viticulture. The frost-free season is about 250 days and the growing season about 175 days.

While Yamhill County and the Willamette Valley may generally claim an equable and salubrious climate, the Valley is virtually enclosed by mountains and is poorly ventilated during periods of prolonged temperature inversions, giving rise to acute air pollution conditions, particularly in late summer and fall.

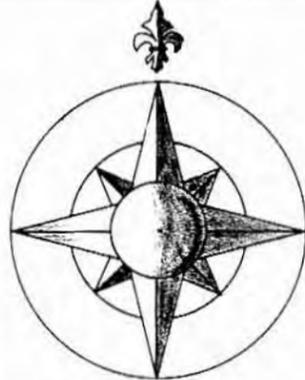
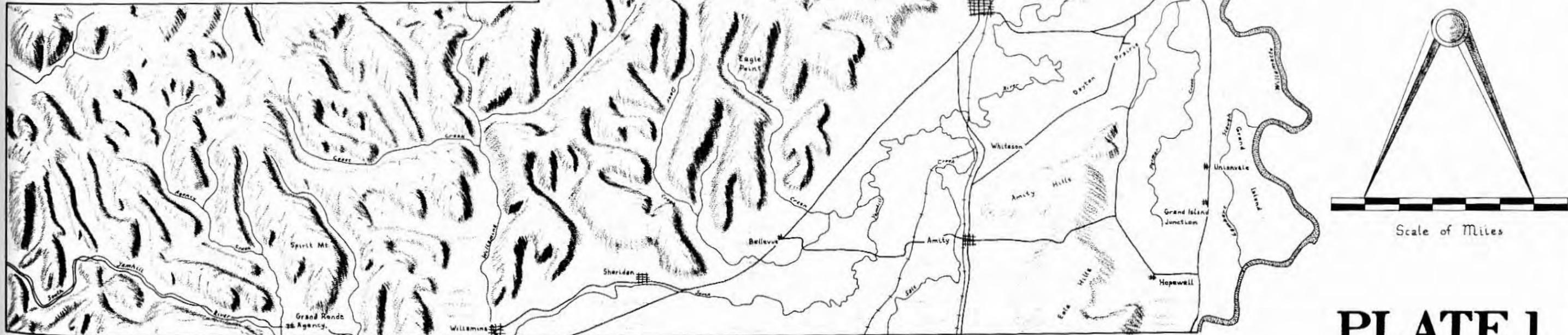
Soils

The development of a mature soil is a function of time, parent material, precipitation, topography, vegetation and the activities of animals, including man. Each of these factors influences, in varying degrees, the properties of the soil which determine the ultimate use of the soil.

To help farmers, foresters, developers and other interested groups to use the soil resources of the County wisely, the Soil Conservation Service of the U.S. Department of Agriculture has developed a land-capability classification based on limitations for specific uses. This classification divides land into eight broad soil-capability categories: Class I land requires few conservation practices; Class II, III and IV lands require more careful conservation efforts due to higher erosion or slide hazards, or drainage problems; Class V, VI and VII lands are generally restricted to grazing and forestry uses. Class VIII

The
*Physical Setting
of
Yamhill County*

Performed by
John R. Morrell
Cartographer



Scale of Miles

PLATE I

land is unsuitable for most agricultural, forestry, and urban uses and is used primarily for wildlife and watershed uses.

The above classification, with further refinements to provide more detailed suitability ratings of soils for particular uses, was used in a report, entitled *General Soil Map with Soil Interpretations for Land-Use Planning*, published by the Soil Conservation Service in August, 1970.⁹ Each soil type was described in terms of slope, position, elevation, climate, vegetation, color, depth, profile, natural drainage, permeability, available water-holding capacity, runoff, erosion hazard, and major land uses. In addition, each soil type was further described according to its suitability or limitations for particular uses in a wide range of categories, including topsoil, building sites and septic-tank filter fields. In rating a particular soil as good, fair or poor, thirty-four limiting factors were considered, and included drainage, water table, flooding, acidity, clay content, shrink-swell potential, depth to bedrock, permeability, stability, and strength.

For the purpose of this study, soil suitability ratings for agriculture, subsurface sewage disposal and building only have been considered, as these are most important in determining the land development potential of the County.

The soil survey report defines good, fair and poor *agricultural* land as follows:

Good -- These soil associations have over 50 percent of their areas occupied by detailed soil mapping units that are in land-capability classes I or II, and less than 35 percent of their areas in classes IV, VI or VII. The soils have slopes of less than 12 percent; good or moderately good drainage or, if somewhat poor or poor drainage, good response to underground drainage systems; not more than occasional winter overflow; surface layer texture of sandy loam to silty clay loam; and depth to hard bedrock of over 40 inches.

Fair -- These soil associations have less than 50 percent of their areas occupied by detailed soil mapping units that are in land-capability classes I or II, and less than 35 percent of their areas in classes IV, VI or VII. Up to 100 percent of their areas may be in land-capability class III. The soils may have slopes of 12 to 20 percent; good to poor drainage; moderately good response to open-ditch or underground drainage systems; occasional to frequent winter overflow; surface texture of silty clay or clay; and depth to hard bedrock of 20 to 40 inches.

Poor -- These soil associations have more than 35 percent of their areas occupied by detailed soil mapping units that are in land-capability classes IV, VI or VII. The soils may have slopes steeper than 20 percent; good to

⁹U.S. Department of Agriculture, Soil Conservation Service (Portland).

poor drainage, with poor response to a drainage system; frequent winter overflow; surface soil texture of very fine clay; and depth to hard bedrock of less than 20 inches.

Class I soils include the Cloquato-Chehalis-Newberg, Woodburn-Willamette, and Amity-Aloha-Dayton associations. Class II soils include the Chehalem-Carlton association, and Class III soils, the Jory-Yamhill and Jory-Yamhill-Nekia associations. These soils associations comprise the best producing farmlands of the County. Potential land-use conflicts exist in some of the areas designated as Class III land, in that much of this land is currently used for orchard crops and an infant grape industry and is also in the path of rural residential development, owing in part to the sewage-disposal suitability of some of the soils, especially the Jory association.

The soil survey report defines all soil classes as having severe limitations for *subsurface sewage disposal*, however further consultation with the Soil Conservation Service's District Conservationist and the County Sanitarian resulted in the definition of three broad capability categories based on the feasibility of a particular soil accommodating a maximum drainfield area comprised of 500 lineal feet of tile serving a three-bedroom single-family dwelling:

Good -- More than 90 percent chance of having an acceptable site.

Fair -- 10 to 90 percent chance of having an acceptable site.

Poor -- Less than 10 percent chance of having an acceptable site.

The suitability of soils for subsurface sewage disposal is limited by four major constraints: slope, depth of soil, occurrence of a seasonal water table, and restrictive layers. The better soils are the Laurelwood silt loam, Willamette silt loam, Chehalis silty clay loam, and Woodburn silt loam. Soils which are limited by slope include the Astoria silt loam, Olyic silt loam, Laurelwood silt loam on 20 to 30 percent slopes, and Jory clay loam on 20 to 30 percent slopes. Soils limited by depth include the Willakenzie silty clay loam, especially on the steeper slopes. Soils limited by a seasonal water table include the Newberg silt loam and Willakenzie silty clay loam.

The soil survey report defines good, fair and poor *building* land as follows:

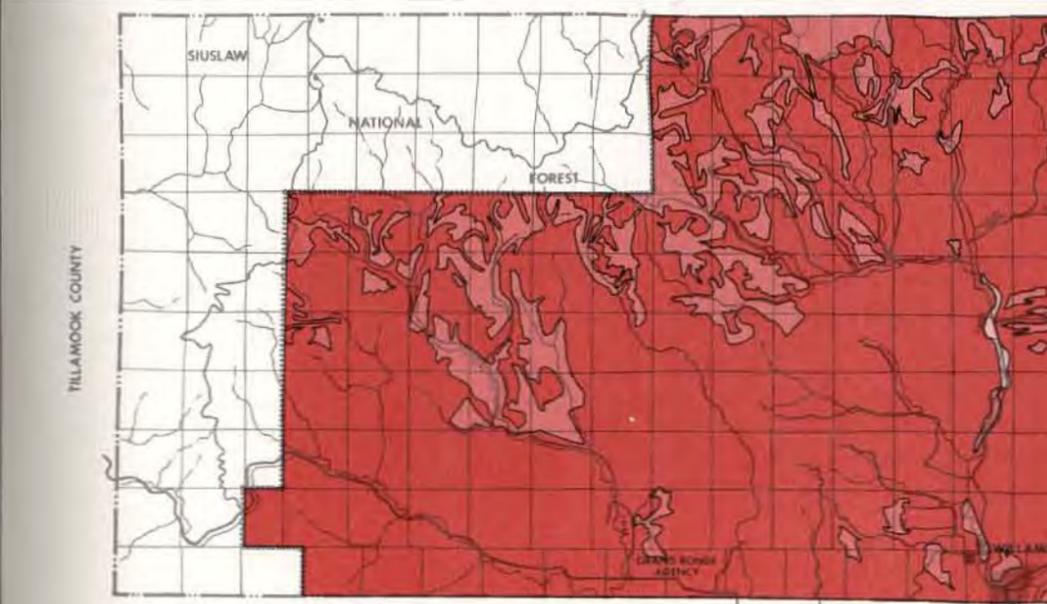
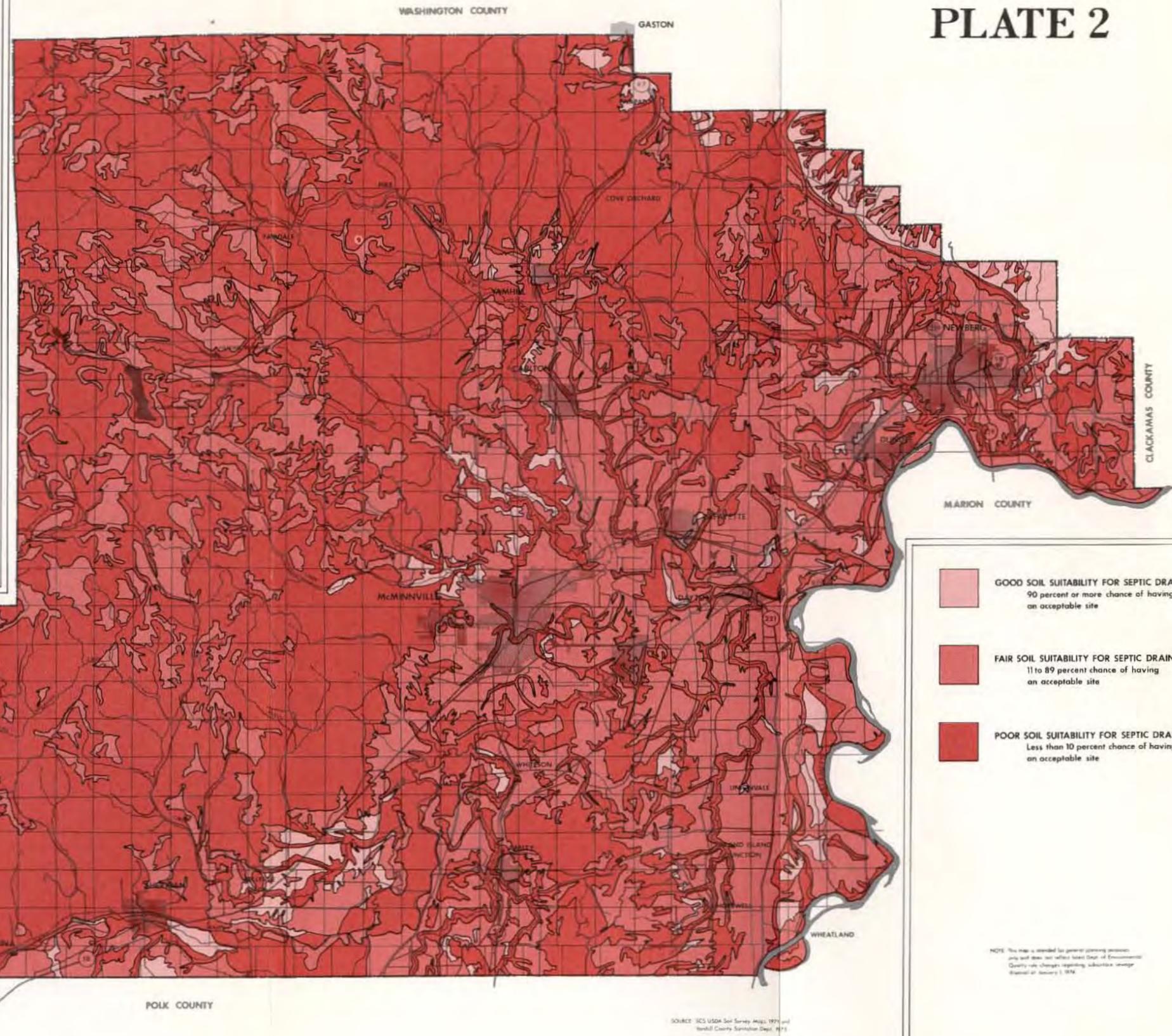
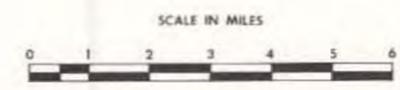
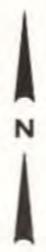
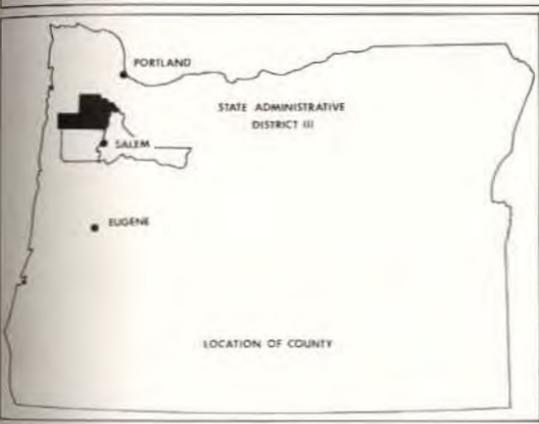
Good -- These soil associations have over 50 percent of their areas occupied by detailed soil mapping units that have slight limitations, and less than 35 percent of their areas with severe limitations. The soils have slopes of less than 12 percent; good or moderately good drainage; no flooding; depth to hard rock more than 40 inches; low-to-moderate shrink-swell potential; and low slide hazard.

SEPTIC SUITABILITY

YAMHILL COUNTY, OREGON

YAMHILL COUNTY
DEPARTMENT OF PLANNING AND DEVELOPMENT

PLATE 2



-  **GOOD SOIL SUITABILITY FOR SEPTIC DRAINFIELDS**
90 percent or more chance of having an acceptable site
-  **FAIR SOIL SUITABILITY FOR SEPTIC DRAINFIELDS**
11 to 89 percent chance of having an acceptable site
-  **POOR SOIL SUITABILITY FOR SEPTIC DRAINFIELDS**
Less than 10 percent chance of having an acceptable site

NOTE: This map is intended for general planning purposes only and does not reflect latest Dept. of Environmental Quality rules changes regarding subsurface storage (effective January 1, 2016).

SOURCE: UCS USDA Soil Survey Maps, 1971 and Yamhill County Sanitation Dept., 1973

Fair -- These soil associations have less than 50 percent of their areas occupied by detailed soil mapping units that have slight limitations, and less than 35 percent with severe limitations. The soils may have slopes of 12 to 20 percent; somewhat poor drainage, with a seasonal high water table; no flooding; fair stability; moderate shrink-swell potential; and depth to hard bedrock of 20 to 40 inches.

Poor -- These soil associations have more than 35 percent of their areas occupied by detailed soil mapping units with severe limitations. The soils may have slopes of more than 20 percent; poor drainage; flooding; poor stability; high slide hazard; and depth to hard bedrock of less than 20 inches.

Soils generally considered good for building sites include the Woodburn, Willamette and Willakenzie associations. Amity-Aloha-Dayton, Chehalem-Carlton and Jory-Yamhill associations are considered fair soils for building, while the Wapato-Cove association is considered poor for building sites.

Water

Groundwater

In order to determine the occurrence and distribution of groundwater in Yamhill County, the well log records of the State Engineer were plotted on a County map. The results can be seen on Plate 3.

The primary water-producing formations are the marine sedimentary rocks, the Troutdale formation (basalt sand and gravel with an iron oxide cement), the Columbia River basalts and the Willamette silt. A detailed study of the availability of groundwater in the Amity-Eola Hills was published in 1967 and will form the basis of this discussion as being fairly representative of the County.¹⁰

Groundwater can be found under conditions of perched, unconfined, confined, and semiperched aquifers. Except for the occurrence of groundwater within the flow contacts of the Columbia River basalts, most of the groundwater is unconfined, with the water-table level approximating the overall contours of the land. The water table itself fluctuates throughout the year in response to pumping and recharge of the aquifers. Recharge takes place during the heavy precipitation period of winter and early spring.

The quantity and quality of groundwater is highly variable, depending upon the geologic conditions. The overall quality of water in terms of mineral content is adequate for most agricultural and domestic uses. The best water-

¹⁰U.S. Department of the Interior, *Ground Water in the Eola-Amity Hills Area, Northern Willamette Valley, Oregon*, Geological Survey, Water-Supply Paper 1847 (Washington: U.S. Government Printing Office, 1967).

producing formations with respect to quality are the Troutdale formation, Willamette silt and alluvium, and the Columbia River basalts. Marine sedimentary rocks, however, dominate the bedrock geology of the County and contain large quantities of connate water with a high chloride content, especially at depth. Test wells in the marine sedimentary rocks have disclosed chloride concentrations of 172 parts per million (p.p.m.) at 50 to 77 feet, and up to 26,000 p.p.m. at 2,000 feet below the surface. Water has a distinct salty taste when chloride concentrations exceed 300 p.p.m. Most wells that tap the marine sedimentary rocks yield water that is potable, but occasionally highly saline water is encountered.

The depth of wells is as highly variable as yield, with most of the deep wells occurring in the Chehalem and Parrett mountain area and the Amity-Eola Hills, where well depths of over 200 feet are common.

The highest-yielding wells are in the Dayton Prairie and Grand Island areas, where yields approaching 1,000 gallons per minute (g.p.m.) can be found. These wells are used mainly for irrigation of the surrounding farmland.

The Federal Housing Administration recommends that an adequate domestic well should yield around 5 g.p.m., with nearly all parts of the County producing average well yields above this level.

Surface Water

The occurrence of surface water supplies is variable, with the amount depending on total precipitation and runoff in any given year. Federal and State agencies operate a number of gauging stations in the County which provide a detailed measure of water supplies. As noted, precipitation occurs throughout the year with a winter maximum. The average annual discharge of the streams follows closely the rate of precipitation, with peak discharges occurring during the winter.

The North and South Yamhill Rivers are the principal drainage systems in Yamhill County. The North Yamhill River drainage basin occupies 177 square miles with a mean annual runoff of 439,000 acre-feet. The South Yamhill River drains 523 square miles and yields a mean annual runoff of 1,250,000 acre-feet. The major use of surface water is for irrigation purposes, followed by municipal and industrial uses. As more people become increasingly dependent on surface water for farming and municipal and industrial uses, the County could become a water-deficit area during the dry season.

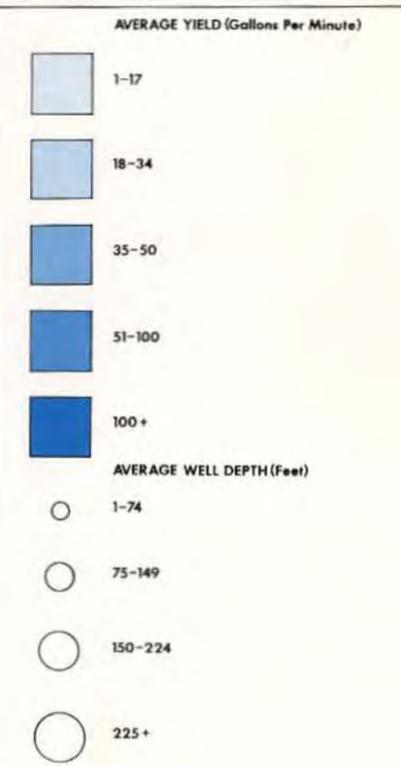
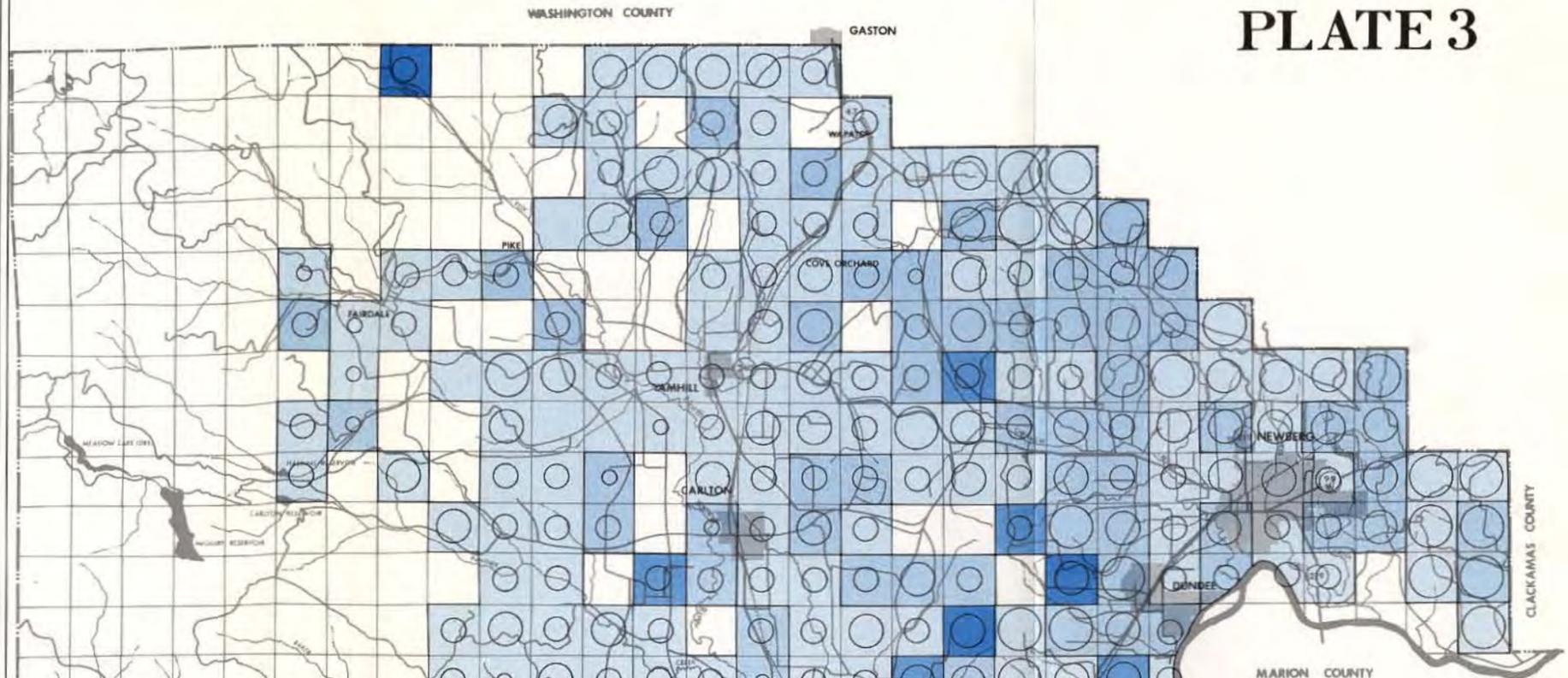
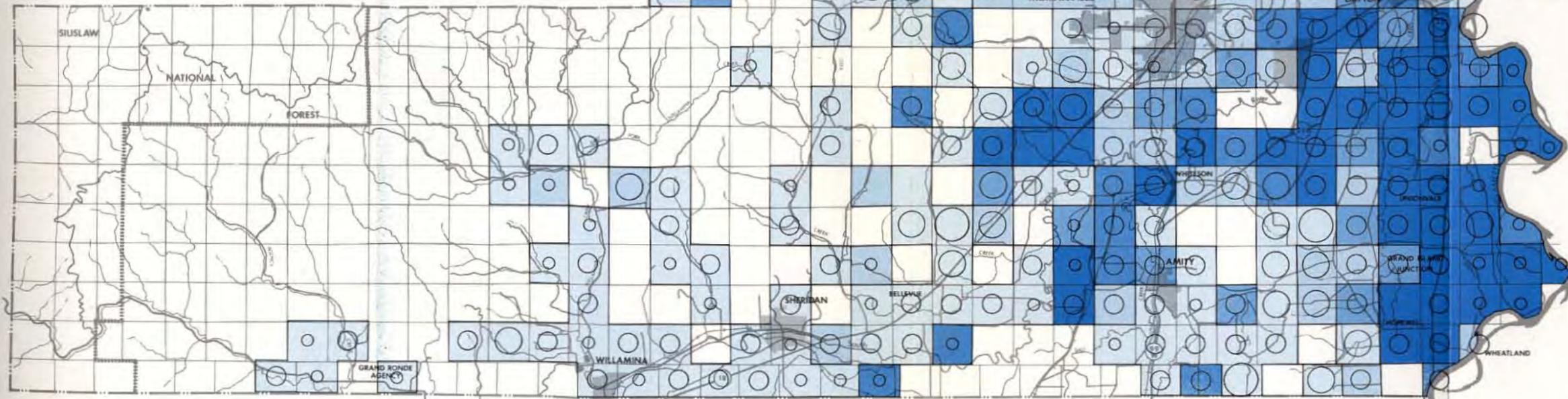
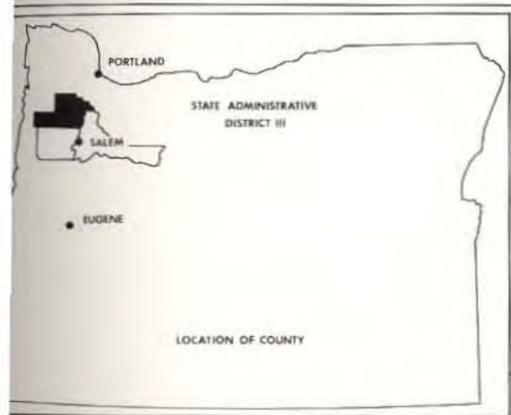
The relatively small amount of year-round surface water area tends to mask the significance of the Willamette and Yamhill Rivers, with their water supply and recreation potential and the flood hazards they present. Some 47,000 acres or more than twelve times the normal water surface area of the County is contained within an area calculated as being subject to inundation in the event of a 100-year frequency flood. The Yamhill River alone produces an average annual runoff of 1,690,000 acre-feet at Lafayette, or nine percent

WELL SUITABILITY

YAMHILL COUNTY, OREGON

YAMHILL COUNTY
DEPARTMENT OF PLANNING AND DEVELOPMENT

PLATE 3



SOURCE: Comprehensive County Wide Sewer and Water Planning and Engineering Study, Redlight Engineering, Inc., Salem, OR, 1988 and Well Log Data 1984 to present, State Engineer, Salem, OR.

of the total average runoff of the Willamette River at Wilsonville.¹¹ The rivers also function as barriers to transportation within the region as will be observed in later chapters.

Several opportunities to construct major watershed storage projects in both the foothills and the bottomlands of the County offer great potential to capitalize on a range of water-resource benefits from flood and erosion control to irrigation, municipal and industrial water supply, and recreation. The various possibilities for reservoir development are described in Chapter V.

Existing Land Use

Perhaps the most basic influence on planning for any area is the character and distribution of existing land uses. The location of agricultural, residential, commercial and industrial development provides a basis for understanding present conditions and for making projections of future land-use patterns. The research and analysis necessary to evaluate existing development patterns in Yamhill County was based on a field inventory of the use of each parcel of land in the County carried out by Planning Department staff during the period of August to November, 1972. All ten cities and all of the unincorporated areas, except the forested lands in Federal ownership and the large private forest holdings in the western part of the County, were surveyed. The many uses found in the survey were recorded on land-use maps and later color-coded in the office, with the area of land in each use calculated for each of thirty-four study areas. The study areas delineated were based on existing city boundaries, the planning advisory committee study area boundaries, and the Census county division boundaries of 1970. Fifteen study areas were selected for the unincorporated portion of the County, seven study areas for the City of McMinnville, four study areas for the City of Newberg, and each of the eight small cities comprised individual study areas of their own.

The study areas are shown on Plate 5 (following page 32), while the tabulation contained in Table 3 permits a comparison and analysis of land uses in different parts of the County.¹² Plate 6 (inside back pocket) is a generalized land-use map showing the existing development pattern of the County. A detailed colored land-use map at a scale of 1" = 1,000' is also being prepared and will be available for inspection at the Planning Department offices in the coming year.

¹¹Average annual runoff for the period 1928-63. See U.S. Department of Agriculture, *Willamette Basin Comprehensive Study* (1968), IV, 5.

¹²Table 3 has been completed for Study Areas 1 to 7, inclusive, and the cities of Carlton, McMinnville, Newberg and Yamhill only. Data for the remaining study areas and cities will be published as a supplement to the Plan in a few months' time. The data furnished are representative of the basic land-use patterns in the major population centers and rural areas of the County.

TABLE 3

EXISTING LAND USE
DATA, BY STUDY AREA¹
(In Acres)

	FOREST	AGRICULTURE			WATER	VACANT	RESIDENTIAL					TOTAL
		OPEN	WOODED	INTENSIVE			5-10	2½-5	1-2½	.12-.99	.01-.11	
McMINNVILLE, CITY	0	54.49	112.50	1,410.75	5.37	469.62	47.87	76.15	112.27	562.61	73.80	872.70
NEWBERG, CITY	108.61	71.81	6.10	354.48	0	234.90	61.37	103.30	98.87	337.25	72.09	672.88
CARLTON, CITY	0	15.23	1.26	183.89	0	90.51	28.64	31.64	10.88	83.39	7.52	162.07
YAMHILL, CITY	0	.54	0	67.96	0	31.44	0	17.11	4.84	51.48	2.07	75.50
STUDY AREA 1	2,497.79	909.98	719.52	3,305.70	188.72	865.84	315.15	219.86	58.52	25.75	0	619.28
STUDY AREA 2	578.92	1,424.92	527.82	2,054.60	.80	518.36	439.46	314.16	192.73	88.13	0	1,034.48
STUDY AREA 3	0	55.65	81.27	139.54	95.21	83.94	66.87	44.77	24.88	11.12	.18	147.82
STUDY AREA 4	4,528.21	2,213.67	4,222.35	10,535.79	102.03	1,233.82	748.40	345.15	141.37	46.76	0	1,281.68
STUDY AREA 5	1,700.12	1,028.51	1,162.56	7,631.54	199.37	120.93	259.90	160.49	37.32	8.11	0	465.82
STUDY AREA 6	809.26	848.19	5,434.47	26,043.01	1,142.04	325.56	457.82	227.74	123.55	84.40	0	839.51
STUDY AREA 7	192.26	231.89	731.41	4,405.86	137.14	147.89	183.51	161.42	74.66	22.80	0	442.39
		COMMERCIAL					INDUSTRIAL					
	RETAIL	SERVICE	OFFICE	TOURIST	RECREATION	TOTAL	LIGHT	GENERAL	HEAVY	TOTAL		
McMINNVILLE, CITY	40.28	19.29	18.90	5.06	3.23	86.76	108.35	33.66	51.69	193.70		
NEWBERG, CITY	12.14	10.48	7.20	.50	6.11	36.43	12.27	11.21	10.66	34.14		
CARLTON, CITY	.94	1.32	.17	.17	0	2.60	1.22	4.04	8.54	13.80		
YAMHILL, CITY	.35	1.06	.31	0	0	1.72	.37	.79	0	1.16		
STUDY AREA 1	0	0	0	0	0	0	0	2.39	27.64	30.03		
STUDY AREA 2	0	.34	0	0	0	.34	9.77	0	11.63	21.40		
STUDY AREA 3	0	0	.06	0	0	.06	.37	.65	156.80	157.82		
STUDY AREA 4	2.52	0	0	1.43	0	3.95	1.28	3.77	52.62	57.67		
STUDY AREA 5	1.54	0	0	0	0	1.54	2.26	0	19.52	21.78		
STUDY AREA 6	1.27	1.15	.004	.15	0	2.57	18.08	9.35	62.93	90.36		
STUDY AREA 7	2.14	0	.48	0	0	2.62	.55	3.13	3.01	6.69		
	INSTITUTIONAL	UTILITIES	PUBLIC FACILITIES	SCHOOLS	PARKS & RECREATION	ROADS	RAILROADS	STUDY AREA TOTAL ²				
						OPEN	NOT OPEN					
McMINNVILLE, CITY	29.59	9.82	93.12	125.50	143.20	424.24	38.66	4,106.49				
NEWBERG, CITY	36.05	1.65	8.26	117.84	20.77	253.32	8.00	1,989.74				
CARLTON, CITY	3.07	.13	.26	7.28	1.55	52.32	8.89	558.24				
YAMHILL, CITY	3.55	.04	3.19	6.80	0	39.12	7.37	238.51				
STUDY AREA 1	3.10	0	0	0	39.47	263.99	18.39	9,462.09				
STUDY AREA 2	6.10	2.63	0	0	0	244.96	14.71	6,457.11				
STUDY AREA 3	0	0	2.00	0	9.44	28.87	1.22	806.23				
STUDY AREA 4	15.97	16.83	0	6.90	134.98	627.89	67.28	25,060.67				
STUDY AREA 5	21.58	0	12.55	0	74.09	307.42	44.47	12,852.98				
STUDY AREA 6	13.99	1.22	11.53	2.19	19.50	771.60	38.56	36,393.56				
STUDY AREA 7	18.83	0	0	0	4.51	135.74	6.96	6,483.81				

¹Data from land-use field survey, August-November, 1972, and calculations by Yamhill County Department of Planning and Development. Data for the remaining study areas, including the subarea breakdown for McMinnville and Newberg, to be published at a later date.

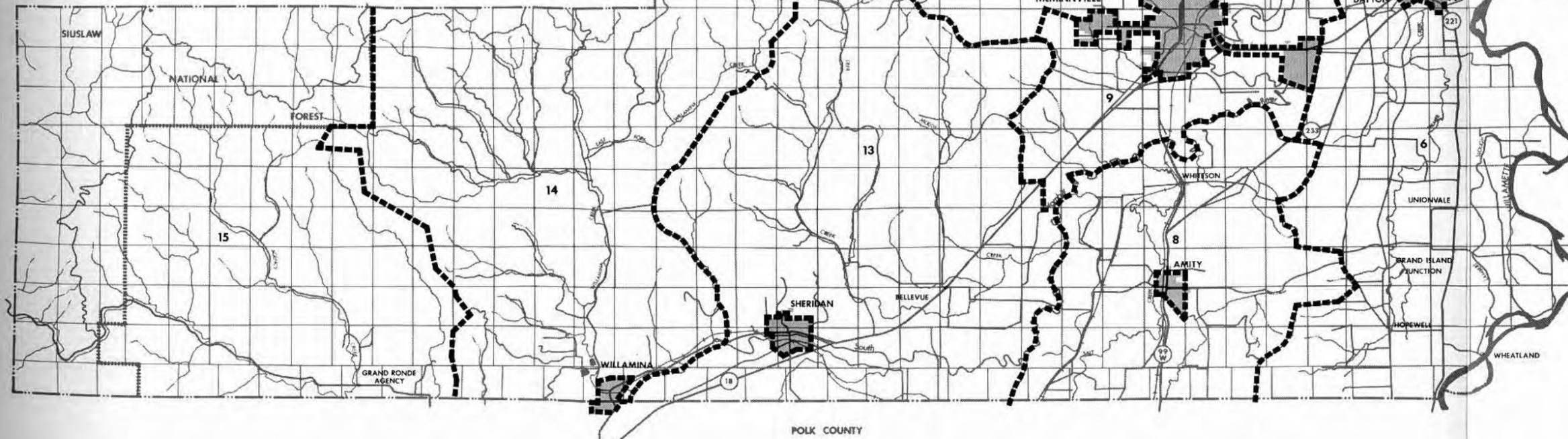
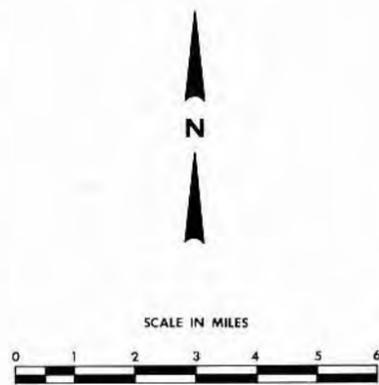
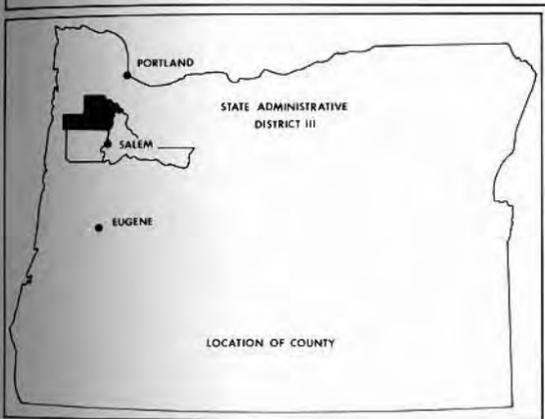
²Includes miscellaneous uses, such as parking.

STUDY AREAS

YAMHILL COUNTY, OREGON

YAMHILL COUNTY
DEPARTMENT OF PLANNING AND DEVELOPMENT

PLATE 5



----- STUDY AREA BOUNDARY

Includes miscellaneous areas, such as parking.

An examination of Plate 6 indicates that the greatest portion of the land area of the County is used for forestry and agriculture. Urban development is fairly concentrated in the cities, with McMinnville and Newberg together accounting for a mere 1.3 percent of the total land area, but 46.8 percent of the population. The eight small cities account for an additional 0.8 percent of the land area and 20.7 percent of the population. Thus, two-thirds of the population, which could be classified as urban, lives on about two percent of the land. Furthermore, only one-quarter to one-third of the land within the cities is actually used for residential purposes, including streets. These figures indicate the remarkably large population-holding capacity of our cities as presently defined and suggest the constraints which could be reasonably applied in projecting urban residential growth patterns.

Forestry

Forest lands have been identified largely on the basis of present cover (acreage, density and maturity of stands), prevailing management practices, and assessment classification for tax purposes. Generally speaking, any tract of more than ten acres which, at the time of the land-use survey, was in timber or was subject to a forest-management plan and growth cycle, and qualified for a forest land tax deferral, was classified as forest land.

In the western part of the County along the foothills and the upper elevations of the Coast Range, the great bulk of the commercial forest land is contained in five large ownerships: the Siuslaw National Forest (U.S. Forest Service), 25,000 acres; the Bureau of Land Management, 39,500 acres; Willamette Industries, 21,000 acres; Willamina Lumber, 17,000 acres; and the City of McMinnville, 5,000 acres. An estimated additional 75,000 acres is contained in small woodland ownerships under various tax deferral programs. These are found mostly in the Coast Range foothills and in isolated tracts in the Amity-Eola Hills, Red Hills of Dundee and Chehalem and Parrett Mountains. The Red Hills and Chehalem and Parrett Mountains contain a total of about 9,300 acres of forest land, the great bulk of such land in the eastern part of the County. An estimated additional 3,000 acres is located in the Amity-Eola Hills.



Commercial forest land,
High Heaven Rd.

Agriculture

Agricultural lands have been broadly classified as intensive or undeveloped. *Intensive* agriculture includes all highly productive, cultivated land, such as orchards, vineyards, row crops, dairy farms, irrigated hay and pasture, and dry-land farm crops, such as cereal grains, legumes and grasses. Any farm land not intensively

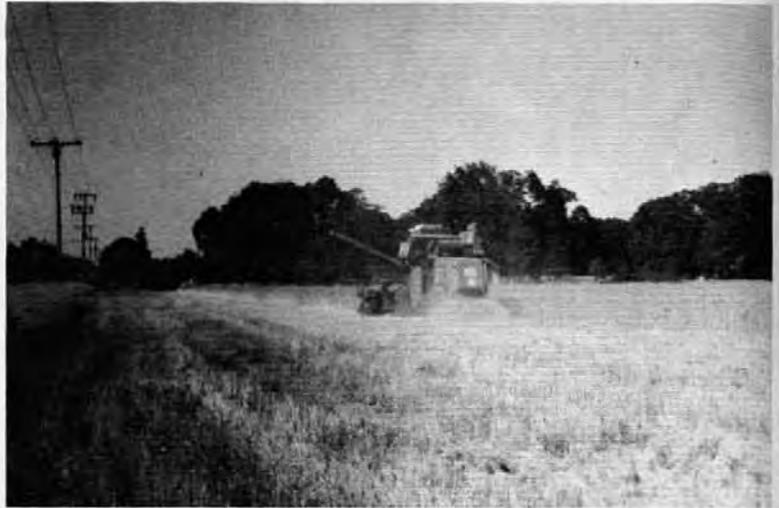
used has been designated as *open*, if cleared of timber and brush, or *wooded*, if the density of timber stands is substantial, and the land is neither irrigated nor cultivated in any way.

Intensive agriculture is the primary use of most of the bottomlands, as well as many of the southerly, easterly and westerly facing slopes below 1,000 feet elevation. Limited intensive farm activity is also carried on along the ridges of Chehalem and Parrett Mountains at elevations up to 1,300 feet. The most

productive pasture and croplands include the bottomlands of the Dayton Prairie and Palmer Creek drainage, the Amity-Bellevue area and South Yamhill drainage, and the Carlton-Yamhill area and North Yamhill drainage. Smaller or less productive areas are found in the Chehalem Valley and Springbrook Creek drainages northwest and southeast of Newberg respectively. Prime orchard and grape land is found in many hillside locations between 200 and 900 feet elevation on southerly facing slopes, with a heavy predominance in the Red Hills of Dundee and the Amity-Eola Hills. Substantial nut orchards are also found widely scattered throughout the bottomlands from Newberg west to Sheridan and south to Wheatland.

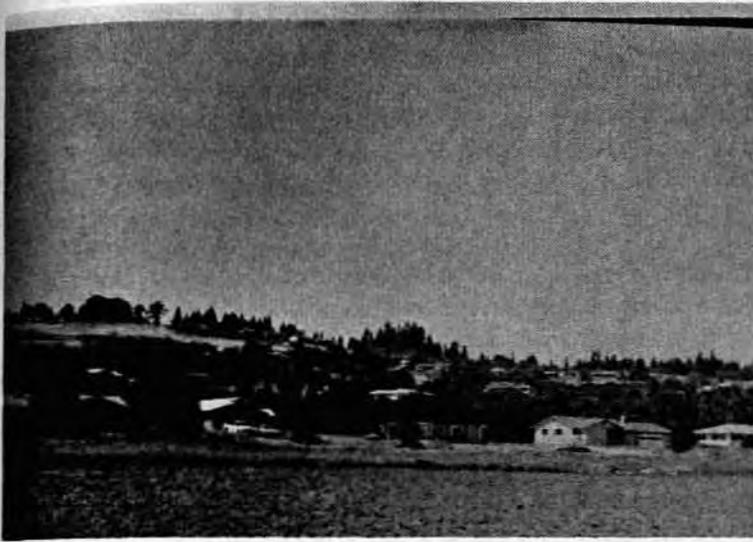
In the southeast part of the County (Dayton, Lafayette and St. Joseph), 80 percent of the farm land is in intensive agriculture. By contrast, in the northeast sector (Newberg, Dundee and the Chehalem Valley), only 61 percent of the farm land is in such use. Of parallel interest, open-land agriculture in the southeast sector accounts for less than five percent of the total farm land, whereas such uses comprise 18 percent of the farm land in the northeast sector.¹³ Wooded agricultural lands, when grouped with forested lands, reveal a similar pattern, with 20 percent of the combined acreage in forestry and agriculture classed as wooded or forested lands in the southeast sector and 39 percent in the northeast sector.

Significantly, the diversity of open-space uses in the northeast part of the County, when combined with varied topography, fine views, and freedom from flood hazards, constitutes an extremely attractive residential environment in direct competition with the remaining agriculture of the area. The major farm areas southwest of Dundee, being less in demand for residential



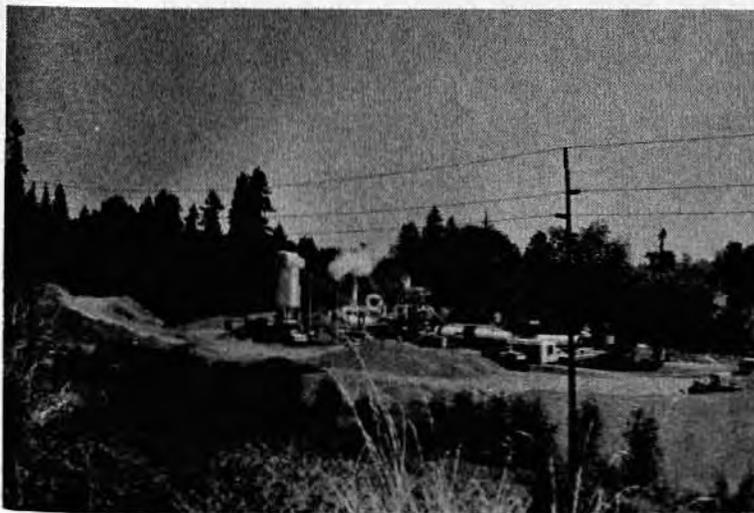
Intensive agriculture,
Dayton Prairie

¹³Open and wooded agricultural lands are shown in a single color on Plate 6, however such lands are differentiated on larger-scale maps on file in the Planning Department office.



Urban development,
Red Hills of Dundee

and Dundee area. It is inevitable that the remnants of commercial farming immediately northwest and southeast of Newberg, and to a lesser extent the easterly part of the Red Hills, will be overrun by urban development in the next twenty to thirty years. With the need for a holding action to direct an orderly and economical urban growth pattern, and the desire of most landowners to preserve intact as long as possible what viable agriculture still exists, the land-use policies the community should adopt in these areas become apparent. Southwest of Dundee to McMinnville, along Highways 99W and 18 and to the north of those highways, residential sprawl and the indiscriminate location of small commercial and industrial uses have created a piecemeal erosion of larger farm tracts which has proceeded unchecked in the past few years. Else-



Sand and gravel processing,
Yamhill River at Dayton

development and further removed from the job markets of the Portland metropolitan area, are most resistant to urban encroachment. Coupled with the high-capability soils of the area, the pattern of large ownerships, and the history of successful agriculture, these highly productive farm lands form an effective barrier to the sprawl of urban development.

The most pronounced agricultural-urban conflicts in the County are nevertheless identified with the current threat of such urban development southwest from the Newberg

elsewhere in the County little evidence of any real pressure exists at this time; in fact the Amity-Bellevue area has experienced almost no urban development activity over the past several decades, while the Carlton-Yamhill and Dayton-Hopewell areas have seen only a recent trend to scattered rural residential development, mostly in foothill locations.

Mining

The mineral resources of Yamhill County are comprised basically of construction aggregate material found in the basalt caps of Chehalem

and Parrett Mountains, the Red Hills of Dundee, and the Amity-Eola Hills, as well as high-quality gravel deposits along the main stem of the Willamette River. Although a special inventory of such resources has not been undertaken, identifiable quarries in the hills and sand and gravel sites along the waterways of the County were documented in the general land-use inventory. These sites appear on Plate 6 in the distinctive heavy-industrial color designation.

In addition to these sites, a large number of small quarry sites, many of which are currently dormant and operated intermittently, are located in the foothills of the Coast Range from Pike to Grand Ronde Agency. Other gravel resources are found along the South Yamhill River in the Sheridan-Ballston area, however the material from this waterway is not of adequate quality for use other than as road-building material and foundations. Survey and identification of prime aggregate deposits where excavation has already occurred has led to the recognition of these non-renewable resources and has indicated the need for an adequate protective land-use policy to ensure their future availability to meet the urban development needs of the region.

Water

Water areas as a land use include areas which are inundated by year-round natural or man-made water features. The threads of streams with very low summer flows, such as the North Yamhill River and smaller stream courses throughout the County, were not considered as permanent water features. On the other hand, small, private watershed storage projects in farm areas were included.

The only significant water features in the County are the Willamette River, the Yamhill River, and its tributary, the South Yamhill River. Approximately 27 miles of the Willamette River define the southeasterly boundary of the County, while the Yamhill River and its tributaries and the smaller Chehalem and Springbrook Creeks together drain nearly the entire land area of the County. The only standing water bodies of any size are some of the larger storage ponds on farms and these are all generally less than 50 acres in surface area. By comparison, two of the larger proposed storage projects in the foothills of the Coast Range, the Pike and Moores Valley reservoirs, would have maximum pool surface areas of 1,000



Water storage pond,
Hawn Creek

¹⁴River Mile 44 to 71.

to 1,500 acres. In all of Study Areas 1 to 7, inclusive, where most of the water areas of the County are found, a total of 1,865 acres of water surface was noted. All told, not more than 3,000 to 4,000 acres of year-round water areas are estimated to exist in the whole County.

Vacant

Vacant land includes open, undeveloped land in parcels of 10 acres or less. This includes pasture and wooded or brush-covered areas which are not considered to be agricultural units or part of agricultural units. Vacant land also includes property both inside and outside of the cities which has been segregated into parcels of various sizes and intended to be used or sold as building sites.

Vacant land accounts for a small to fairly substantial portion of each study area. The proportion of vacant to total land area is often indicative of the trend to subdivision or partitioning and, hence, urbanization. For example, Study Areas 1 to 4 and the City of Newberg together contain some 2,937 acres of vacant land, most of which is in the Newberg and Dundee areas, and amounts to more than 10 percent of the total land area in the northeast part of the County. By contrast, the intensive farm lands of the Dayton-Hopewell and Lafayette-St. Joseph study areas contain a mere 595 acres of vacant land, or only one percent of those study areas. The four cities studied show a proportion of vacant land ranging from 11 to 16 percent. In McMinnville, an exceptionally high 470 acres of land is vacant, although much of this is unbuildable land along and adjacent to Cozine Creek. Measured as a percentage of urban uses only, McMinnville has nearly 19 percent of its land vacant, while Carlton records a staggering 25 percent of its urban land as vacant. Newberg has about 15 percent of its land vacant. Collectively, the cities account for a substantially higher proportion of vacant land than the rural areas. This reflects a comparatively wasteful and inefficient use of land when measured against predominantly farm areas. While the vacant land figures for McMinnville are high, the pattern of sprawl



Vacant residential land,
Carlton

evident in the area east, north, and west of Newberg represents the most serious challenge to the orderly and economical expansion of urban development in the County. In addition, the smaller cities have substantial numbers of vacant lots in old residential subdivision plats, as well as a number of abandoned industrial areas, some of which were once the sites of small sawmills and planing mills. Thus, nearly every urbanizing area of the County is plagued with the problem of vacant land.

Important to the planning of both the cities and rural areas is the potential for use and development of vacant land, either in individual parcels or as assembled and re-platted. Although considerable vacant land is currently unbuildable, owing to flood hazards, poor surface drainage, steepness of slope, small or narrow parcels, inadequate access, or incompatible surrounding land uses, an inventory of all usable vacant land in the County should be undertaken and an attempt made to encourage appropriate use of such land prior to the commitment of additional farm land or other open space for urban development.

Residential

The basic urban development pattern of Yamhill County can be determined by the distribution of residential land uses, the greatest consumer of land by far among the major urban land uses. The settlement pattern is defined primarily by the McMinnville-Newberg corridor, comprising those two cities together with Dayton, Dundee and Lafayette, and intervening and surrounding areas of substantial rural residential development.

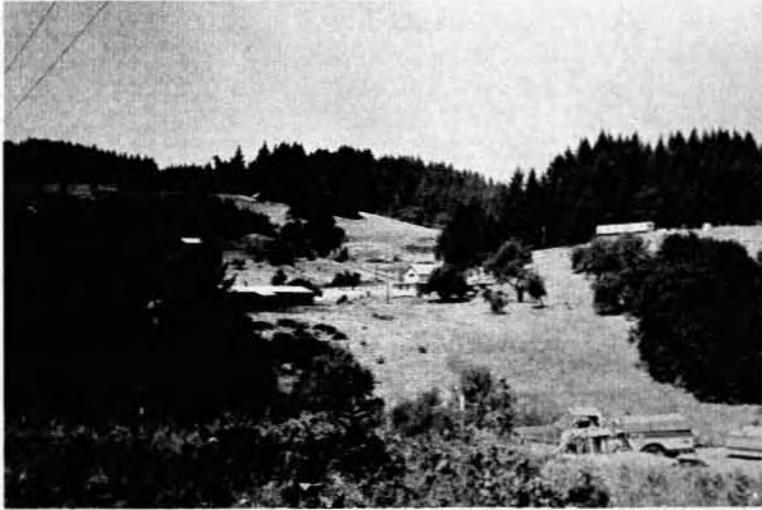
The figures given in Table 3 express a residential land-use classification based on net land area per dwelling unit, or density, rather than the number of dwelling units in any structure. Such a classification is intended to group uses with more or less similar characteristics and future development potential. When viewed in relation to the geographic study areas and urban subareas of the County, certain growth patterns emerge. The density breakdown is as follows:

5 to 10 acres -- very low density residential parcels, too small to be considered agricultural; can be subdivided or partitioned further with relative ease, not generally a problem for sub-surface sewage-disposal systems; generally rely on individual wells for domestic water supply.

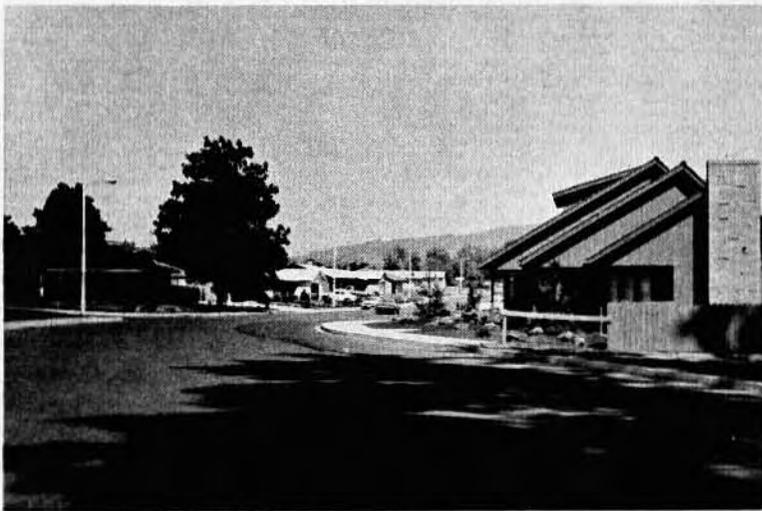
2½ to 5 acres -- very low density residential suburban parcels; not very easily subdivided further into a reasonable urban pattern with adequate access -- requires cooperation with other property owners, which is difficult; not often a problem for subsurface sewage-disposal systems.

1 to 2½ acres -- very low density residential suburban parcels; further development becomes more difficult; at this density subsurface sewage disposal is a problem in some soils; keeping animals is sometimes a problem.

Residential areas developed to the three foregoing densities are shown in light yellow on Plate 6.



Very low density residential,
Orchard View Rd.



Low-density residential,
Newberg

0.12 to 0.99 (5,000 sq. ft. up to one acre) -- low-density, single-family, apartment or townhouse, urban lot pattern, usually in urban areas on full services, including community or municipal water supply and sewerage; subsurface sewage disposal is nearly always a problem, except under unusually favorable conditions. (Further breakdown as indicated in Table 3 and as shown on the 1" to 1,000' land-use map is as follows: 0.12 to 0.23 (5,000 up to 10,000 sq. ft.), 0.24 to 0.46 (10,000 up to 20,000 sq. ft.), 0.47 to 0.99 (20,000 sq. ft. up to one acre).)

0.01 to 0.11 (up to 5,000 sq. ft.) -- medium- to high-density, single-family, apartment or townhouse, urban lot pattern, invariably within cities or special-service districts where full urban services are provided. (Further breakdown as indicated in Table 3 and as shown on the 1" to 1,000' land-use map is as follows: 0.01 to 0.06 (up to 2,500 sq. ft.), 0.06 to 0.11 (2,500 up to 5,000 sq. ft.).)

Residential areas developed to the two foregoing densities are shown in bright yellow on Plate 6.



Medium-density residential,
McMinnville

Mobile-home Parks -- All mobile-home parks have been classified according to dwelling-unit density and are included with other residential statistics.¹⁵

¹⁵ Mobile-home parks are separately identified on the 1" to 1,000' land-use map by the symbol "MH".

As an illustration of the residential development pattern, Newberg has 263 acres of land in parcels from one to 10 acres in size, while the immediate rural areas surrounding Newberg and Dundee contain a total of 2,911 acres of land in such use.¹⁶ By contrast, McMinnville has only 236 acres in one- to 10-acre residential parcels, less than a proportionate share relative to Newberg. In the rural areas there is only some 700 acres of land in such use, a mere one-quarter of the amount of rural residential development surrounding Newberg and Dundee.



Mobile-home park,
McMinnville

The Newberg and Dundee area accounts for the only major diffuse pattern of rural residential development in the County and this growth pattern has its centers of activity generally north and northeast of Newberg in the North Springbrook Road, North College Street and Bell Road areas, southeast of Newberg in the South Springbrook Road, Wilsonville Road and Dog Ridge Road areas, and west of Newberg and north of Dundee in the Sunnycrest area. Adjacent to McMinnville, the rural residential thrusts have been east and northeast in the Three-Mile Lane, Riverside Drive, St. Joseph and Hawk Creek Road areas, and to the west up Baker Creek.

Other significant rural residential development in the County includes scattered areas throughout the Red Hills of Dundee and along the north slopes of the Chehalem Valley, a small area southeast of Yamhill above the Pioneer Cemetery, some highway strip development south and west of Carlton along Highway 47 and Meadow Lake Road respectively, and considerable but now limited development east and northeast of Lafayette adjacent to County Roads 84 and 85. Small areas of rural residential development are also found immediately east and west of Dayton and northwest of Willamina in Corbett Acres and along Fort Hill Road. Except for small hamlets like Cove Orchard, Hopewell and Whiteson, the balance of rural residential development is scattered very lightly throughout the County.

¹⁶1972 land-use survey data; excludes acreage in bounding streets. The net figures can be increased by about 25 percent to arrive at gross figures which would represent raw, unsubdivided land, including streets.

At the present time, constraints on groundwater supply, such as poor quality or great depth, and sewage disposal, such as poorly drained or impervious soils, appear to have acted together with a variety of institutional factors, such as increasing land and construction costs, to dampen rural residential growth in some areas. Yet despite these factors, the overall number of housing starts and mobile-home placements in recent months has been well sustained owing to the continued strong demand for housing. This would suggest an intensification of rural residential development in areas best suited to such uses and relatively little further development in other areas.

Within the cities, McMinnville accounts for 562 acres of net residential land in the low-density, urban lot pattern, and Newberg has a proportional 337 acres in the same use. Carlton, on the other hand, contains 84 acres in this category, reflecting a somewhat higher proportion of small-lot development on full municipal services. In the higher density range, Newberg claims the highest acreage of apartment housing and group-living quarters among all of the cities of the County.

Despite the backlog of vacant parcels and tracts of land, McMinnville and the smaller cities of the County exhibit relatively little evidence of residential sprawl within their boundaries or beyond. Only adjacent to Newberg has residential sprawl become a problem in terms of inefficient subdivision patterns, poor street layouts and potentially costly servicing patterns.

Commercial

The great bulk of commercial development is located within the larger urban core areas and along highway arterials within the two major towns. The commercial land-use classification is based on the character of each enterprise. The various categories and examples of each are as follows:

Retail -- Sales and service, includes retail stores and businesses with relatively small land requirements; for example, shoes, gifts, groceries, drugs, sporting goods, hardware and garden supplies.

Service -- Personal and repair, includes barber and beauty shops, small repair businesses, drive-in restaurants and laundromats.

Office -- Professional, medical-dental, funeral homes, finance, insurance and real estate offices.

Tourist -- Hotels, motels, travel-trailer parks and resorts.

Recreation -- Drive-in theaters and bowling alleys.¹⁷

¹⁷On the 1" to 1,000' land-use map, auto- or large-site oriented uses are denoted by the additional symbol "A". Service stations are similarly denoted by the symbol "S".

Commercial uses on Plate 6 have been generalized and shown simply as red, denoting central commercial uses, and light red, denoting highway service, local and other special uses.

McMinnville contains 87 acres of net commercial land, of which 90 percent is classified as retail, service and office.¹⁸ Newberg accounts for 36 acres, of which 83 percent is also retail, service and office. Small service centers like Carlton and Yamhill account for very little commercial development, the two communities together containing less than five acres of such uses in all categories. Similarly, the rural Study Areas 1, 2, 4, 5, 6 and 7, which embrace the entire strip of Highways 99W and 18 from Rex Hill to McMinnville, as well as Highway 221 from Dayton south to the Yamhill-Polk County boundary, contain a total of only eight acres of commercial land, exclusive of the very small commercial centers within Dayton, Dundee and Lafayette. This represents the equivalent of only seven percent of the commercial development of McMinnville and Newberg.

With an estimated 150 acres of net commercial land use in the entire County, serving a population of about 42,500, as of the date of the



Central commercial,
McMinnville



Highway-service commercial,
McMinnville

¹⁸Net commercial or industrial land excludes bounding streets and some off-street parking and loading space. The net figures can be increased by about 40 percent to arrive at gross figures which would represent raw, unsubdivided land.

land-use survey, a ratio of about 3.5 acres of net commercial land area, or five to six acres of gross land area, per 1,000 population may be derived. This ratio should be considered as additional lands are allocated for commercial development within the County through Plan or zone changes. Significantly, there is very little commercial development along the major arterial highways of the County and an abnormally small amount of tourist-commercial development, there being only a little more than five acres of the latter in the two larger urban centers combined.

While there is probably a lower than average amount of commercial development in the County, the appearance of commercial areas, generally strung out as they are along arterial traffic routes, give an impression of the kind of urban environment we have created, at the same time enhancing or detracting from the views from our highways.

Industrial

The relatively little industrial development of the County is found within or immediately adjacent to the two larger urban centers. Although rail access has become a less critical industrial location factor in recent years, most industrial development in the County is still located on rail. The only significant exceptions are some of the agriculture- and most of the resource-oriented uses, such as the food-processing plants on Highway 221 south of Dayton and the many quarry sites and sand and gravel operations throughout the County.

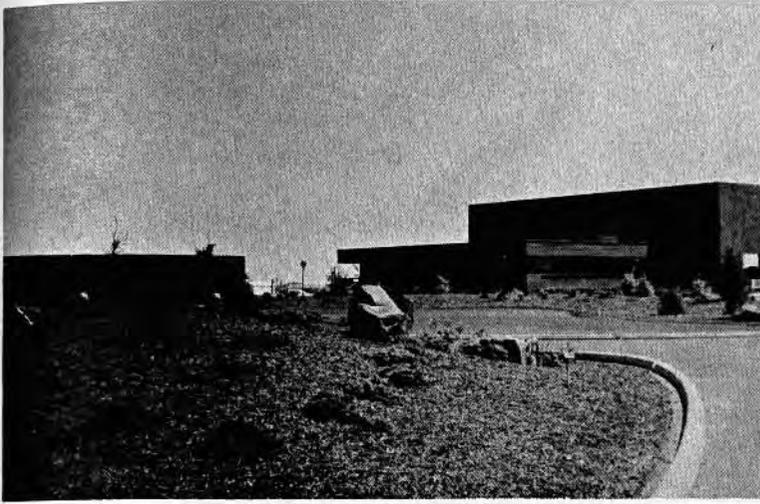
The industrial land-use classification is based broadly on the scale of the operation in question, its performance characteristics, and whether or not manufacturing activity is carried on. The categories established include the following:

Light -- Small-scale wholesaling and warehousing; and light manufacturing, fabricating or processing, such as welding and machine shops, upholstery, auto body and repair shops, cabinet shops and food-processing plants.

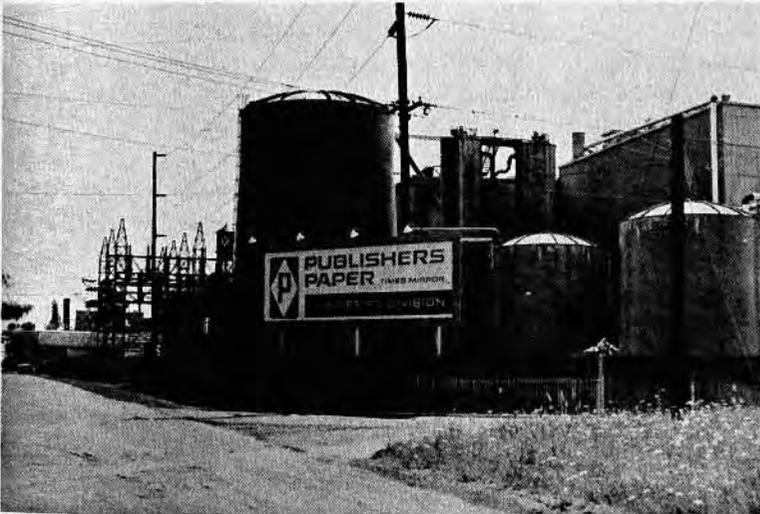
General -- Large-scale wholesaling and warehousing, servicing of large equipment and heavier storage or processing activities.

Heavy -- Heavy manufacturing, such as lumber and plywood mills, paper and steel mills, and wrecking yards.

Industrial uses on Plate 6 have been generalized and shown in light blue to depict light and general industrial, and dark blue to depict heavy industrial.



Light industrial,
McMinnville



Heavy industrial,
Newberg

Following several years of intensive promotion in the late 1960s, McMinnville built up a fairly diversified light-manufacturing base and now claims a total of 194 acres of net industrial land. Newberg, by contrast, has only 34 acres in such uses, but with an additional 158 acres in the paper mill just south of the City in Study Area 3, and a further 21 acres of industrial development immediately north of the City, Newberg claims a total of 213 acres, roughly comparable to McMinnville's industrial acreage. Carlton, a city which is typical of most of the other small cities of the County, contains about 14 acres of net industrial land, while Yamhill has only slightly more than one acre. In all study areas for which statistics are currently available, an additional 52 acres of light and general industrial uses are scattered throughout the agricultural areas, as well as 176 acres in quarry sites and sand and gravel operations. Excluding the latter as interim, resource-based activities, as well as the large-site, forest-products enterprises in the Sheridan and Willamina area, for which statistics are not currently available, Yamhill County contains an estimated total of about 450 acres of net industrial land. Considering McMinnville and Newberg as the only centers with sufficient services, good sites and available labor to attract significant new industrial development, the roughly 200 acres of net industrial land in each community places this key land use in perspective and indicates the relative importance of the two largest communities as centers of economic activity.

Institutional

Institutional uses are quasi-public and non-profit, and are of an educational, health service or recreational nature. They are designated by the letter "I" on Plate 6.

Such uses are widely distributed from central urban locations to large-site rural areas. In the urban centers, churches account for most of the land in such uses, there being 20 acres in McMinnville and 27 acres in Newberg, out of a total of 63 acres of institutional uses in the two cities. In the rural areas, lodges, meeting halls, cemeteries and the occasional church account for the majority of such uses.



Lutheran Church,
McMinnville

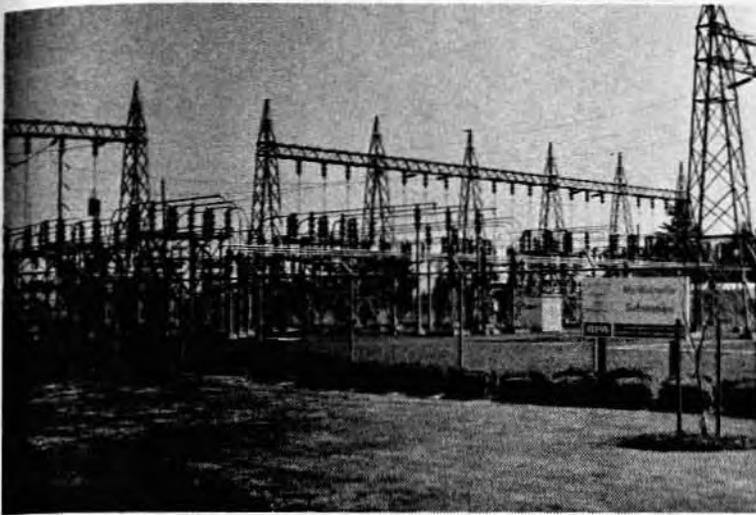
Of unique architectural and cultural interest in Yamhill County are the former Novitiate Jesuit school located on a high ridge overlooking the South Yamhill farm lands northwest of Sheridan, and the Trappist Abbey, located on a hillside north of Lafayette. Both facilities manage extensive farm holdings of 500 to 1,000 acres.

It is recognized that all such uses have a wide variety of location and site requirements and can be successfully placed in many different areas. Care should be taken to see that institutional uses are compatible with the character of areas in which they are located and that they do not create problems owing to noise or traffic congestion, or place unnecessary, premature or excessive demands on urban services.

Utilities

Utilities, public and private, include all electric and gas services, telephone, telegraph and radio and television transmitter facilities, equipment, transformer and service yards, offices and radio stations. They are designated by the letter "U" on Plate 6.

Many utility uses are located in or adjacent to industrial districts, however line utilities and their related facilities are also located throughout the rural areas. Some have unique location requirements, such as the radio transmitter facilities along the ridge of Chehalem Mountain. Apart from the rights-of-way occupied by utility lines, which generally pre-empt other urban uses, electrical substations, service yards and transmitter facilities account for most utility uses and total some 32 acres in the areas studied. Foremost among the latter are the new Portland General Electric service yard in Newberg, the new Bonneville Power Administration substation near Carlton and the



Electrical substation,
McMinnville

Bonneville substation in McMinnville. Electrical transmission lines consume a large amount of right-of-way, although they have not been separately classified as they do not generally preclude agricultural activity within the right-of-way.

The most critical problems posed by utility locations in recent years have been high-voltage transmission lines developed by the Bonneville Power Administration and, more recently, a high-pressure gas transmission line proposed by Northwest Natural Gas Company. Power

line rights-of-way consume 12 to 24 acres a mile of permanently cleared land, interfere with farming, deface forested hillsides, and present a visual affront in their own right.

Public Facilities

Public facilities include a wide range of uses and functions from civic offices to water and sewer installations, solid-waste disposal sites, and airports and public landing fields. Such uses are depicted by distinctive symbols in Plate 6.



City Hall,
McMinnville

Civic offices, libraries, post offices, armories, fire stations, and similar uses typically occupy small sites of an acre or less in scattered locations. In McMinnville, the works yards and fairgrounds account for 36 out of a total 42 acres in public uses in that city, exclusive of the Airport, while in Newberg a total of only eight acres is found in all public uses.

The McMinnville Municipal Airport presently occupies a net 50 to 60 acres in runways, tie-down areas and buildings, and

some 550 acres in total. The Newberg Sportsman's Airpark is also an important local facility, consuming some 40 acres. In Sheridan, the Pacific Parachute Center operates a small turf landing field of about 10 acres. Small public and private landing fields abound elsewhere throughout the County serving local pleasure-flying and crop-dusting needs. All of these uses are expected to expand in future years.

The County Fairgrounds occupy a 40-acre site which is shared with the County works yard.

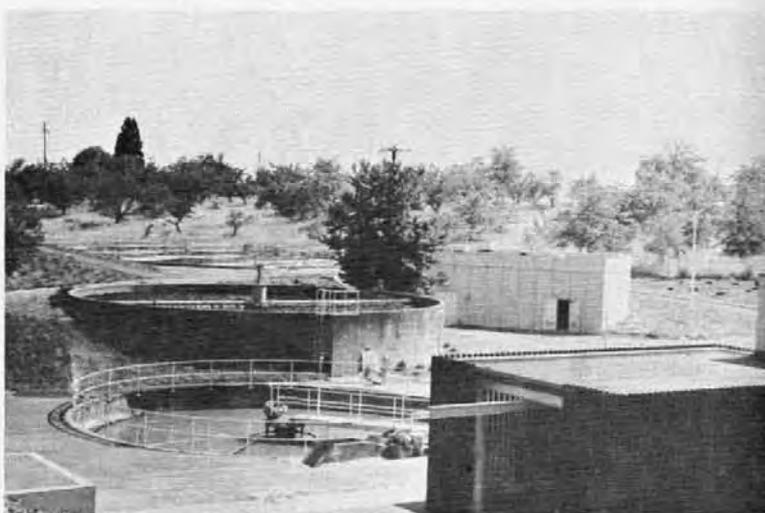
The Whiteson Landfill is a new County facility operated as a sanitary landfill serving a major portion of the County. The present site occupies about 30 acres and could be converted to a park on termination of its use as a landfill in about 10 years.

Fire stations are a ubiquitous feature of urban and rural development. Although there are only two or three fire stations presently located outside central city locations, additional stations will be needed as the County grows. Future services should be based on fire rating bureau standards and designed to give all areas of the County maximum fire protection at minimum cost both in terms of taxes and fire insurance rates.

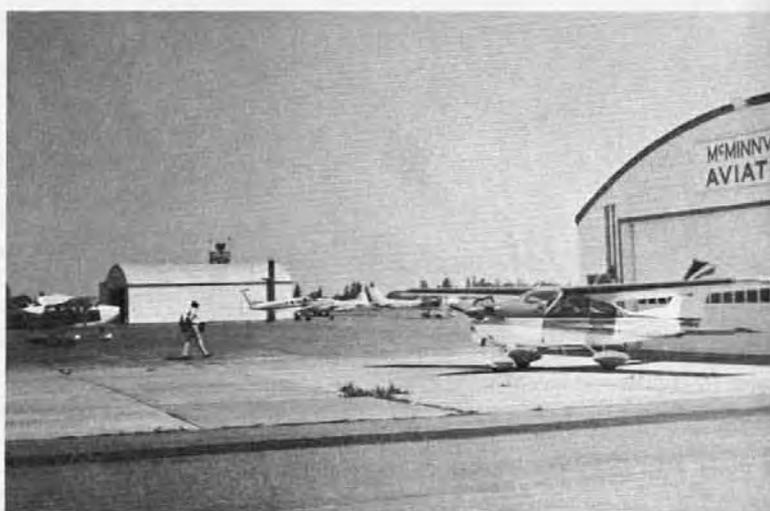
Location and site requirements and projected future needs for all of these uses will be discussed at length in Chapters VII and VIII.

Schools

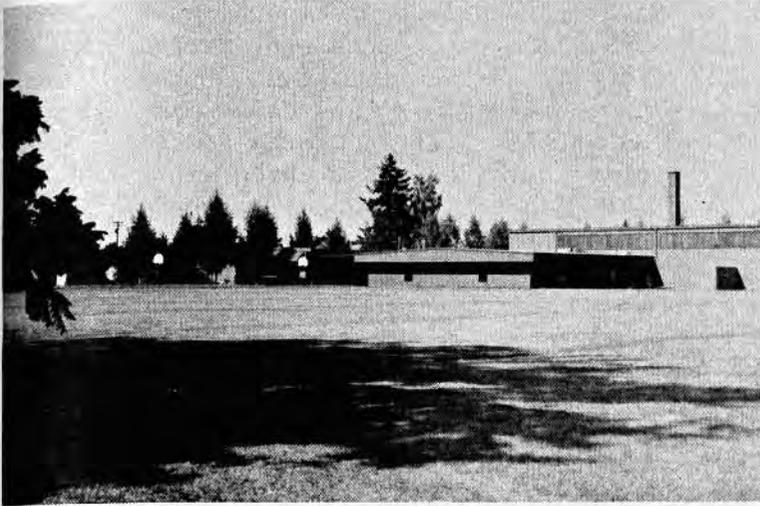
With one or two exceptions, such as the Ewing Young and Hopewell Elementary Schools, all schools in the County are located within the cities. Such facilities are designated on Plate 6 with an identifying symbol.



Sewage treatment plant,
McMinnville



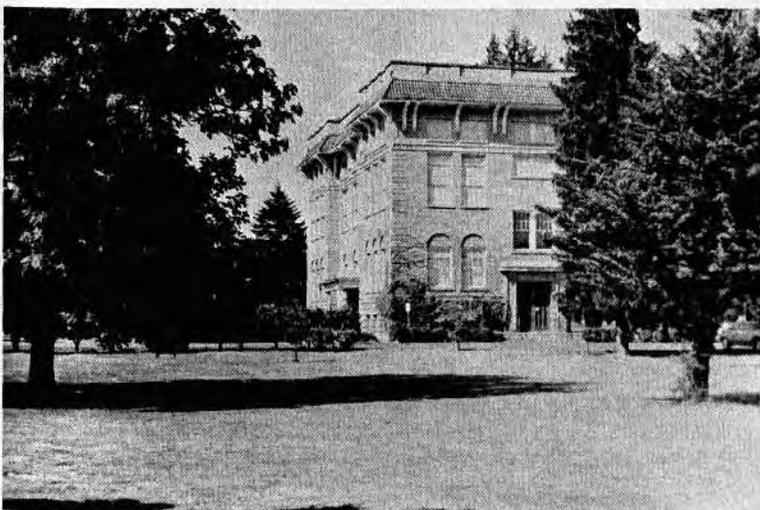
McMinnville Municipal Airport



Memorial Elementary School,
McMinnville

McMinnville and Newberg both have separate senior and junior high schools and a number of elementary schools, while Yamhill (-Carlton), Amity, Dayton, Sheridan and Willamina maintain combined junior-senior high schools and separate elementary schools. Dundee has an elementary school only and Lafayette presently has no schools at all, all students being bussed to McMinnville. McMinnville and Newberg each have one parochial elementary school, although the Newberg school is now closing its doors after many years.

McMinnville contains more than 61 acres in presently developed public school sites, with one-half of that acreage in the junior-senior high complex. The Newby Elementary School site has, in addition to its eight-acre developed site, 25 acres of contiguous undeveloped land in school district ownership which is being reserved as a potential new junior high site. Newberg claims 82 acres of developed public school sites, of which 52 acres is located in the Newberg Senior High-Mabel Rush Elementary School grouping, and most of the balance in the Renne Junior High site. Carlton has approximately seven acres in its elementary school site and Yamhill has a large 48-acre, combined elementary-high school site, serving the Yamhill Grade School and the Yamhill-Carlton High School.



George Fox College,
Newberg

Statistics for all school sites and school district properties in the County, including undeveloped sites, will be published at a later date and will be evaluated as part of a special report on schools and parks. Detailed information on current property holdings, land and building needs, and programs for property acquisition and development in all school districts of the County were obtained by Planning Department staff in 1973 in preparation for this study.

McMinnville and Newberg also include the sites of the small, liberal arts colleges, Linfield and George Fox, which have been in operation since before the turn of the century. These schools have not experienced any marked change in enrollments in recent years. Linfield College occupies about 57 acres and provides some interesting architecture and considerable landscaped open space south of Cozine Creek in south-central McMinnville, while George Fox College occupies about 36 acres with similar architectural and open space amenities along Hess Creek in north-central Newberg. Together these colleges add immeasurably to the cultural attractions of the two communities.

Parks and Recreation

Park and recreation areas are primarily public outdoor areas and facilities which are supported by public funds and maintained by a government agency. They may also include certain quasi-public uses, such as golf courses, or institutional uses with a recreational orientation, like summer-camp facilities, which are non-commercial in nature. All such uses are designated on Plate 6 in solid green and sometimes with the addition of an appropriate symbol.

Overall, Yamhill County has a very limited stock of park and recreation areas and claims no open-space net or route facilities, other than the water course of the Willamette River for boating and water-skiing and the open countryside which can be viewed by passing motorists and cyclists. The Parks Branch of the Oregon State Highway Division maintains the 24-acre Maud Williamson State Park, a picnic site on Highway 221 near Wheatland; the smaller Bald Peak State Park, a picnic site and viewpoint on the high northwestern end of Chehalem Mountain; and the small Erratic Rock geological point of interest near Bellevue. The Chehalem Park and Recreation District and the County maintain small picnic sites extending from the Red Hills of Dundee through the Coast Range foothills from above Pike on Turner Creek southwest to Baker, Deer, Mill and Willamina Creeks, serving primarily local demand. Stuart Grenfell County Park on Highway 18, southwest of Sheridan, is a popular roadside rest area for tourists and vacation travelers. The County also maintains boat-launching ramps at Newberg and Wheatland. In addition, all of the cities, except Dundee and Willamina, maintain small city parks serving a variety of community functions, with Carlton, McMinnville and Newberg also maintaining swimming pools. The latter two are indoor year-round facilities catering to both school and city teams as well as general recreational demands.



Neighborhood park and playlot,
Newberg

Special-use facilities of a quasi-public nature include the two public golf courses, the Bayou, south of McMinnville, and Riverwood, south of Dundee. Other facilities are church-affiliated or public-institutional camp facilities, such as Camp Tillikum, northwest of Newberg, and Camps Yamhill, Smith and Rainbow Lodge (a general County recreational facility and juvenile rehabilitation center), all in the foothills northwest of McMinnville. In addition, two or three isolated locations in the foothills of the Coast Range are used intermittently as motorcycle hill climbs. The Flying "M" Ranch, west of Pike on the North Yamhill River, is a commercial resort, but reflects all the characteristics of a special-use, public recreational facility.

The Willamette River is a unique State resource serving many uses, including recreation. Nearly two-thirds of the people of Oregon live within 10 miles of the River and consequently have designated it through State legislative action in 1967 as a special "greenway," under which a concept for wide-ranging park and recreation use has evolved.

In addition to the range of park and recreation areas enumerated, the County boasts a substantial number of historic sites. Little systematic effort has been made to inventory, catalogue and preserve such cultural features and this should perhaps be one of the priorities for further study and action in creating a total framework for recreation and conservation.

Perhaps the most significant aspect of the County's aggregate stock of park and recreation areas is the relative inaccessibility of many areas, except by automobile, the lack of alternate interconnecting ties between the various areas, other than roads, and the extremely limited opportunities for water-based recreation, such as swimming, boating and fishing. Except for the Willamette River, Yamhill County is almost totally without any significant water-based recreational areas. Some in-depth work needs to be done to determine the recreational attitudes, needs and activity patterns of both local residents and tourists. It is only as these needs become known and articulated that government can establish or reorder its priorities for meeting future demand.

Roads

The road network of Yamhill County includes roughly 150 miles of State highways, 700 miles of County roads, and an estimated additional 700 miles of dedicated public roads which are not maintained by any public authority. The cities, the County and the State, assisted with Federal funds, have created an efficient pattern of circulation within the County, however, increasing traffic congestion in McMinnville and Newberg and



Boat-launching ramp and moorage,
Willamette River at Newberg

increasing accident hazards along the heavily traveled Highways 99W and 18 have appeared in recent years. A strong segment of public opinion has asserted that improved by-pass routes around Newberg and Dundee and McMinnville are needed to improve access to Portland and facilitate traffic movement between Portland and the Coast. In addition, it is maintained that there is a need to provide better access to the north Marion County corridor and the Salem area to facilitate commuter access and the movement of farm produce to processing plants. Yet the public response to such improvements is ambivalent, since the improved access to Portland especially would invite greater development pressures upon both the urban and rural areas of the County. A desire for both slow growth and improved access to Portland and Salem present two basic goals in conflict requiring satisfactory resolution.

The County has developed an excellent system of roads, including forest access and farm market roads. Almost all parts of the County are readily accessible by paved roads. Yet with some 700 miles of road under its jurisdiction, the need for maintenance has been greater than the need for additional roads. Some areas of the County with difficult topographic or soil conditions, such as Chehalem Mountain and the slide hazard areas of the Coast Range foothills, have posed a continual road improvement and maintenance problem. Presently the County's road maintenance budget accounts for nearly one-third of all County expenditures, while funds for new construction are almost nonexistent.

Measured in terms of land use, roads occupy a significant proportion of the total land area in urban centers. In the unincorporated areas, the gradual process of public road dedication over the



Highway 99W-18 junction,
near Dayton



Rural subdivision road,
near McMinnville

years has also led to a disturbing increase in the total mileage of roads ultimately to be maintained at public expense. As noted, about one-half of all public roads in the County, exclusive of State highways, are presently maintained by the public, and no additional roads have been added to the County road system for maintenance in the past several years. In the course of routine subdivision and partition approvals over the years, nearly as much road has been created and dedicated to the public and maintained with private resources as has been obligated to and by the County as publicly maintained road, thus creating a veritable taxpayer's time bomb. Further to this is the mileage and acreage of roads dedicated to the public but not yet opened. It remains to vacate many of these roads and return the land to the County tax rolls. At the same time, many premature, obsolete and undeveloped subdivisions created in generations past should be replatted and the land turned to a higher and better use.

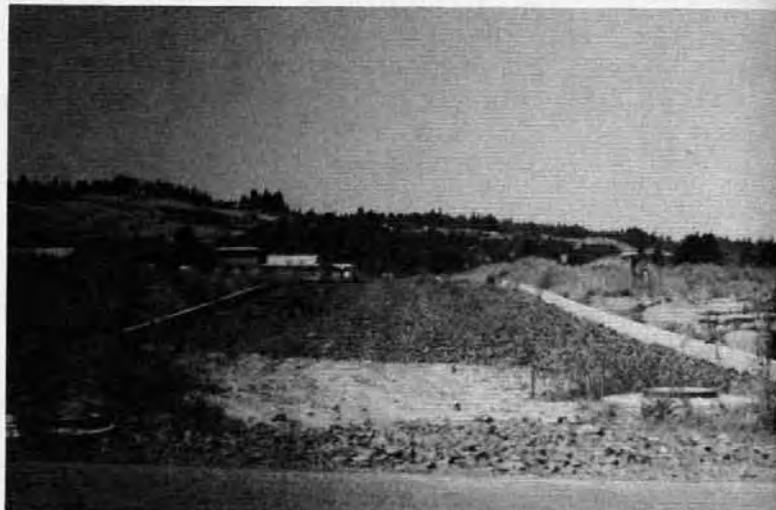
McMinnville claims 463 acres in platted roads, of which 39 acres or the equivalent of nearly 5.5 miles of 60-foot right-of-way is unopened. Road right-of-way in McMinnville represents 18 percent of the total urbanized area of the City. By comparison, Newberg has 261 acres in platted roads, of which eight acres or a little more than one mile, is unopened. Roads represent about 17 percent of the total urban land area in that community. The small cities, which include much vacant land, old partially developed plats and unopened streets, reveal an even higher proportion of land in streets. For example, Carlton and Yamhill together contain 107 acres of platted roads, of which 16 acres or more than two miles are unopened, representing 20 percent of the total urban land area in the two communities. A cursory review of the rural study areas reveals substantial acreage in roads in Study Areas 4 and 5, but a much higher percentage of roads unopened in Area 5, reflecting the more extensive pattern of rural residential development in that Area and the history of indiscriminate platting in areas of rough topography. In total, the rural areas studied contain 2,571 acres of land in roads, of which 191 acres or 7.5 percent is unopened, the equivalent of more than 26 miles of 60-foot right-of-way.¹⁹ There are thus upwards of 70 to 80 miles of dedicated but unopened public roads in the entire County, or the equivalent of 10 percent of the mileage in the present County-maintained road network. Most of these roads are, of course, not part of the County road system.

The problems posed by the circulation pattern may be addressed in terms of inter-city and regional travel; local, intra-city movement; and alternate modes of transportation, including mass transit. In respect to regional patterns, more efficient, less congested and safer traffic flows are required along Highway 99W-18 through the County, especially in Newberg, between Dun-dee and the junction with Highway 18, Three-Mile Lane, and certain sections between McMinnville and Gopher Valley junction. Improvements are also needed

¹⁹At a true cash valuation of \$500 an acre, this represents nearly \$100,000 in land, or roughly \$3,000 in foregone taxes annually for roads benefiting no one other than the occasional farmer who can farm over the right-of-way. Projecting such an analysis countywide, perhaps 600 to 700 acres of land can be found in dedicated but unopened roads, few of which will ever be opened and constructed.

in the capacity and safety of Highway 47 and the West Side Road to facilitate traffic movements between McMinnville and the Forest Grove-Hillsboro area of Washington County. Similar improvements are needed on Highway 99W south from McMinnville to the Yamhill-Polk County line and on the McMinnville-Hopewell connection to Highway 221 and south on 221 to Salem. A firm priority will also need to be established within a few years regarding improved access between central Yamhill County and Marion County by way of an additional bridge crossing at a point between the present Highway 219 bridge crossing south of Newberg and the bridge crossings at Salem.

Improved intra-city traffic movements will include many of the recommended projects contained in the *TOPICS* reports for McMinnville and Newberg,²⁰ as well as new facilities to ventilate traffic around each of these communities. Both cities at present carry heavy peak traffic volumes on their main arterials. In the smaller cities, local ring roads or by-passes must await State highway construction aid, however both McMinnville and Newberg have the resources to develop



Urban subdivision road,
Dundee



Highway 18, near Dayton

²⁰*TOPICS - Traffic Operations Programs to Increase Capacity and Safety* (Eugene: Harstad Associates, Inc., 1972).

their own collector systems to move traffic across and between major functional areas and traffic generators, rather than relying on an already overburdened Highway 99W which should function primarily as a regional, inter-city traffic carrier.

Finally, an assessment of alternate modes of surface transportation will include consideration of rapid-transit, commuter bus or rail service between McMinnville and the Portland and Salem areas, utilizing park-and-ride stations; an intra-city, mini-bus service for both McMinnville and Newberg for shopping and recreational outings for the less mobile elements of the population; and the creation of bicycle and pedestrian traffic patterns free of competing automobile traffic. These possibilities will be explored in Chapter VII.

Railroads

In a period of heavy reliance on automobile and truck transportation, less attention is paid to rail transportation than is deserved. Much industrial development is still oriented to rail for the movement of raw materials and finished products, and trackage has often been cited as sufficient reason in itself to designate abutting land for industrial use, even when other vital services are deficient or lacking. Branch lines of the Southern Pacific Railroad traverse the County from Rex to Amity, serving the west side of the Willamette River in a network extending from Portland to Eugene, with a cross-connection from McMinnville to Forest Grove via Carlton and Yamhill and a spur line from Polk County to the forest-products plants of Sheridan and Willamina.

There are approximately 51 miles of railroad right-of-way in the County, utilizing nearly 400 acres of land. Compared to the amount of land in roads, and measuring its relative service to the local economy in the transportation of goods, it is indeed a modest commitment in land resources.

Environmental Change

The rolling hills and fertile valleys of Yamhill County support a rich natural environment which includes varied and abundant vegetation and wildlife. Dense stands of Douglas fir with groves of alder and maple cover the hills, especially in the northwest and southwest parts of the County. Oregon oak is prevalent on the lower hills, and a wide variety of brushy species, including rosebriars, sweetbriars, snowberries and blackberries grow on the hills and in the uncultivated areas of the Valley. Fur-bearing animals, upland game and big game inhabit the wooded areas. Deer especially are in abundance and elk are increasing their numbers rapidly. Most of the bottom-land in the east half of the County is part of the Pacific flyway, a major route for migrating ducks and geese, and waterfowl stopover occurs at a number of ponds. Spring and fall chinook salmon, and winter steelhead and cutthroat trout can all be found in fair quantities in the Willamette River tributaries.

With these life forms existing in a healthy natural balance, the physical character of the County prior to the arrival of the white man was that of rare natural beauty, clean air, pure water, fertile soil and abundant wildlife. The Indians lived in harmony with this balance, disturbing the environment

very little. Since the first white settlers arrived in the mid-19th century, their way of life has brought increasing threats to this earlier harmony. Both the quantity and quality of the natural resources have been reduced, and in some areas the human impact on the natural landscape has brought a deterioration of the environment.

Early timber harvesting and farming practices paid little heed to the need for reforestation, for protecting the soil from erosion, or for preserving wildlife habitat. Field burning, which is causing air pollution problems today, dates back to these early years. Yet because the land was vast and the people were few, these early practices had relatively little effect on the natural environment.

More changes came with the growth of towns, although the early communities were fairly harmonious with their surroundings. Typically they were quite small, united around a core of commercial and service enterprises. Narrow dirt roads, carved out in a rectilinear grid, provided access to all parts of the town. Multi-story wooden dwellings on large, shaded parcels blended well with the natural landscape and insured that open space could be enjoyed within the city.

Expanded technology created changes in the character of these communities. They grew in size as mechanization reduced the number of jobs on the farm and industrialization increased jobs in the city. Yamhill, Carlton, Sheridan and Willamina flourished with the coming of the wood-products industry, while the other cities thrived on a combination of sawmills, flour mills, seed-cleaning plants and food-processing plants. Later a paper mill came to Newberg and, in more recent years, the mobile-home industry has come to McMinnville and Sheridan. With the industries came not only job opportunities, but new threats to the air and water quality and increased noise and esthetic blight. These problems were caused not only by the industries themselves, but by the residential development which they attracted. The discharging of natural and synthetic wastes from both industrial and domestic sources began polluting the air and water and increasing solid waste. The wigwam burner, developed for wood-products wastes, was especially detrimental to air quality, and the mobile-home industry has been responsible for a large increase in solid wastes.

Increasing population densities compounded the problems of water contamination and also caused a water supply shortage. Chemical treatment plants, pumping stations and storage reservoirs have offered new solutions, but Yamhill County cities must continue to pay close attention to these problems.

Advancing technology has also brought many changes in the esthetic character of the County. Greatly increased production, consumption and disposal of material goods has resulted in unsightly accumulations of refuse becoming a disturbing part of the scenery. The transmission of energy has become a critical element in a changing way of life, and transmission lines, pole structures and towers now stretch for miles across the urban and rural landscapes.

By far, the greatest impact on both the esthetic quality of our environment and on the character of our communities has resulted from the emergence of the automobile as the predominant means of transportation since World War II.

Nearly 2,000 miles of roads now exist in Yamhill County, and major thoroughfares run through Newberg, Dundee, Lafayette and McMinnville. Traffic congestion and increased noise have disturbed the once-quiet atmosphere. Automobile travelers have been recognized as a potential market, and signs and billboards line the major roadways. Commercial enterprises, eager to capture this market, have begun locating at the edges of the cities along these important highway routes, causing a decline in the vitality of the central business districts.

Most importantly, the mobility allowed by the automobile has greatly increased population pressures, particularly in the northeast part of the County. The result has been rapid land development with few controls to insure attractive and coordinated site planning. Along the growing highway commercial strips of McMinnville and Newberg and between Sheridan and Willamina, an unsightly sprawl has occurred, creating traffic hazards and encroaching upon good farm land.

The growing population has brought an increasing demand for residential development, particularly since lack of maintenance, obsolescence, and the intrusion of conflicting land uses have made many older homes inadequate for present-day needs. Some positive responses to this demand have occurred with experimentation in higher-density development and the introduction of new housing types, including mobile homes, apartments, condominiums and townhouses, to address a wide variety of needs and income levels. Many of the newer subdivisions have replaced the old rectilinear grid with a curvilinear street pattern which conserves land and is generally safer and more attractive than the old pattern. Residential development has also created some problems similar to those created by uncontrolled commercial development. In McMinnville and Newberg, new housing has joined the commercial districts in the move to the outskirts, and these once-compact municipal units have begun to develop odd-shaped extensions which are costly to service. In some cases, growing profits in land speculation have resulted in unattractive, inconvenient, and generally low-quality land development.

In response to these many changes which have followed national trends, Federal, State and local agencies have been formed to protect the environment from further deterioration and to ensure that in the future human activities reflect the need to maintain a healthy ecological balance. Federal agencies assist farmers in controlling erosion and abating pollution, and they set standards for air and water quality. At the State level there is air- and water-quality control, and the possibility of regulating noise levels is being pursued. The State also regulates timber-harvesting activities in an effort to control the use of chemicals, protect soils and streams, preserve wildlife and fish habitat, and insure a sustained yield of timber. On the regional level there is air-quality control, and a regional solid-waste management program, exploring possibilities for recycling and resource and heat recovery, is being studied for implementation. Yamhill County also enforces its own solid-waste ordinance. Urban sprawl and decay and other problems associated with land development patterns are addressed primarily at the local level.

As a result of these efforts and because Yamhill County has so many natural assets, an overall high-quality physical environment has been maintained despite the many threats and actual deterioration in some places. The

beauty of the rolling hills, the forests, and the extensive farmland is apparent to anyone living in or driving through the County. Clean air and water still predominate. Particulate matter is the major source of air pollution and this problem is not severe. Wastes flowing into the rivers and streams are generally sufficiently treated to ensure against health hazards and threats to the fish habitat. Some health hazards may be present in a few areas where septic tanks are failing or where excessive infiltration and inflow of sewer systems has caused the overloading of treatment plants and the bypass of some sewage, but on the whole the water and sewerage systems are efficient, clean and safe. Automobiles have increased the noise level and quarrying operations and motorcycles have generated some complaints, but excessive noise has not become a serious problem. Some destruction of wildlife habitat has occurred, but there is still abundant wildlife; and the lowland areas along the creeks in the western part of the County, which are essential to the support of big game, remain free from the intensive development that would threaten their continued existence. Decay and sprawl in our communities, while undesirable, is minimal compared to larger urban areas, and many people continue to choose Yamhill County as a place to live because of the relative beauty, convenience and tranquillity which it offers.

It is apparent that Yamhill County residents still have a very rich natural environment to enjoy, but the experience of neighboring counties in the Portland metropolitan area and the many changes which have already occurred within this County should make clear that a balanced and healthful natural environment cannot be taken for granted. Its preservation must be established as a high priority, and in the face of growing population pressures, continued urbanization and advancing technology, a commitment must be made to increasing vigilance on its behalf.

PART II DIRECTIONS FOR THE FUTURE

CHAPTER IV

URBAN GROWTH AND CHANGE. ECONOMIC DEVELOPMENT.

Urban Growth and Change

Yamhill County is a relatively small agricultural county nestled in the northwesterly part of the Willamette Valley off center from the mainstream of economic activity which links Portland, Salem and Eugene. When the County was originally settled, nearly everyone was involved in farming. Today, 65 percent of the population is living in incorporated areas and many of those who have settled in unincorporated areas are not farmers but exurbanites, dependent upon Portland or Salem for their livelihood. This pattern reflects two migration patterns which have been occurring nationally. Populations have concentrated in metropolitan areas, and as these areas have become crowded and less attractive, people have moved from the urban centers to the fringes and satellite communities. It is the second type of migration which has accelerated Yamhill County's growth since the early 1960s. The cities and their surrounding rural areas have absorbed the "spillover" from the Portland and Salem metropolitan areas; and it is only perhaps because Portland and Salem have been expanding in so many different directions at once that Yamhill County has not been more significantly affected by the growth of these larger centers.

In spite of the growth pressures from the metropolitan areas, Yamhill County remains very rural in character. Even today it has the equivalent of only four percent of the population of the Portland metropolitan area and only about 15,000 people in its entire unincorporated area of some 300 square miles of effectively settled land. The picture of the County today is one of a rural community under urbanizing pressures, with the ability and willingness of Portland and Salem workers to commute from Yamhill County being perhaps the largest factor in determining the degree of that pressure. Recent revelations about an impending, chronic energy shortage and higher costs of automobile transportation have put in doubt projections of a greatly increased commuter population, yet Yamhill County must be prepared to absorb that part of the metropolitan population which does spill over into the County. The way of life which is valued by County residents must be preserved and the urban sprawl which has plagued the areas closer to Portland and Salem must be avoided.

Based on past population growth and employment trends, as described in Chapter II, only 12,000 to 15,000 additional people are projected to be living in Yamhill County by 1990. This is a modest growth rate of less than two percent a year, and the great bulk of that increase is expected to occur in McMinnville and Newberg.

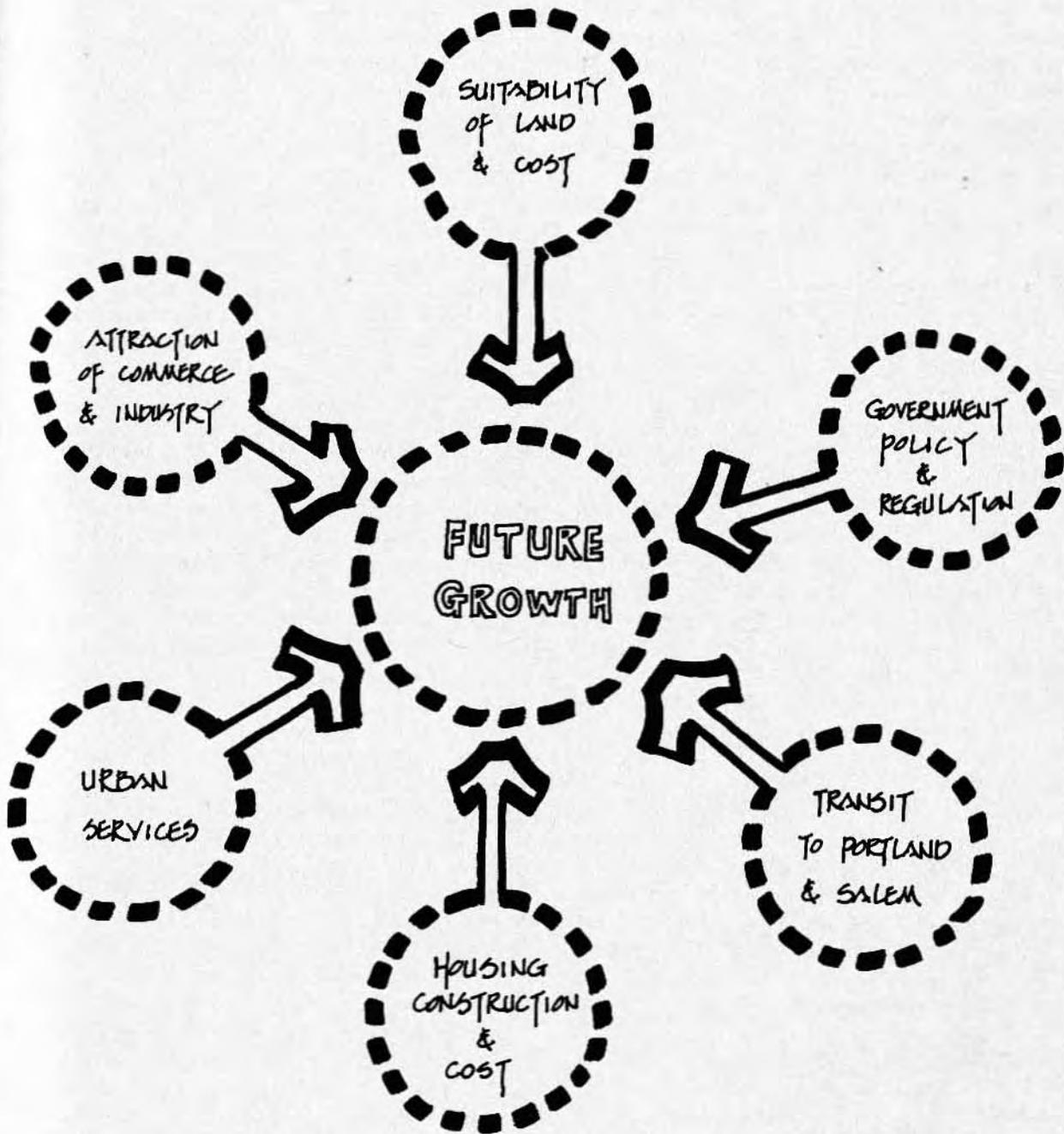
In 1972, the Willamette Valley Environmental Protection and Development Council published a report entitled *The Willamette Valley--Choices for the Future*, and in that report listed three qualities of the Valley which make people happy to live here: the low-key, relaxed way of life, the feeling of closeness to nature and open space, and the feeling of living a "small-town life", even in an urban setting. If these values are important to people in the large urban centers, they should have markedly greater meaning to the residents of Yamhill County. Following the advice of the Council in its study effort, popularly known as "Project Foresight," Yamhill County will develop some of its own scenarios regarding possible future urban growth patterns. Only by way of such an imaginative approach in determining alternative development patterns can we make informed choices about our future and perhaps achieve something more than a basic incremental growth pattern.

The Yamhill County Comprehensive Plan of 1974 is a first step which opts for a scenario along the lines suggested in Project Foresight's Scenario V, which foresees a containment of existing urban centers under urban growth limits, and all or most other development taking place in new communities. This pattern would spare Yamhill County the faceless urban sprawl characteristic of counties closer to Portland. In light of the growing public awareness of the need to conserve energy and the current national trend to condominium housing developments, economics alone may point us in this direction. An adaptation of Project Foresight's transportation system would be a radial mass transit route extending from Portland to Sheridan and Willamina. Further, commercial and industrial development would not only be used to bolster existing trade and employment centers which are ailing, but would be redistributed into new communities. Many governmental decisions affecting the environment would be made on a regional basis by agencies specializing in specific concerns. In the mid-Willamette Valley, this is now the case with air-pollution control; solid-waste collection and management; and, in the initial planning stages at least, housing, transportation, water supply and sewerage and water-quality management. Variations of, and amendments to, the primary option or scenario which is represented by this Plan must be publicly reviewed and refined and the Plan modified to reflect changing conditions, attitudes and values.

Urban and Rural Development

The physical manifestations of future growth in Yamhill County will be based on a number of factors: the attractions of the cities of the County to commerce and industry; the suitability of land for development and its cost; the availability and cost of urban services; the long-term prospects for transportation to job markets in Portland and Salem; changes in methods, materials and types of housing construction and their costs; and government policy and regulation. All of these factors should find expression in community-stated goals, and the first fundamental goal of the Plan relates to urban containment and orderly urban development:

To encourage the containment of existing urban centers, provide for the orderly, staged, diversified and compatible development of all of the cities of Yamhill County, and assure an efficient transition from rural to urban land use.



Since all of the cities of the County are located in areas and sited on land which is suited to continued urban development, with the exception of certain flood hazard areas in Sheridan and limited areas of other communities, an incremental growth pattern based on the present configuration and development potential of existing urbanized areas is encouraged. This goal requires that the direction, pattern, type and density of urban development have due regard to the overcrowding or uneconomic use of land, the preservation of the amenities peculiar to any area, and the value of the land and the nature of its present and prospective use. It requires the staged release of land for specific uses in keeping with projected demand, the capacity of the cities and County to service such land and the capacity of the market to absorb it. Diversified development recognizes the economic and cultural needs and growth potential of each of the cities -- the full employment of human resources and the availability of land and services to accommodate the growth of commerce, industry and cultural facilities. Compatible development requires that urban development be consonant with the character and physical limitations of the land and with existing development. The goal finally calls for a regional approach to the provision of transportation services, public facilities and urban services, and capitalization upon the potential economies of scale of regionalizing such city-serving functions.

The Comprehensive Plan Map, Plate 11 (inside back pocket), designates those lands best suited for current and long-range stages of community development or, where physical features limit their potential, for small-community development. Policies for the use, subdivision, servicing and modification of these areas are required. It is intended that these areas build up as contiguous urban developments around existing urban centers and in small compact communities in order that adequate water distribution systems, sanitary sewers, paved roads, curbs, sidewalks, storm sewers, street lights, police and fire protection, public transit, and schools and parks may be provided economically for the health, safety, welfare and convenience of the residents.

Toward these ends, the following policies are adopted:

That Yamhill County will, in cooperation with the cities and special districts of the County, encourage urban growth to take the form of a series of compact, balanced communities, each with its own business and community center and each related to industrial areas and other centers of employment, together complementing the regional business, social and financial centers of Portland and Salem.

Such a policy not only emphasizes diversification and increased self-sufficiency in employment and local identity for each of our existing communities but offers the prospect of new, planned communities with a diversity of city-forming and city-serving functions. Such centers may be based on single-service functions, involving commercial, industrial, residential or recreational communities of a sufficiently large scale to be self-supporting as municipal entities with a sound local financial base and administration. Or they may form the basis for diversified new urban communities with a wide range of functions and attractions, such as are now developing around some of the larger metropolitan areas of the country. Consideration of such new communities should, however, await finalization of pending statewide planning

goals and guidelines and an urbanization plan and policies for the entire Willamette Valley. Hopefully, the future will reflect a pattern of well rounded towns and city centers instead of "bedroom communities" or specialized towns.

This policy also calls for a full assessment of the strengths and weaknesses of the economic and employment base of each of the existing cities and a mutually agreed-upon approach by the local governments of the region to the attraction of industry and the development of supporting services. In time this policy must both support and reflect State and regional determinations in respect to population distribution, the location of industry, transportation, and energy generation and transfer, as well as appropriate environmental controls. The County therefore supports the charge of the State Land Conservation and Development Commission and the Joint Legislative Committee on Land Use established under *ORS Chapter 197* to recommend to the State Legislature the designation and regulation under State law of additional activities of statewide significance. Such activities should reflect statewide goals and policies relative to overall population distribution, the location of industry and other centers of employment, and the generation and transfer of energy, if local urban growth objectives and policies are to be realized and preserved. Possible State review of the planning and siting of public transportation facilities, public water supply and sewerage systems and solid waste disposal sites and facilities, now provided for in the law, cannot alone create the options which could lead to a sustained livable environment and an assured condition of economic well-being for the people of Oregon.

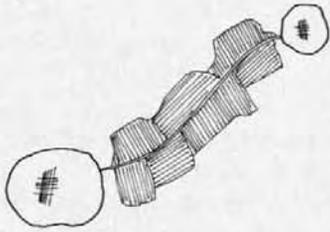
Coupled with the objective of creating and containing compact communities, the following additional policy is adopted:

That Yamhill County will, in cooperation with the cities and special districts of the County, encourage each community to be developed through staged expansion, with subdivision and concurrent servicing taking place under step-by-step programs as development occurs.

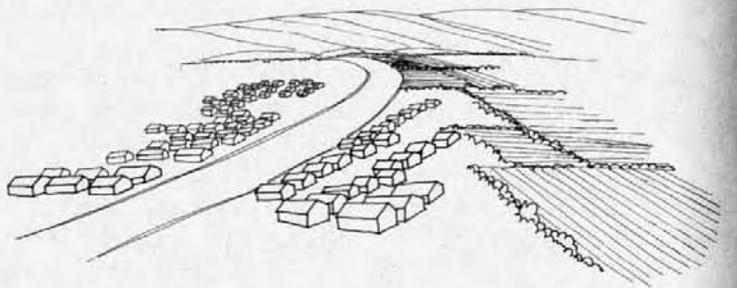
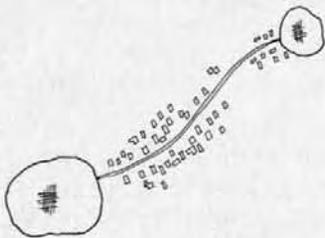
This policy will assure residents of basic services and convenient access to community facilities at each stage of community development, at the same time providing sufficient serviced land for commerce and industry. The cities of the County as well as possible new communities, will thus be developed as serviced, compact urban areas and will avoid unnecessary expenditures of public and private capital for premature scattered development.

The County will also adopt a new zoning ordinance which will make a clear distinction between urban development areas and surrounding rural open space. Density of urban residential development will be regulated outward from the established urban cores to the periphery of the designated limits of urban expansion as shown on the Plan Map. For example, many areas currently committed to small- or large-holding agricultural uses will remain in such uses through appropriate protective zoning, while a reasonable amount of land immediately adjacent to the limits of present urban development will be allocated through zoning for similar urban uses at prevailing densities. Designated industrial and commercial areas will likewise be released through zoning in a manner reflective of true market demand and the need, desire and capability of the local community to service and develop such land.

CONTAINMENT ?



..... OR SPRAWL ?



Such a policy requires close cooperation between the County and its member cities in order that appropriate and sufficient land is reserved beyond existing city boundaries for needed urban expansion. Such cooperation would reduce or prevent inordinate pressures or ill-advised actions in releasing too much land too soon or accommodating inappropriate, ill-conceived or under-financed development proposals. Even without the guiding hand of the State, the restraints of a local government boundary review commission, or the financial inhibitions against extending costly urban services, the County and its member cities can work well together for mutual benefit in jointly reviewing all development proposals on or adjacent to their common boundaries. Unilateral action in adopting Plan amendments, zone changes, annexations or the extension of vital urban services by either the County or a city must not be allowed to occur if the community at large must bear the burden of any compromised goals or policies.

As a further consideration, the following policy is also adopted:

That Yamhill County will, in cooperation with the cities and special districts of the County, work to conserve physical, economic and social values through the optimum utilization of available urban land, services and facilities and through the renewal of established urban areas.

This means that the County, through its zoning power and in consultation with private developers, will encourage all possible commercial and industrial development and other intensive urban uses, including large-scale residential and institutional uses, to locate in existing urban areas where adequate services and amenities are available. The disturbing drift of commercial retail, service and office uses away from central urban areas to peripheral highway locations at a time when urban redevelopment is considered to be very important by most communities should be curtailed if possible. This choice and responsibility now lies almost exclusively with the two larger communities, McMinnville and Newberg, as they are the only centers large enough to generate substantial new commercial developments on their fringes. This policy also requires a more determined effort to utilize the vacant, renewable and reclaimable land which already exists in urban areas before committing new lands to development or extending urban boundaries.

As a final consideration the following policy is also adopted:

That Yamhill County will, in pursuing all of the above policies, assure an orderly and efficient transition from rural to urban land use in all areas surrounding the cities of the County over which the County has jurisdiction.

While all other policies may be satisfactorily fulfilled, the orderly conversion of rural and, particularly, highly productive farm land is not necessarily guaranteed. In order to achieve the goal and policy stated in Chapter V to preserve highly productive farm lands, development proposals must be considered in light of their suitability for both urban and agricultural uses. The ownership pattern and management practices of the land or area in question and the availability of alternative sites which could serve the public need

equally well should be examined before rural land is converted to urban uses. Long, narrow projections of urban development outward along arterial highways or railroads constitute a permanent threat to, and continuing pressure upon, adjoining and surrounding agricultural lands and other open or rural areas, and the services which follow inevitably commit such lands to sprawl patterns of growth unless strong land-use controls are maintained.

The second fundamental goal relates to the rural development pattern:

To provide an adequate amount of land, development areas and sites to accommodate those uses which are customarily found in rural areas or require or are better suited to rural locations, without compromising the basic goal relating to urban containment and orderly urban development.

The major land uses which have located in rural areas over the years have been residential uses at varying densities; limited, isolated, commercial activities, generally oriented to major highway frontages and intersections; industrial uses scattered along major highways, railroads, or oriented to local resources or inexpensive land; and a wide range of open-land recreational, public or quasi-public institutional uses. The Plan Map recognizes a great many existing and potential rural development areas and uses. The limitations of map scale and the lack of foreknowledge of the future demand and acceptability of many possible uses in rural areas requires the formulation of a number of principles and policies to guide in their evaluation. While Chapters VI and VIII will formulate location and review criteria for a wide range of specific uses, certain concerns apply to all rural area development. Bearing in mind the location, nature and scale of any development proposal, and provided that the rural orientation of the use in question can be clearly demonstrated, Yamhill County adopts the following review principles:

That all proposed rural area developments shall be based on a reasonable expectation of the demand for the use of such land or facilities within a reasonable period of time and no large-scale development shall be approved without:

- a. the submission and approval of a layout and design concept, with provision for the staging and servicing of all phases of the development;*
- b. the approval of all Federal and State agencies relative to any applicable health, safety and environmental controls; and*
- c. an adequate demonstration of the financial capacity and responsibility of the proponents to complete the development and provide for operation and maintenance services.*

Small-scale development proposals not provided for by the Plan Map and the new zoning ordinance and map will be evaluated on the basis of public need, supply-and-demand relationships for the land or use in question, and the principles which follow. Large-scale development proposals identified in terms of land area to be utilized, number of dwelling units contemplated, or capital to be invested will be evaluated in similar fashion, but may be subject to special planned-unit development criteria and controls as outlined below.

That all proposed rural area developments:

- a. shall be appropriately, if not uniquely, suited to the area or site proposed for development;*
- b. shall not be located in any natural hazard area, such as a floodplain or area of geologic hazard, steep slope, severe drainage problems or soil limitations for building or subsurface sewage disposal, if relevant;*
- c. shall be furnished with adequate access and an adequate individual or community water supply, if required; and*
- d. shall not be justified solely or even primarily on the argument that the land is less costly than alternative better sites or that Federal or State aid is available in the form of subsidized water supply or sewerage extensions from nearby urban centers.*

It is a well recognized fact that there is land in the tens of thousands of acres in Yamhill County which lends itself in varying degree to many different kinds of rural area development, particularly residential, and that this amount of land far exceeds any reasonable expectation of demand for actual use. The County should not therefore have its development pattern dictated by the ever-present pressure of speculation in land sales, with its typical by-product of a constant oversupply of building sites. Too, the unique location and quality of the various areas of the County for different uses must be identified and selected for specific uses, staged for release over time to serve different markets, and be appropriately zoned. Basic services must also be available to support any new development, especially single- or dual-road access, depending on the traffic anticipated and safety requirements in the event of fire or flood, and water supply and sewage disposal. Finally, location decisions for commercial, industrial, and public or institutional uses should not be based on the accident of ownership, the donation or bequest of land, or the prospect of an inexpensive site -- the economics of location is generally based on many other factors besides the cost of land. Public-interest considerations should take into account non-market factors, such as traffic safety, convenience of use and environmental impact. A related concern is the often-heard promise of Federal aid to assist public or institutional uses through land acquisition and construction grants or the provision of utilities, with little or no consideration of the compatibility of the development proposal with broader community goals, development policies, or the sometimes overly optimistic assumptions of growth upon which the proposal is based.

That no proposed rural area development shall impair or conflict in any way with the use of highly productive farm or forest land, or be justified solely or even primarily on the argument that the land is unsuitable for farming or forestry or, due to ownership, is not currently part of an economic farming or forestry enterprise.

Recent amendments to *ORS Chapter 215 (Senate Bill 101 of 1973)* relative to the establishment of exclusive farm-use zones set the ground rules for determining the compatibility of rural development with farming by allowing outright or with County approval a number of specified low-intensity uses, or uses such as mineral extraction and power generation which often require rural sites. Significantly, non-farm, single-family dwellings may also be allowed upon a finding by the County that such proposed dwellings are compatible with adjacent farm uses; do not materially alter the stability of the overall land-use pattern of the area; are situated upon generally unsuitable land for farming; and, most important, are consistent with the intent and purposes of the amended law. A key declaration in the preamble to the law is that *expansion of urban development into rural areas is a matter of public concern because of the unnecessary increases in costs of community services, conflicts between farm and urban activities and the loss of open space and natural beauty around urban centers occurring as the result of such expansion.*

If substantial blocks of farm land in the County are included in exclusive farm-use zones, the Plan Map obviously cannot be amended to designate within those areas local rural development areas or sites in order that compatible zoning could be sought and obtained, for this would result in a threat to the integrity of a surrounding exclusive farm-use zone. Since similar zoning regulations can be made applicable to highly productive forest lands, threatened compromises of those lands would be averted in the same way.

The argument that because a certain tract of land is unsuited for farming or the owner cannot make a living from farming it, it must be suited and therefore designated in the Plan Map and zoning map as being suitable for some alternative urban use, is unsound. This is clear when one considers the obvious unsuitability for urban use of areas of steep slope, poor drainage or flood hazard. Additional factors must also be considered, including *relative* suitability; the location and character of the land; the supply of, and demand for, such land relative to other equally endowed sites; the availability of basic services; and the amenity factors of view, vegetation cover, and orientation to sun and wind.

That no proposed rural area development shall require or influence in any way the extension of costly services and facilities normally associated with urban centers, such as municipal water supply and sanitary sewerage or power, gas and telephone services, nor shall it impose inordinate additional net costs on mobile, centralized public services, such as police and fire protection, school busing or refuse collection.

The reasonable interpretation of this principle is the key to its successful application. A proposed industrial development on a large tract of rural land immediately adjacent to an existing urban center may become a net benefit to the entire community if it is annexed and serviced. Extending a water or sewer main a mile or two out from an existing urban center on speculation that it will attract an industry, or for the purpose of picking up a small amount of existing urban development or a single land use, especially if sufficient serviced or serviceable land were already available elsewhere within the existing urban area, is contrary to this policy. Miles of road, power and telephone line extensions to serve premature rural residential subdivi-

sions are another case in point, as are costly police and fire protection, school busing, mail service, and refuse collection in such areas.

As a general principle governing rural development, areas which are not identified as highly productive farm or forest land; areas of water, flood-plain, steep slope, or relative isolation; areas devoted to major public or quasi-public use; and areas the best use of which is not yet determined, are to be reserved in large parcels until such time as detailed studies document the need for more intensive use of these areas. Rural areas already committed to development through existing use or the subdivision or partitioning of land with some measure of actual development will be recognized as rural development areas. At the same time, the rural non-farm development opportunities offered by way of *ORS 215.213 (Senate Bill 101 of 1973)* will be applied with moderation and discretion in the exclusive farm-use zones which are established, as well as in other general agricultural large- and small-holding zones which are developed and applied. Non-agricultural land which is actually better suited to urban uses will be developed for such uses only as development trends warrant.

Land Use and Services

Historically, urban development has taken place in piecemeal fashion with sometimes too little concern given to the need or cost of services or their effective programming. This has often led to inefficient and unattractive urban development patterns, and occasionally unsafe or unhealthful living conditions. It has sometimes created unnecessary expense as a result of inadequate, poorly laid out or designed services, or bad timing in the programming of their construction and finance. Premature servicing has also often created as many problems as are faced when overdue services are installed.

In contrast to earlier periods, urban services in many small communities have today often become an instrument of land-use policy rather than a necessity and convenience after the fact. Roads, water and sewer systems, power and gas facilities, and even public buildings, like elementary schools and libraries, have been used as stimuli in developing new urban areas. While the smaller cities of Yamhill County have serious financial limitations in providing even a basic level of urban services, and the larger centers must themselves make choices and forego many desired projects, opportunities will continue to arise through which urban development is stimulated in one area rather than another. Such development decisions may act to make possible or accelerate the growth of new residential areas, shopping centers, industrial districts, public buildings and other elements of the urban scene.

The two larger cities and a number of school districts and other local agencies of government have some choice in respect to the location and timing of major capital improvements affecting the rate and direction of urban development. They may also coordinate their decisions with one another and the County. The County has the power to control land use, locate roads, and thus determine future layouts of water distribution and sewage-collection systems, as well as establish county service districts in many of the designated urban growth areas shown on the Plan Map in advance of annexation by adjacent cities.

In light of these relationships, it is a further goal of Yamhill County:

To encourage the containment of urban services and facilities and other public capital improvements within existing urbanizing areas in order to achieve an orderly pattern of urban growth.

This goal complements the first fundamental goal of the Plan calling for the containment of existing urban centers and assuring an orderly, staged development of all of the cities of the County and an efficient transition from rural to urban land use.

Towards these ends, the following policies are adopted:

That Yamhill County will seek full cooperation among the cities, the school districts, other special-purpose districts of the County and the County itself in jointly planning and programming all land use, urban services and facilities and other public improvements having an impact on the rate and direction of urban growth.

This general policy statement will set the stage for specific areas of intergovernmental cooperation enunciated below. Various mechanisms for formal and informal cooperation already exist and these and other possibilities will be spelled out.

That Yamhill County will seek to establish a general commitment by all providers of urban services that no subdivision of lands in designated urban areas on the Plan Map will be permitted without the provision of urban services commensurate with the location, nature and scale of the proposed development, recognizing the overall capital program for community services and the ultimate net cost to the community of the services to be provided.

This policy says in short, *No subdivision without services*. As noted in Chapter III, Yamhill County has been plagued by the creation of subdivisions and partitions in many different rural areas, many of which lack even the most primitive services. Even in many urban areas, creeping sprawl continues unabated and with little more than basic road access. It remains to establish appropriate standards of access and urban services to direct and accommodate all forms of urban and rural development and these standards are discussed in Chapters VI, VII and VIII.

Alternatives

The Plan as adopted calls for self-contained, compact and diversified communities and is flexible enough to include some long-range development which may take place in new communities and rural uses. In the short range, the realistic alternatives open to Yamhill County lie in variations in the configuration of land-use designations and the circulation pattern in and around existing urban centers. These are the kinds of alternatives possible if a minor arterial by-pass is built in one location rather than another or sooner than expected or a regional water supply or sewerage system is employed to permit development between existing urban centers. Other variations

could occur if low-intensity residential or agriculture uses are redesignated for higher-density residential use or for commerce or industry when a particular need is determined, growth pressures dictate, or a basic shift in community goals and attitudes occurs. These shifts in the projected land-use pattern may become issues in or adjacent to existing urban centers or they may occur in exclusively rural areas where the unique features of site and situation give rise to development proposals not contemplated at the time of Plan adoption.

It is most important for any community to respond to changing needs and conditions and to have such responses reflected in the goals, policies and map of the official comprehensive plan. The only adopted alternative to the Plan Map at this time is shown on Plate 12, entitled Alternative "A", and this alternative relates specifically to light-industrial land designations in the Newberg area. Alternative "A" will be discussed in the section which follows.

In order for the County to prepare itself for change and recognize reasonable alternatives to the Plan, the following general policies are adopted:

That Yamhill County will review and accommodate, wherever possible, any new or alternative development concepts or proposals, provided such concepts or proposals are consistent with and do not compromise in any way the established disposition of land uses on the Plan Map or the goals and policies of the Plan.

That Yamhill County will review any development concepts or proposals which conflict with the Plan Map, goals or policies in light of changing needs and conditions and in keeping with established procedures for Plan evaluation, amendment and update.

In reviewing any alternative concepts or proposals, Yamhill County will provide ample opportunity for public input through citizen advisory committee and Planning Commission review, consultation with the cities and other agencies of government, and individual citizen response. A number of development proposals will not require modifications in the Plan Map, such as small-scale quarry operations and limited residential developments in rural areas. However, any substantial development proposals or alternative concepts for urban or rural area development, whether or not now envisaged by the Plan, but requiring amendments to the Plan, will be subject to the public hearing requirements of both the State and the County.

In considering alternative development patterns and, particularly, any rural area development proposals, one major constraint which will affect land uses and the shape of future urban growth in the period immediately ahead is the technology and regulation of wastewater disposal. Virtually all urban development today utilizes water-borne waste systems--the traditional sanitary sewage collection and treatment system under municipal or community auspices, or the individual septic tank and drainfield system. The former method has undergone successive refinements in treatment techniques through so-called primary, secondary and tertiary degrees of purification, involving solids removal, elimination of coliform bacteria, and progressive reduction

of nutrient compounds (biochemical oxygen demand). The innovative practice of spray irrigation of municipal sewage upon the land for crop production has liberated a number of industrial uses, such as food-processing plants, from traditional urban locations and also offers promise for other urban uses, such as residential development.

As long as the technology of waste disposal clings to water-borne methods, however, the only short-term promise of a breakthrough in sewage treatment for developments requiring more than the individual disposal field serving at most a few homes is the so-called package plant. Unfortunately, even the package treatment plant has not yet been sufficiently refined to overcome the problem of reliable operation and maintenance. Daily, weekly or even monthly cleaning and inspection schedules and the emergency problem posed by mechanical breakdown and the lack of qualified service personnel to operate and maintain such facilities in small-scale developments has precluded the widespread use of package treatment plants in Oregon. Dry methods of disposal, including chemical treatment or incineration, have also yet to be refined sufficiently to be accepted by the State Department of Environmental Quality.

Current State policy is to consider that package sewage-treatment facilities, even when approved, are interim facilities which should be phased out and connection made to an area-wide sewerage system within a ten-year period. Furthermore, a proposed development must be located within an area which has adopted an overall plan for sewage disposal and a detailed implementation schedule and financial plan for construction of regional interceptors and treatment facilities. This policy of the State unquestionably will inhibit or preclude altogether development schemes which cannot tie into an existing municipal system or create and subsist on their own systems. In the latter situation, only very large development schemes would appear at all feasible. Any interim facilities must also be operated by some responsible sewerage agency, such as a sanitary district, sanitary authority, or county service district. While exceptions may be made by the State Environmental Quality Commission, the prospects for any significant new development occurring in rural areas is indeed limited. Fortuitously, such a situation supports many of the stated goals and policies of this Plan relative to rural area development. Unfortunately, some developments which are best suited to rural locations, such as small, recreation-oriented residential communities, will be excluded until this policy is modified, the technology and operation and maintenance problems of package treatment plants are overcome, or the rules governing subsurface sewage disposal are moderated.

In conclusion, while sewage-disposal regulations directly affect the public health and are therefore indispensable, it should be made clear that they are to serve that objective alone and should not reflect any land-use policy, stated or implied, of any State agency. Alternative patterns of growth in Yamhill County must therefore be based on the broad-scale goals and policies of the Plan, recognizing the physical constraints of land capability, but looking to the day when many present-day technical, administrative or cost problems will no longer be determining factors.

Planned-Unit Developments

In the past decade or so, a new concept in urban development has evolved in parts of the country in the form of the planned-unit development, or PUD.

Stated simply, the PUD usually is a housing project with dwelling units grouped into clusters, allowing an appreciable amount of land for open space; much or all of its housing in townhouses or apartments, or both; higher densities than conventional single-family projects of the same acreage; and often, part of the land used for non-residential purposes, such as shopping and employment. It may also take the form of a shopping center or industrial park alone.

The PUD is a means of land-use regulation which promotes large-scale, unified land development in peripheral or outlying urban locations. It advocates a mixture of both land uses and dwelling types, with one or more of the non-residential land uses often being regional in nature, and the clustering of residential land uses providing public, common open space maintained for and by the residents of the development. With increased administrative discretion on the part of the local reviewing agency, basic land-use regulations can be altered to allow for an optimum development plan.

The PUD enhances the bargaining process between the developer and the city or County. It strengthens the site plan review function and government control over the rate and sequence of development. In return, the developer has potentially increased profits as a result of the higher efficiency of land use, the employment of multiple land uses and increased residential densities. Critical to the realization of well located, designed and developed PUDs is the careful application of the urban and rural development policies set forth in the Plan, the competence and financial capability of the developer, and the ability and willingness of local governments to apply sufficient administrative controls to ensure success. Market factors and the financial and environmental impact on the local community must, of course, be favorable. Acceptance of the PUD concept also requires that local government become an active participant in the development process.

While Yamhill County has to date experienced no large-scale, planned-unit developments, a number of primarily residential proposals have been considered over the past few years. In each case, these proposals were stillborn owing to a combination of factors, such as inappropriate locations, weak design concepts, the potential for excessive strains on schools and other special-purpose district services, tough State requirements for water supply and sewage-disposal systems, reluctance on the part of the County to become involved in county service districts, and the questionable financial responsibility of the developer. Specific development proposals known by the names of Port West in Dundee; Palomino Farms, west of Carlton; and River Ranch, near Wheatland, each measured in the hundreds of acres or hundreds of dwelling units. At this time, two other smaller-scale, recreation-oriented, residential development proposals in rural settings have been tentatively proposed, but the prospects for their acceptance could be equally slim. In light of the demand for well located, designed and executed developments of this nature in either urban or rural settings, and in order to provide for well designed shopping centers and industrial parks in existing urban environments, the following policy is adopted:

That Yamhill County will encourage the use of the planned-unit development (PUD) concept in both urban and rural environments and that any proposed PUDs will be reviewed on the basis of the Plan-

established location criteria for the individual uses and densities proposed, the services and amenities to be provided, and the anticipated impact of the development on adjacent or surrounding communities and the environment in general.

This policy includes a commitment by the County to give serious attention to the need for sponsoring county service districts under *ORS Chapter 451*, or for advocating other similar forms of service district administration, such as the water district or association, sanitary district, or sanitary authority. While the County may have other urban service priorities as explained in Chapters VII and VIII, it is only through County sponsorship that PUDs in rural development areas will become a reality.

Growth Policies for McMinnville, Newberg and Dundee, and the Small Communities

Given the firmly established goals and policies for urban and rural area development for the County as a whole, the growth policies for the existing urban centers will relate to the present configuration of those urbanized areas, including their supporting urban service patterns, and the suitability of surrounding lands for urban development. Major topographic and drainage features will become determining factors, as will the arrangement of existing functional areas and their major supporting services, such as arterial and collector roads, water and sewer mains, and the location and elevation of water storage and sewage-treatment facilities. The amount of growth itself will also be limited periodically by the capacity of domestic water and sewage-disposal systems and the availability and cost of new facilities to serve each growing community.

*McMinnville*²¹

In McMinnville, the Plan projects most new urban growth westerly on a broad front toward Hill Road, with residential uses predominating; northerly towards the Baker Creek drainage course, with considerable infilling of commercial uses along Highway 99W and residential development beyond; easterly from Lafayette Avenue towards the South Yamhill River drainage course, with industrial uses consuming about one-half of the area and residential uses the remainder; southerly to Highway 18, with considerable infilling of residential, commercial and industrial uses; and easterly along Three-Mile Lane to Airport Road, with a designated future 600-acre, planned-unit development (PUD) area to be comprised of a mix of residential, commercial, industrial and institutional uses. The future designated urban area will be checked by intensive agricultural large-holding development, the constraints of topography, drainage and flood hazard areas, and the City's recent decision to limit both water supply and sanitary sewer extensions.

Related to existing population, land use and economic development, the projected urban development pattern for McMinnville suggests a time frame extending well beyond any meaningful forecast period for population or

²¹*The Comprehensive Plan for the City of McMinnville, Oregon* (Salem: Mid-Willamette Valley Council of Governments, May, 1971).

employment and reflects the expectations of the City. The dimensions of such growth can be placed in proper perspective with an analysis of the population holding capacity of the designated urban growth area.

The basic indicators of future urban development are the amounts of residential and commercial land designated on the Plan relative to existing uses. For example, from a base of 453 acres of existing, low-density residential land (net) in McMinnville, there is projected a total of roughly 1,700 acres in such use, nearly a fourfold increase; and from a base of 74 acres of existing, medium-density residential land (net), there is projected roughly 280 acres, a similar fourfold increase. Similarly, a current total of 87 acres of existing commercial land (net) is projected to reach nearly 125 acres, excluding possible future commercial development in the designated PUD Area along Three-Mile Lane. An estimate of the holding population of the immediate designated urban area is thus 36,750, plus an additional 5,460 in the PUD Area along the north side of Three-Mile Lane, for a total of 42,210. This compares with a projected total urban area (City) population by the year 1990 of 15,780, and by the year 2000 of 22,100.²² By comparison, projected commercial development, exclusive of any new commercial uses in the PUD Area along Three-Mile Lane, is estimated to serve the needs of an additional 10,000 people, roughly the projected City population increase to the year 2000. Considering the potential for development of Three-Mile Lane, as well as future neighborhood-commercial designations not shown on the Plan, adequate land should be available to serve both the City and the expanding population of the surrounding trade areas well beyond the year 2000.

While the residential land-use projection appears excessive, a compensating feature is the roughly 546 acres of designated industrial land (net), exclusive of the Three-Mile Lane area, compared with a current figure of 194 acres. A possible additional 174 acres (net) on the south side of Three-Mile Lane, for a total of 720 acres, reflects a nearly fourfold increase, comparable to the residential projection. McMinnville's unique industrial land base could offer this kind of potential for future growth, however such a prospect must be tempered by the record of past performance. A very strong population growth trend over the period 1960-73 of about four percent a year resulted in part from both large annexations of territory and a major industrial promotion effort. Extrapolating such trends to the year 2000 would yield a total population of about 32,000 by that time; however, there now appears to be little basis for such a forecast. Currently, there is little additional population to annex, and industrial growth has been dampened to the extent that new jobs being created are offset by job reductions in other areas. Consequently, an actual long-term growth rate of less than two percent a year appears more realistic.

In sum, the development pattern pictured in the Plan for the McMinnville community will probably not be achieved until after the year 2020. While this year date refers to the calculated time necessary to attain full development of the land-use pattern described on the Plan Map, a substantial reserve of

²² See Figure 3, Chapter II and *Population Growth in the Mid-Willamette Valley* (Salem: Mid-Willamette Valley Council of Governments, May, 1974). Hereinafter referred to as *COG Population Report*.

developable land in each major category of land use must be continually set aside; that is, designated on the Plan and ultimately zoned and serviced in advance of actual need. Barring unforeseen needs, extension of urban growth boundaries should properly be made at various points within the time frame. This should be one of the primary considerations during each five-year Plan update.

In light of these considerations, and subject to the concurrence of the City of McMinnville in respect to matters under City jurisdiction and control, the following special growth policies for the McMinnville urban area are adopted:

That the McMinnville urban area will be delimited as shown on the Plan Map, including the designated Planned-Unit Development (PUD) Area and the McMinnville Municipal Airport, and that no extension of urban land uses or City water and sewer services beyond the designated urban area will be undertaken without concurrent amendments to both the City and County Comprehensive Plans.

That major land uses or functional areas and domestic water supply and sanitary sewer service areas will develop progressively outward and be extended on a staged basis until they become coextensive with and fully service the designated urban area.

That the designated residential areas west of Hill Road and east of the Lafayette-Riverside industrial area will be denied City water and sewer services until all other designated residential areas are substantially developed, and that such services will not be extended across Baker Creek, the North Yamhill River, or Highway 18 except in the designated PUD Area.

In respect to the specially designated PUD Area along Three-Mile Lane, the following additional special growth policy is adopted:

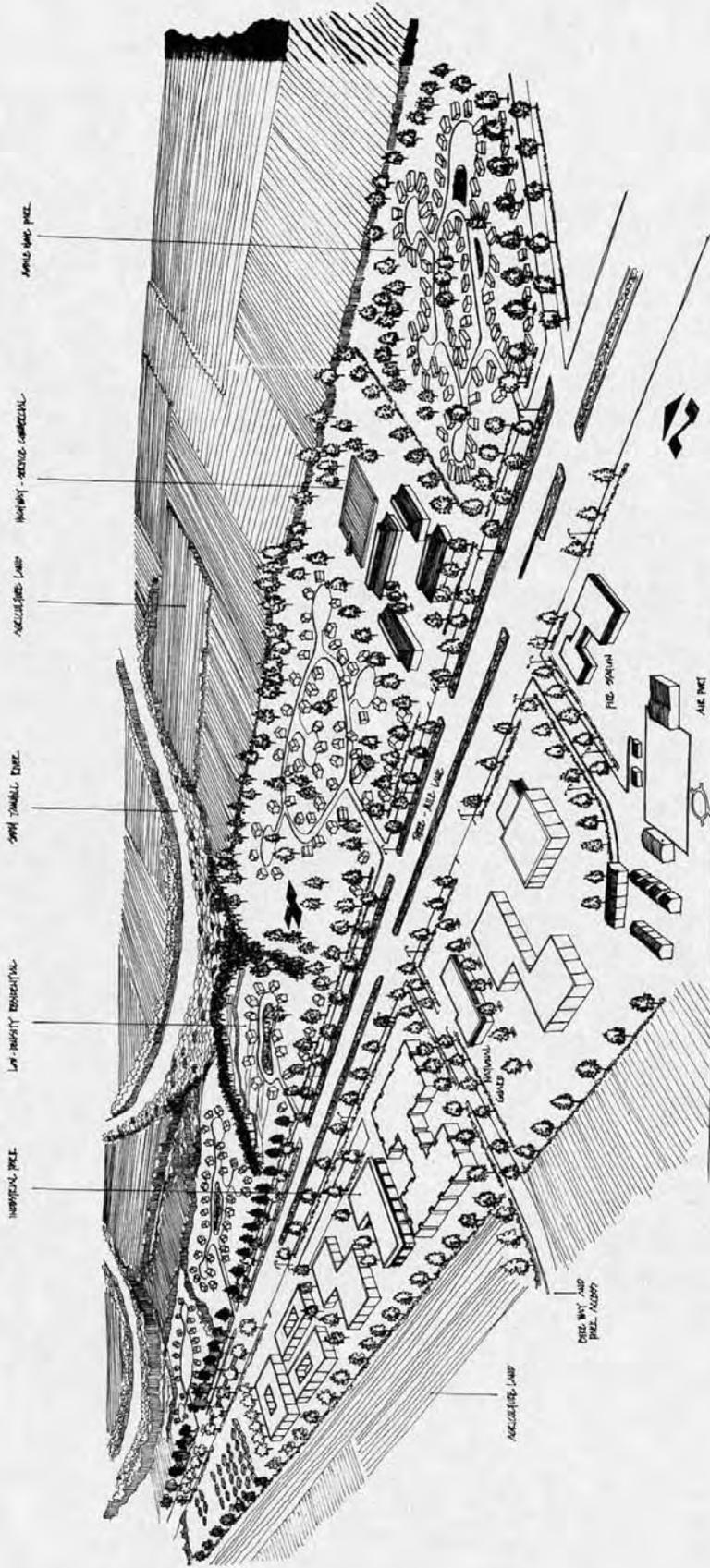
That the designated PUD Area will be retained for the time being in its present agricultural and limited commercial, industrial and public uses and be designated for the uses shown on the Plan Map, and that the area will be developed in accordance with the general policies of this Plan and the following principles set out in the recent recommendations of the City and County Planning Commissions relative to Three-Mile Lane land-use policy:

- a. *that both Yamhill County and the City of McMinnville recognize that commercial and industrial development along Three-Mile Lane is desirable if it is of good quality and design. Further,*

such development should be staged in accordance with need and be compatible with the traffic-carrying function of Three-Mile Lane, the design capacity of the recent sewer and water service extensions into the area, and the prevailing low-density uses in the area. Therefore, both governing bodies will consider applications for zone changes to property within their jurisdiction provided that the planned-unit development concept is utilized.

- b. that both Yamhill County and the City of McMinnville will look favorably upon mixed urban development projects; that is, that integrated centers for commercial, industrial and residential uses will be encouraged, as well as rural development.
- c. that both Yamhill County and the City of McMinnville, in considering applications for zone changes, will place heavy emphasis upon:
 - the minimization of entrances onto Three-Mile Lane;
 - the development of on-site circulations systems;
 - the provision of deep setbacks, landscaping, buffer strips, sign controls, and the setting of a ninety-five foot setback line from the existing right-of-way line.
 - the provision of service roads and acceleration and deceleration lanes and left-turn refuges when and where necessary and practicable.
- d. that the City of McMinnville will adopt an annexation policy and urban service policy which would qualify properties for annexation and the extension of urban services on the basis of the following considerations:
 - the location and area of the land to be annexed shall be defined as the boundary of the sewer service area east to County Roads 92 and 464 and areas approximately 1,500 feet north of Three-Mile Lane and approximately 1,200 feet south of the Lane;
 - the present and proposed use of the land to be annexed;
 - the availability of, and current service policies concerning, access, water supply and sewerage; and
 - the need to annex the land to the City.

PLANNED UNIT DEVELOPMENT, 1962 - ALLE LANE



MEDICAL OFFICE

LOW DENSITY RESIDENTIAL

OPEN SPACE

RESIDENTIAL

COMMERCIAL

TRAIL

RESIDENTIAL

PARK

TRAIL

As development proposals are presented and reviewed, the area south of the Lane should be considered primarily for industrial and institutional uses, with the latter being located adjacent to the Airport; while the area north of the Lane should be considered primarily for residential uses, with limited highway-service commercial development opposite the Airport.

*Newberg and Dundee*²³

The communities of Newberg and Dundee are treated as a single urban area, since the land between them is now effectively committed to rural residential use and such use will intensify once the area is serviced with municipal water and sewer. The Plan reflects a fairly compact urban service area for Newberg delimited by Chehalem Creek, Main Street and Crater Lane on the west, a proposed minor arterial highway link between Highway 99W and 219 along the alignment of Mountain View Drive on the north, a proposed major arterial highway by-pass and the St. Paul Highway (219) on the east, and the Willamette River on the south. The bulk of new urban development will occur to the north to Bell Road, with very low to low-density residential uses prevailing, and to the east of Springbrook Road north of Highway 99W as City water and sewer are gradually extended to the practical limits of gravity flow in the sanitary sewerage system.

Unlike McMinnville, the future designated urban area is not restrained to any significant degree by intensive agricultural large-holding development. However, a combination of topographic and drainage constraints and a buffer of successive lower intensity rural residential and small-holding agricultural uses extending outward to the west, north and east create the same restraining effect. To the west and for at least the next ten years or so, Chehalem Creek will form a major physical barrier across which City road, water and sewer services will not be extended until most of the undeveloped land north to Bell Road is substantially developed. To the north, the only real physical constraint upon development at this time is the maximum service elevation of the City water distribution system, roughly the 250-foot contour. To the east, roads and water lines may be extended freely, however the drainage divide between Hess and Springbrook Creeks prevents the easterly extension of economic sewerage services. And to the south, the presence of ravines, rail trackage, heavy-industrial uses, and elevations which are too low for economic sewerage effectively curb further intensive urban development at this time. In common with McMinnville, Newberg's decision to limit water main and sanitary sewer extensions also limits the immediate future urban growth area.

In Dundee, urban development is confined by the availability of City sewer. The narrow strip of commercial and industrial uses along Highway 99W is flanked on both sides by low-density residential on the bottomland, extending northwesterly up the slopes of the Red Hills of Dundee. Most of the new growth is expected to take place northeasterly into the Sunnycrest area. Agricultural small-holding uses form a buffer to the west, as the physical

²³*Newberg, Oregon Comprehensive Plan* (Beaverton, Oregon: Robert E. Meyers Engineers, August, 1973) and *Comprehensive Plan, Dundee, Oregon, Draft* (Portland: Cornell, Howland, Hayes, Merryfield and Hill (CH₂M Hill), Inc., May, 1974).

barriers of Highway 99W and the Southern Pacific Railroad do to the south. These factors, coupled with the containment of the limited residential sprawl to the east of the railroad by agricultural large-holding development, will determine the future urban growth pattern. A cooperative approach between Newberg and Dundee in solving their joint water supply and sanitary sewerage problems will inevitably make possible the full urbanization of the intervening land areas as reflected in Plan Alternative "A".

When measured against existing population, land use and economic development, the Plan for the Newberg and Dundee area reflects a time frame significantly shorter than McMinnville's. The major variables will be the impact of Portland metropolitan area growth on this commuter suburb and its future industrial development potential. The urban growth goals for the Newberg community now reveal a marked difference of opinion between those who would maintain the area as a bedroom community with a dominant residential atmosphere, and those who would attract more industry and commerce and generate at least a modest local employment base to give the community greater self-containment and diversification. In gauging public attitudes from recent land-use debates, it is perhaps the competition among land uses for the same space within the community, rather than the issue of the community's role in a regional cluster of cities, which is important. The future urban growth pattern of Newberg and Dundee will be based on the ability of the community to attract labor-intensive, light-industrial uses to the area and the rate at which the extensive very low density residential areas designated on the Plan will be developed and later serviced by the two cities and developed to higher densities.

At present, Newberg and Dundee contain some 355 acres of low-density, residential land (net), with a projection in the Plan of 1,150 acres, or slightly more than a threefold increase. Medium-density residential land is projected to increase from about 60 acres to some 242 acres, nearly a fourfold increase. At the same time, the current total of 40 acres of existing, commercial land (net) is projected to reach about 75 acres. An estimate of the holding population of the immediate designated urban areas of the two communities is thus 24,965. Added to this, however, is the population holding capacity of the roughly 2,890 acres of very low density residential areas immediately adjacent to the two communities which, when fully developed at an estimated density of two acres per dwelling unit, will accommodate some 5,055 people. Too, this calculation should include the future population of the contiguous large blocks of designated agricultural small-holding development, which could accommodate an estimated additional 1,950 people, for a total in the combined urban area of 31,970. This compares with a projected total urban area population for the two cities by the year 1990 of 14,710 and the year 2000 of 25,315.²⁴ Adding roughly 7,000 in the unincorporated areas would yield an estimated population consistent with the estimated population holding capacity of the projected urban area. Commercial development is estimated to serve the needs of an additional 10,500 people, or nearly the projected population increase of the combined urban areas to the year 1990.

²⁴ See Figure 3, Chapter II and *COG Population Report*.

In respect to industrial development, the present 237 acres (net), exclusive of quarry sites, is projected to increase to about 365 acres, roughly a 50 percent increase. The small increment to the Newberg and Dundee light industrial land base is of grave concern to both the City of Newberg and the Newberg Chamber of Commerce, representing a segment of public opinion advocating a stronger local employment base. The City Comprehensive Plan calls for a *balanced* growth of urban activities, a community identity separate from the Portland metropolitan area, and the attraction of new industrial development. In deference to the City Plan, Plan Alternative "A" (Plate 12, page 82) designates an additional 320 acres (net) of light industrial land east of Springbrook Road and south of Highway 99W and 80 acres between Newberg and Dundee when City water and sewer services become available to the area between the two cities. This additional 400 acres, when added to the 128 acres of light industrial land shown on the main Plan Map, makes a total of 528 acres, more than a twofold overall increase in industrial acreage and nearly a fivefold increase in the present light industrial acreage. While allowing for some losses to alternate competing uses in the years ahead, the projected light industrial land base would thus relate to the future Newberg and Dundee urbanized area in similar proportion to McMinnville's projected industrial land base relative to that community's ultimate urban area, giving the Newberg and Dundee area the choice of developing some measure of independence and diversification in local employment. Nevertheless, the Newberg area's somewhat less attractive location for many kinds of industrial development relative to McMinnville and its sustained attractiveness as a residential community immediately adjacent to the Portland metropolitan area will likely work to confirm that area primarily as a commuter suburb of Portland.

Reviewing the population growth projections for the cities of Newberg and Dundee, it is difficult to foresee at this time what future unincorporated areas will be annexed. As with McMinnville, the phenomenal growth of recent years has resulted in large part from major annexations. Extending the average growth rate over the period 1960-73 of nearly six percent a year for Newberg and perhaps ten percent a year for Dundee is pointless. Unlike the situation in McMinnville, however, there will continue to be substantial additional populated areas to annex for many years to come, while local industrial and commercial development will possibly expand at an increasing rate in light of strong, new initiatives established by development of the A-dec industrial park. In consequence, a long-term growth rate for the Newberg and Dundee urbanized area of at least three percent a year appears fairly realistic. This would result in an urbanized area population approaching 32,000 by the year 2000, compared to about 22,000 in the immediate McMinnville urbanized area. The time frame for fulfillment of the Newberg and Dundee portion of the Plan thus extends to about the year 2000, or about 25 years.

In view of these considerations, and subject to the concurrence of the City of Newberg and the City of Dundee in respect to matters under their respective jurisdictions and control, the following special growth policies for the Newberg and Dundee urban area are adopted:

That the Newberg and Dundee urban area will be delimited as shown on the Plan Map, and that no extension of urban land uses or City water and sewer services beyond the designated urban area will be undertaken without concurrent amendments to both the City and County Comprehensive Plans.

That major land uses or functional areas and domestic water supply and sanitary sewer service areas will develop progressively outward and be extended on a staged basis until they become coextensive with and fully service the designated urban area.

That the designated residential areas south of Highway 99W and east of Springbrook Road, north of the Mountain View Drive arterial highway access, west of Main Street, Crater Lane and Chehalem Creek, and north and east of the present city boundary of Dundee will be denied City water and sewer services until all other designated residential areas are substantially developed.

In respect to Plan Alternative "A", the following additional special growth policies are adopted:

That the designated light industrial areas east of Springbrook Road and flanking both sides of Highway 99W between Newberg and Dundee will be developed on a staged basis, reflecting the need of the community for additional industrial land, the capacity of the market to absorb it, and the financial means of the cities to extend and amortize necessary urban services, with the latter area to be developed only after such time as regional water supply and sanitary sewerage systems are developed to serve the combined urban area.

That the designated low-density residential area west of Highway 99W and north of the present city boundary of Dundee, generally known as the Sunnycrest area, will be developed on a staged basis on full urban services after such time as regional water and sewer systems are developed as described in the above policy.

Implicit in both the Plan and Plan Alternative "A" is respect for the growth policy expressed in Newberg's Comprehensive Plan which states that no pumping from other drainage areas (Chehalem or Springbrook Creeks) into the present sanitary sewer system should be permitted except in those areas previously committed by the City. Plan Alternative "A" thus offers a major element of choice to the Newberg and Dundee community to attract and accommodate an adequate industrial development base in keeping with anticipated residential growth to help create the desired balanced community. It should not therefore be considered a weaker second choice, but an alternative growth option which preserves and may well enhance the integrity of the larger urban growth pattern.

**COMPREHENSIVE
PLAN 1974
ALTERNATIVE "A"**

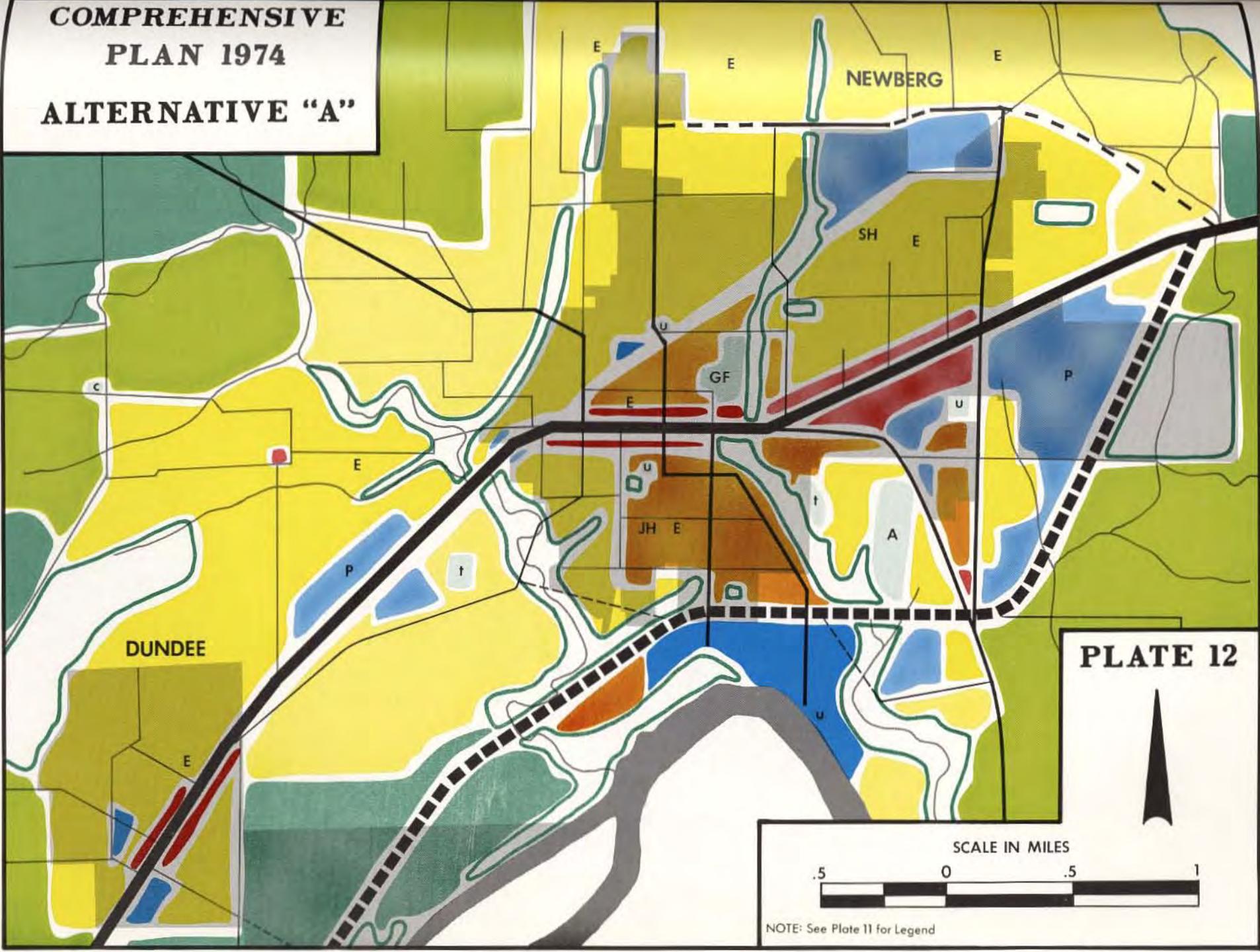
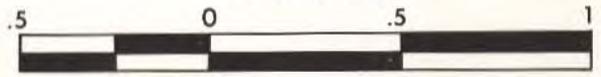


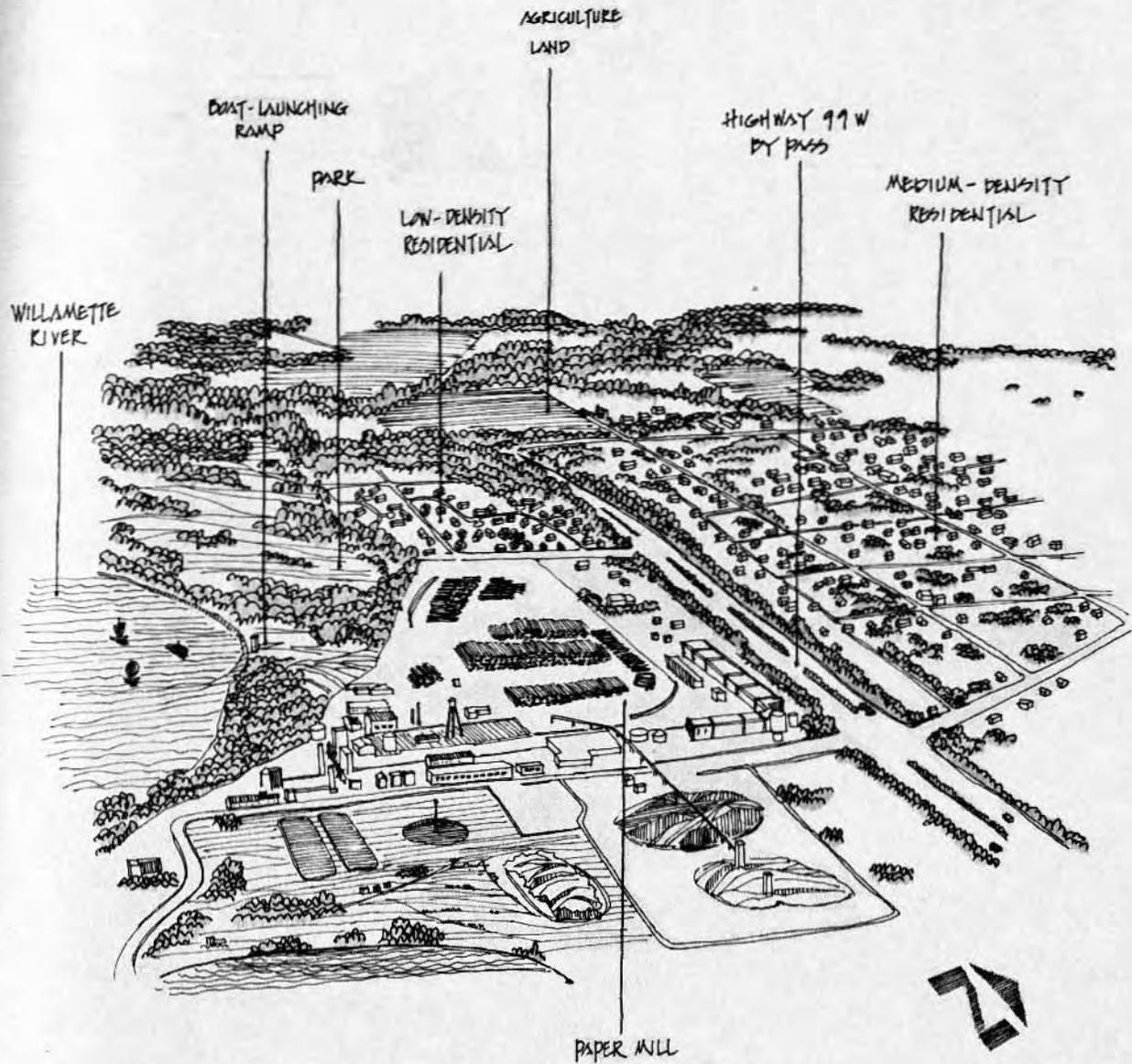
PLATE 12



SCALE IN MILES



NOTE: See Plate 11 for Legend



SOUTH BY-PASS AND WILLAMETTE GREENWAY
NEWBERG

The Small Communities

With few exceptions, a number of features are common to all of the small cities of the County. These include a slow-to-moderate growth rate, a modest local employment base, attractiveness as residential communities for low- and moderate-income households, limited-capacity municipal water and sewer services, and ample vacant or underdeveloped land within existing corporate boundaries. During the past six years, comprehensive plans have been prepared for all of the small cities, except Yamhill, and the projected growth patterns in those plans go well beyond any reasonable expectation of growth barring unforeseen circumstances, such as the location of major new centers of employment in the County. A cursory review of growth expectations and limitations of each of the cities will set the stage for framing some common development policies.

*Amity*²⁵

An unpublished comprehensive plan map prepared for, and adopted by, the City of Amity in 1971 and incorporated in this Plan depicts residential growth north, east and southeast of the existing urban area within the serviceable limits of the existing City water and sewer systems and the bounding feature of a possible easterly by-pass of Highway 99W. Ash Swale and Salt Creek limit growth to the south and west respectively, while the topographic constriction between the Amity Hills and Salt Creek along Highway 99W constrains expansion to the north. Very low density residential development is projected northeast of the City water reservoir and southerly across Ash Swale. One or two small light industrial sites are suggested on the north edge of the community adjacent to Highway 99W and the Southern Pacific Railroad. No other outward expansion of the urban area is projected.

The approximately 200 acres of low-density residential development (net) projected for the fully serviced urban area, together with the 65 acres of very low density residential, could, if efficiently subdivided, accommodate roughly 2,600 people, or roughly three times the present population and 620 more than the high COG projection for the year 2000 of 1,980.²⁶ The time frame for the Amity portion of the Plan thus extends to about 2020, or 45 years, as is the case with the McMinnville urban area. Realization of such growth will depend in part on the continuous availability of domestic water and the capacity of the City sanitary sewerage system to accommodate new development.

²⁵*Amity Comprehensive Plan Map* (Yamhill County Department of Planning and Development, unpublished, 1971).

²⁶See also the Plan's projections in Chapter II.

Carlton²⁷

The published 1985 General Plan for Carlton, which is also incorporated in this Plan, is based on the configuration of the existing city boundaries. Most of the projected growth outward from the existing urban area includes residential development southeast, northeast, and northwest, with a small light industrial area adjacent to Highway 47 and the Southern Pacific Railroad on the north edge of the community. While the proposed Highway 47 easterly by-pass along the approximate alignment of the Old McMinnville Highway shown on the Carlton Plan has been rejected because it duplicates an already adequate facility, the Hawn Creek drainage course on the east and the North Yamhill River on the west effectively contain the possible east-west spread of urban development. At the same time, extensive vacant land or farm land to the north and south within the city boundaries offers ample opportunity for any anticipated expansion. Development will also be restrained by the practical and economical limits of City sewer extensions. Very low density residential development is projected east of Hawn Creek to the city boundary and west along the north side of Meadow Lake Road to West Side Road overlooking the old Carlton Lake bed. No other outward expansion of the urban area is foreseen.

The roughly 275 acres of low-density residential (net) and 16 acres of medium-density residential development projected for the fully serviced urban area, together with the 150 acres of very low density residential, could hold roughly 4,905 people, or nearly four times the present population and more than twice the COG projection for the year 2000 of 2,205.²⁸ The time frame for the Carlton portion of the Plan thus extends well beyond the year 2020.

Dayton²⁹

In 1971, a general land-use plan for the period 1971-1981 was prepared for, and adopted by, the City of Dayton. The Plan is a short-range projection in time, but suggests a development pattern more in keeping with the long-range prospects for growth. Indeed, the holding capacity of the residential land-use designations is substantially greater than derived for the County Plan, specifically in view of the projected residential land use to the southwest and southeast, as well as the medium-density residential designations adjacent to the central commercial area and the junior-senior high school complex. Common to both Plans are the projected growth thrusts south to Palmer Creek, southwest between Highways 18 and 233, and southeast flanking both sides of Highway 221. The barriers to growth presented by the Yamhill River, Palmer Creek, Highway 18 and the highly productive agricultural land to the south and west will effectively contain the future growth configuration. Very low density residential development is projected northwesterly along the banks of the Yamhill River. The only outward expansion beyond the designated urban area may be a small, light industrial tract north of the Yamhill River adjacent

²⁷1985 Preliminary General Plan for Northeast Yamhill County and Carlton, Oregon (Eugene: Bureau of Governmental Research and Service, March, 1968).

²⁸See also the Plan's projections in Chapter II.

²⁹General Land-Use Plan 1971-1981 for Dayton, Oregon (Yamhill County Department of Planning and Development, May, 1972).

to the sewage-treatment lagoon as provided for on the City Plan, however this will be dependent upon appropriate highway access and adequate water and sewer services, and will require a County Plan amendment.

The roughly 280 acres of low-density residential uses (net) projected for the fully serviced urban area, together with the 125 acres of very low density residential, could accommodate roughly 4,420 people, or nearly four times the present population and twice the COG projection for the year 2000 of 2,280.³⁰ The time frame for the Dayton portion of the Plan extends close to the year 2020.

*Lafayette*³¹

In 1971, a general land-use plan for the period 1971-1981 was also prepared for, and adopted by, the City of Lafayette. While a short-range projection in time, it reflects a much longer-range development pattern, the holding capacity of the residential designations exceeding by far any short-range growth pattern. In common with the Dayton Plan, it also projects a substantial area of medium-density residential development adjacent to the central commercial area. Both the City and County Plans indicate the major directions of growth as being north and east. Impediments to growth include the Yamhill River on the south, Millican Creek on the west, and Henry Creek on the east. To the north, development is sufficiently contained by large agricultural holdings. Very low density residential uses are projected northerly along the west side of Market Road 11 and Millican Creek, and to the southeast along Locks Road. No other outward expansion of the urban area is projected.

The roughly 315 acres of low-density residential development (net) projected for the fully serviced urban area, together with the 255 acres of very low density residential, could accommodate roughly 5,170 people, or five times the present population and more than twice the COG projection for the year 2000 of 2,310.³² The time frame for the Lafayette portion of the Plan thus extends well beyond the year 2020.

*Sheridan*³³

The City of Sheridan was the subject of a general planning study in 1969. Except for a major residential growth projection to the southwest between Mill Creek Road and Highway 18 to and beyond Red Prairie Road, that Plan prescribes a future urban configuration based on the present city boundaries. Major growth trends are toward the north on a broad front and to the southwest, with low-density residential being the exclusive use. The City and County Plans

³⁰See also the Plan's projections in Chapter II.

³¹*General Land-Use Plan 1971-1981 for Lafayette, Oregon* (Yamhill County Department of Planning and Development, August, 1971).

³²See also the Plan's projections in Chapter II.

³³*1985 Preliminary General Plan for South Central Yamhill County, Sheridan and Willamina, Oregon* (Eugene: Bureau of Governmental Research and Service, March, 1969).

generally agree, however the City Plan provides for a possible future light industrial tract southeast of Highway 18 flanking both sides of Loganberry Lane, which will be dependent upon adequate highway access and City water and sewer services. Very low density residential development is also projected north to include the old platted Cherry Grove orchard area, provided sufficient domestic water can be furnished. Effective barriers to future growth are Highway 18 on the south, the foothills of the Coast Range on the north and east, and the physical and economic feasibility of City sewer extensions to the west on both the north and south sides of the South Yamhill River. Possible regional water supply and sanitary sewerage systems developed in cooperation with the City of Willamina may make urban development possible along much of the old highway (Business 18) between the two communities in the manner indicated on the County Plan.

The roughly 300 acres of low-density residential development (net) projected for the fully serviced urban area, together with the 380 acres of very low density residential, could accommodate roughly 5,915 people, or nearly three times the present population and more than twice the COG projection for the year 2000 of 2,800.³⁴ The time frame for the Sheridan portion of the Plan therefore extends well beyond the year 2020.

*Willamina*³⁵

The City of Willamina was part of the same 1969 study as the City of Sheridan. Projected growth trends are toward the north and southwest with low-density residential development being the exclusive use. To the northwest, northeast and southeast, heavy industrial development is expected to dominate the present areas committed to such uses, with little further outward expansion. The City Plan also suggests a considerable area of rural or very low density residential growth to the north, however the lack of domestic water and severe limitations for subsurface sewage disposal will effectively prevent further development in that direction until full urban services are available. Regional water supply and sanitary sewerage systems developed in cooperation with the City of Sheridan may make possible further urban development east of Willamina, although the topographic constriction between the low hills and the South Yamhill River may effectively contain urban growth to the east. To the east and south, city growth is also constrained by the barriers of the South Yamhill River and the Southern Pacific Railroad, and to the northwest by Willamina Creek, a large forest-products plant, and difficult topographic and soil conditions. Essentially, the future growth options to the community are limited to residential development to the north and southwest based on the physical and economic feasibility of water and sewer extensions.

The roughly 213 acres of low-density residential (net) and 16 acres of medium-density residential development projected for the urban area could accommodate roughly 4,050 people, or about two and one-half times the present population and one and one-half times the COG projection for the year 2000 of 2,630.³⁶ The time frame for the Willamina portion of the Plan thus extends well beyond the year 2000.

³⁴ See also the Plan's projections in Chapter II.

³⁵ *South Central Plan.*

³⁶ See also the Plan's projections in Chapter II.

Yamhill

Yamhill is the smallest city of the County, with only about 540 people at the present time. Ample room exists to accommodate all expected residential growth in the area northeast of the school district property. Projected total growth to the year 2000 is only 710, and some of this growth will inevitably occur through infilling and increased densities in the existing urban area. Growth to the northeast will be dependent upon the City's program for water main and sewer extensions. While provision has been made for limited very low density residential development south and east of the City boundary, poor drainage and flood hazard conditions in these areas, as well as to the west of the community, will effectively contain the overall growth pattern, leaving only the area north of Highway 47 as a possible area for future expansion. Intensive agricultural development on all sides of the community will also operate to contain any possible sprawl outward. The two or three existing small industrial uses flanking the Southern Pacific Railroad to the east of the community are not likely to expand appreciably, owing to the lack of services.

The approximately 100 acres of low-density residential land (net) available for development, together with the limited amount of designated very low density residential land, could hold roughly 1,900 people if efficiently subdivided and developed. This is three and one-half times the present population and more than two and one-half times the projected population by the COG for the year 2000.³⁷ The time frame for the Yamhill portion of the Plan thus extends well beyond the year 2020.

Other small unincorporated communities indicated on the Plan Map, such as Hopewell, Grand Island Junction, Whiteson, Cove Orchard and Grand Ronde Agency are not expected to expand appreciably during the time frame of the Plan. Hopewell and Whiteson could experience some infilling, Grand Island Junction could expand modestly to both the east and west, and the Cove Orchard and Wapato area could realize some additional agricultural small-holding development. While none of these communities is likely to grow to the point of becoming a viable municipal entity, the Plan does recognize them as historic crossroads hamlets or waysides, each with an identity of its own. The severe subsurface sewage-disposal conditions and probable continuing lack of community water and sewer services will inevitably preclude any significant new residential development in any of them.

Considering the exceedingly high population and urban growth projections for the small communities of Yamhill County, the improbability of these projections being realized, the large amount of vacant or underdeveloped land within existing city boundaries, and the limited financial capacity of many of the communities to extend services even within their existing boundaries, certain growth policy constraints become apparent. Subject to the concurrence of the various cities in respect to matters under their jurisdiction and control, the following special growth policies for the small communities are adopted:

³⁷ See also the Plan's projections in Chapter II.

That the various small community urban areas will be delimited as shown on the Plan Map and that no extension of urban land uses or City water and sewer services beyond the designated urban areas will be undertaken without concurrent amendments to both the respective City and County Comprehensive Plans.

That major land uses or functional areas and domestic water supply and sanitary sewer service areas will develop progressively outward and be extended on a staged basis until they become coextensive with and fully service the designated urban areas.

Urban Growth Boundaries and Annexations

The legal boundaries of the cities of Yamhill County, especially in the last decade or so, have not coincided very closely with the boundaries of the urbanized areas or their basic urban service areas. In many situations service areas have either fallen short of, or been extended well beyond, city boundaries. While some city areas have enjoyed little more than primitive road access, the city in which they are located may have extended water distribution or sewage-collection systems beyond the city boundaries in other areas to pick up an industry or small commercial development, or serve an outlying residential area to avert a public health hazard. Conversely, annexations of territory have taken place with little concern for urban service capacities or programming. Clearly, the coordination of legal, urban growth area and urban service area boundaries is today a subject of critical community concern. Urban growth boundaries and annexations are each the subject of State legislation and of considerable local experience, and each has an intimate bearing on urban growth and change in Yamhill County. McMinnville and Newberg have over the past ten to fifteen years annexed large blocks of territory and population, while a few of the smaller cities have annexed substantial blocks of land and little population. Common to all cities is the frequent lack of reconciliation of territorial acquisitions with urban growth itself and the service needs of that growth.

Plates 7A and 7B illustrate the configuration of recent corporate city growth in both McMinnville and Newberg--grotesque patterns when related to existing land use. Plate 7C portrays the annexation history of the small communities--equally profligate in their hunger for land. Premature territorial acquisitions often result in a distortion in urban service priorities and the misapplication of public funds, the creation of conditions which are conducive to sprawl development, and numerous land-use conflicts. Perhaps most serious is the lack of control of fringe area development where certain urban service capabilities may be adequate to serve far more land than the market can absorb, at the same time forcing the extension of other services to take care of development which was only made possible by a single service extension. For example, a water service extension west of Hill Road in McMinnville might well stimulate further low-density residential subdivision, the premature creation of more roads and the ultimate extension of City sewers. Far-flung development in this area could also bring about the otherwise unnecessary and premature extension of police and fire services, resulting in a weakening of the City's overall protection capabilities or increased taxes for all in order to maintain the previous level of service.

In light of these potential problems, consideration should be given to establishing urban growth boundaries within which intensive urban development and its supporting urban service structure would be confined. The concept is sound and the boundaries can work if they have the strength of prior legal definition and full political support. The corporate area growth patterns of McMinnville and Newberg provide growth concerns worthy of such consideration. Clearly, both cities have moved outward in response to specific stimuli--to annex an airport facility, establish a new industrial area, or create a setting for some residential development scheme. Apparent in this growth pattern is the annexing city's frustration with County refusal to respond sympathetically to private development proposals or simply the city's desire to gain control of the land and go it alone.

In view of the need for better city-county cooperation in land use and urban service extensions, particularly adjacent to McMinnville and Newberg, the following policy is adopted:

That Yamhill County will, in cooperation with the Cities of McMinnville and Newberg, seek to delimit and establish by ordinance urban growth boundaries which agree with the limits of the designated urban areas as shown on the Plan Map and Plan Alternative "A," and that such boundaries will be altered only in accordance with, and subsequent to, concurrent City and County Comprehensive Plan amendments.

Secondly, in order to provide an adequate forum, allow a proper public response, and ensure that City annexation proposals reflect the goals and policies of all respective City and County Comprehensive Plans and the service needs of the many special-purpose districts of the County, the following additional policy is adopted:

That Yamhill County will advocate the establishment of a Yamhill County local government boundary review commission under the provisions of ORS Chapter 199, with the express purpose of ensuring the joint and several review by all concerned government agencies and the public at large of the need and justification for all proposed city and special-purpose district boundary adjustments and to measure their consistency with the goals and policies of all applicable comprehensive plans and public capital and service programs.

Finally, it is important to ensure some rationale in the manner of annexing unincorporated areas of the County to any of the cities in keeping with the provisions of the State annexation laws (ORS Chapter 222) and the Oregon Supreme Court ruling which observed that it would be absurd to think that the legislature intended that a city would have carte blanche authority to reach out its tentacles like an octopus and envelop property which in no way could be considered as beneficial to the city or to the property annexed.³⁸ Signi-

³⁸Portland General Electric v. City of Estacada, 194 OR 145 165, 241 P. 2d 1129 (1952).

PLATE 7A

ANNEXATION
HISTORY OF MCMINNVILLE
A PARTIAL RECORD

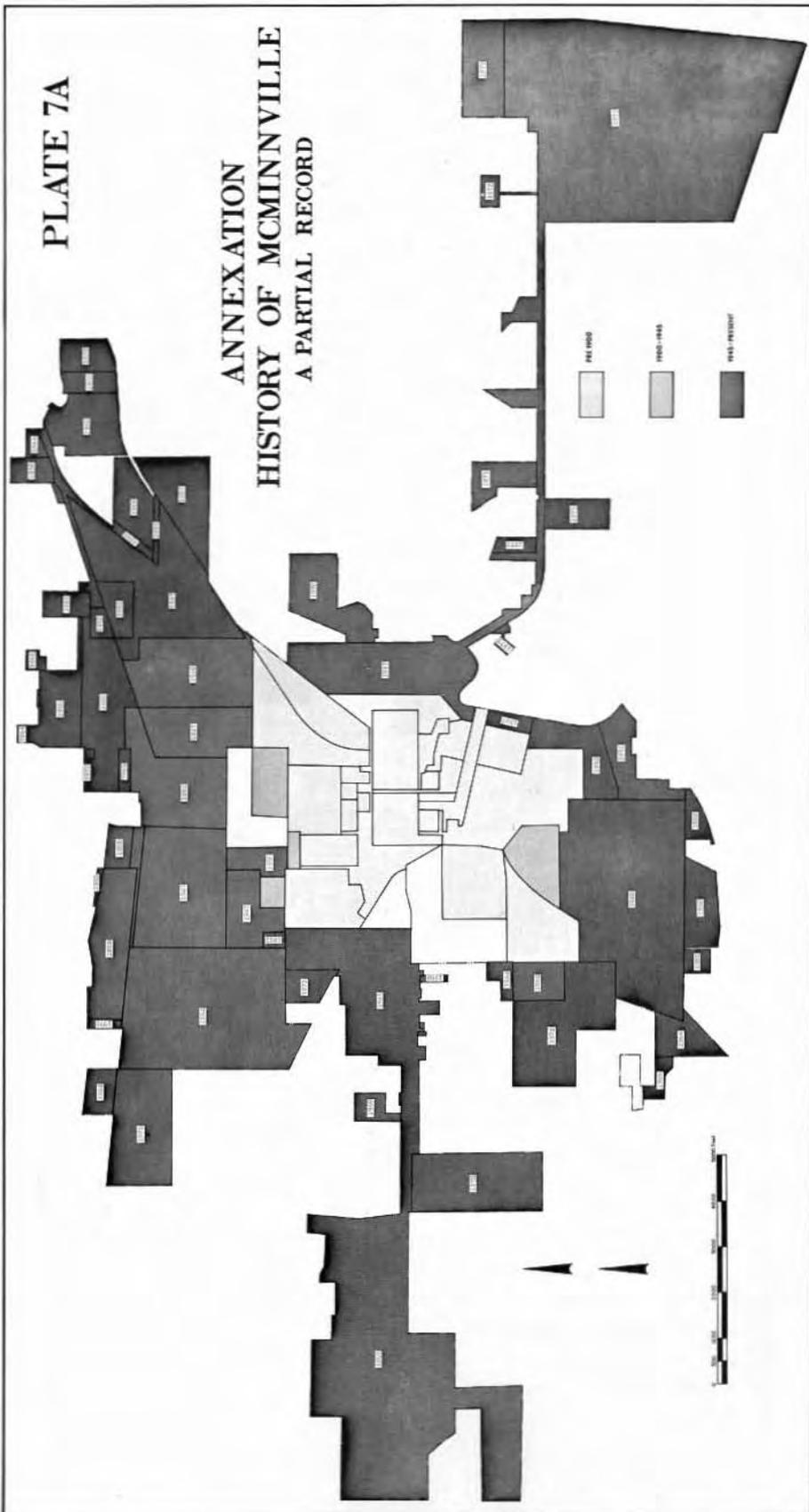


PLATE 7B

ANNEXATION HISTORY OF NEWBERG A PARTIAL RECORD

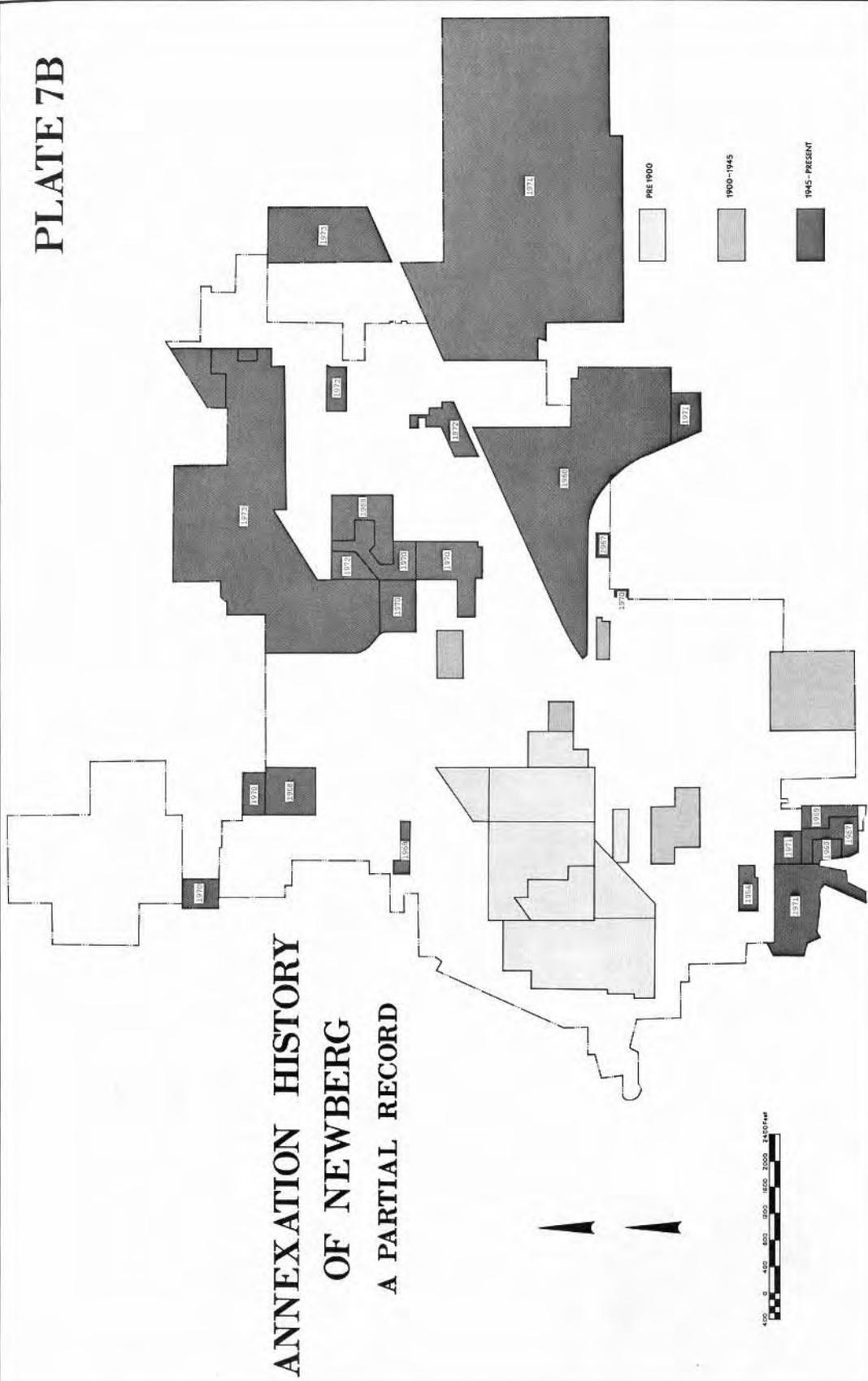
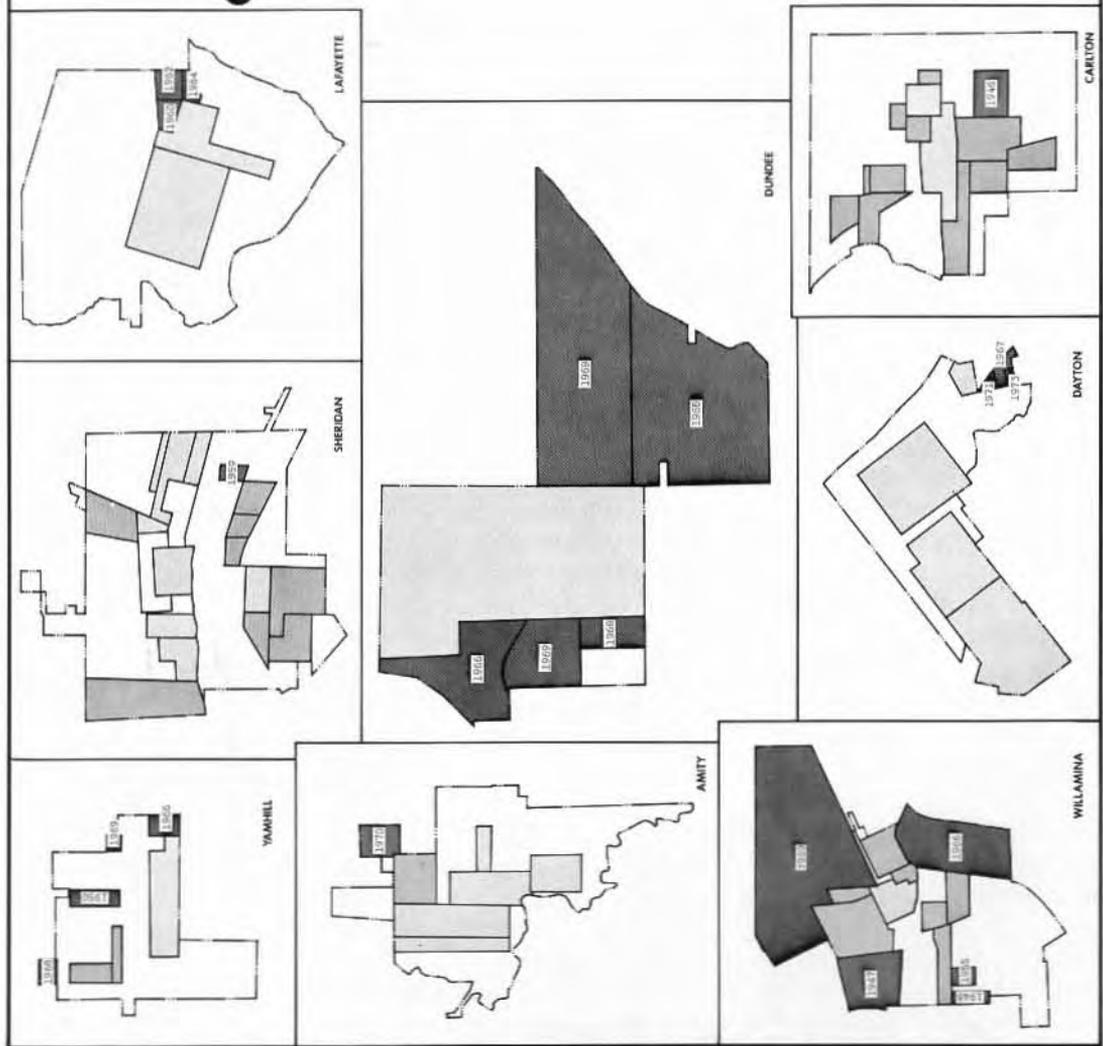
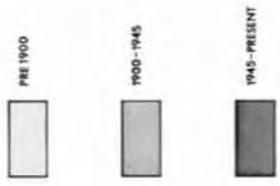
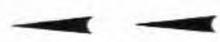


PLATE 7C

ANNEXATION HISTORY OF CITIES IN YAMHILL COUNTY

A PARTIAL RECORD



ificantly, the Court also noted that *city limits should not be so extended as to take in contiguous lands when they are used only for purposes of agriculture or horticulture, and are valuable on account of such use.* The following additional policy is therefore adopted:

That Yamhill County will, through the efforts of a joint city-county study committee to be created and comprised of representatives of the Councils of all ten cities of the County and the Board of Commissioners or through a Yamhill County local government boundary review commission, seek to establish a general annexation policy and guidelines consonant with the provisions of ORS Chapter 222 and all respective City and County Comprehensive Plans which will be established by ordinance or resolution and to which all cities of the County and the County itself will subscribe.

Besides measuring for consistency with adopted Plans, such annexation policy will address itself to the following factors: the present and proposed use and suitability to the use intended of the land to be annexed; the availability and cost of, and current service policies concerning, access, water supply and sewerage; and the City's need to annex the land. If satisfactorily implemented, the above policies will surely improve city-county relations in land-use planning and ensure a better community development pattern for all.

Economic Development

The goals-formulation process regarding future growth and change can be approached in terms of perhaps four variables: physical development, economic development, population growth, and environmental change. The physical manifestations of growth have already been discussed at some length, however little has been stated regarding the desired overall dimensions of that growth in the foreseeable future. As observed, projections have been made in respect to population and employment through 1990 and 2000, and urban growth has been projected forward to 2020 and beyond, based on an assumed incremental growth pattern outward to certain well defined natural boundaries or cultural features. These growth projections are quite uncertain though, because of the inability to predict the nature and impact of external influences, such as world energy, food and materials shortages or technological change, the lack of clearly defined goals for local area development, and the limited powers of local or even State government to control the magnitude of growth. Incentives can be offered and zoning restrictions applied to encourage development in one area and restrict or prohibit it in another area, however restraints reflecting exclusionary development policies or zoning practices which effectively prevent development have been interpreted by the courts to be unconstitutional. The nature of the challenge then becomes one of determining to some degree the rate, direction and composition of growth, excluding the *no-growth* option which is unenforceable. Goals concerning economic development, and, by implication, population growth, then become important.

During the period of citizen advisory committee discussion of population and economic development over the last year or two, a distinct *slow-growth*

attitude appeared and prevailed. The slow-growth consensus indeed has a profound influence on many other goals and development policies which were formulated, especially the desire for urban containment and the preservation of highly productive agricultural land. At the same time, however, other concerns have prompted McMinnville, Newberg, and even Sheridan, to take initiatives which would attract industry. These concerns include the chronic high unemployment levels in the County over the years and the lack of sufficient local job opportunities for local youth entering the labor force³⁹, a desire to create a *balanced* rather than a *bedroom* community, and the need for more capital- as well as labor-intensive industry to bolster the real property tax base. McMinnville's efforts to create better access to Interstate 5 by way of another bridge crossing of the Willamette River, as well as to initiate a major capital-improvement program for the Municipal Airport, and Newberg's recent bids to expand its industrial land base in competition with possible future residential land development are illustrative of the goals in conflict.

In view of these considerations, it is a goal of Yamhill County:

To achieve a rate and pattern of economic growth sufficient to relieve the chronic high levels of unemployment and underemployment in the County, balance the real property tax base of the various cities, and strengthen local community identity.

In order to achieve this goal, the following policy is adopted:

That Yamhill County will, in cooperation with the cities, the local chambers of commerce and affiliated industrial promotion groups, and State agencies concerned with State and regional economic development, encourage the creation of a diversified employment base, the strengthening of trade centers, and the attraction of both capital- and labor-intensive enterprises, consistent with the needs of each community and the County as a whole.

Implicit in this policy statement is the commitment to ensure economically strong wood-products and agri-business industries, while securing the continued viability of the family farm. In addition, secondary industry will be encouraged in a location, pattern and scale consistent with the basic urban and rural development goals and policies already enunciated, provided that such new industry is clean, non-polluting and visually compatible with its neighbors. Existing and potential industrial land will be reserved for current and future

³⁹ A County Extension Service study made in 1967 noted that "almost half of the high school graduates entering the labor market in the next five years will not have a marketable skill." This is a complex problem reflecting in part the system of public education, the changing complexity of the economy, and the lack of suitable local employment opportunities, none of which factors is unique to Yamhill County.

industrial development, thereby maintaining the County on a competitive basis with other areas of the region. Agricultural land will be protected from encroachment of urban and rural non-farm uses to assist in retaining agriculture and its associated packing, processing, marketing and service enterprises as a viable sector of the County economy and as a significant source of income and employment in the region.

The theme of containing urban development has been expressed throughout this chapter. Such a strategy serves two functions: it increases the economy and convenience of servicing the bulk of the population, and it enhances the wide array of values associated with our open, undeveloped lands. The assets of these lands include food and timber production, recreational opportunities, esthetic qualities, preservation of wildlife habitat, and access to, and proper conservation of, natural resources. These lands account for approximately 98 percent of the land area of the County. Goals and policies for their conservation and use are contained in the following chapter.

CHAPTER V

THE LAND AND WATER

Open Space

As the population of Yamhill County continues to shift from a rural orientation to an urban one, and as population and economic growth demand further development of the land, residents are placing a growing value on the preservation of open space--those lands either in their natural state or under cultivation which are untouched by urban development. This desire for open lands reflects a number of needs. People traveling through the County enjoy the visual effect created by the farm lands and the wooded areas. And forest lands away from well-traveled roads provide needed opportunities for solitude and the enjoyment of the land in its natural state. With increasing appreciation of the vital balances which must be maintained in the physical environment, there is a growing awareness that undeveloped lands are important not only directly for the enjoyment they provide but also indirectly for protecting air, water and soil resources and providing shelter for wildlife.

Open lands are also an important recreational resource. Yamhill County is rich with opportunities for boating and fishing, and picnic spots along the rivers and creeks are very popular. The forests offer opportunities for camping, hiking, hunting, and horseback riding.

While Yamhill County now has a wealth of open lands and recreational opportunities, uncontrolled land development could threaten this resource.

It is therefore the goal of Yamhill County:

To preserve and to improve potential recreational and other open space in both rural and urban environments for all to enjoy.

Recreational open space should be easily accessible in both urban and rural areas and should be oriented toward serving primarily the needs of local residents. However, the high quality of the County's scenic and recreational resources warrant attention to the needs of the regional and tourist population as well.

Toward this end, the following policies are adopted:

That Yamhill County will cooperate with all governments and park and recreation agencies within the region to identify open space and scenic resources, determine resident and nonresident recreational

needs and formulate and implement measures for open space preservation and use.

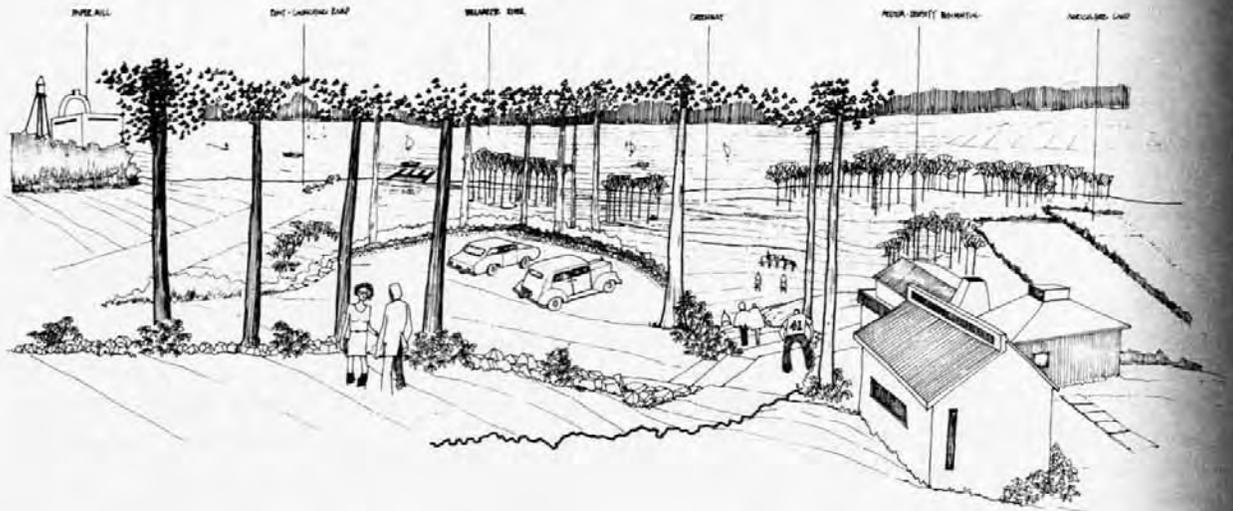
As leisure time increases, recreational needs are growing and changing and must be continuously re-examined. The County will work with local jurisdictions, including the cities, the Chehalem Park and Recreation District, and the school districts to determine and address these needs on a local level. The County will cooperate with the Parks Branch of the State Highway Division, Department of Transportation, to answer the needs of the larger region, and with all interested agencies of the Federal government both to acquire grants-in-aid to enhance local recreational opportunities and to determine those recreational assets within the County of benefit to a large enough segment of the population to warrant Federal attention. Lands managed by the U.S. Forest Service and the Bureau of Land Management cover much of the western part of the County and make an important contribution in forest and open space resources. While Yamhill County has no direct control over these lands, it will advise these agencies on land use questions of interest to local residents.

Working through these agencies, a variety of measures will be explored to preserve open space, including the allocation of money in the County budget for park acquisition, the acceptance of donations or bequests of land where the scenic or recreational value justifies its removal from the tax rolls and the ongoing expense of its maintenance, and a variety of incentives for private landowners to retain lands of unique value in an undeveloped state. Such incentives could include special tax assessments and public acquisition of scenic easements and development rights whereby private landowners would retain ownership of the land but a government agency would control its development.

That Yamhill County will seek to establish a permanent countywide open space net, increased public access to areas of prime recreational significance, and the development of additional water-based recreational opportunities.

An open-space net is a patterning of open land which can offer opportunities for a variety of recreational activities in both urban and rural areas. For example, lands along stretches of waterways could provide opportunities for hiking, cycling, horseback riding, picnicking, boat ramps, river-access parks and fishing. Open-space corridors have been designated on the Plan Map along Chehalem and Hess Creeks in Newberg; Cozine and Baker Creeks in McMinnville; Palmer Creek, south of Dayton; Ash Swale in Amity; and the Yamhill River and its tributaries in Lafayette. Such open space is important because it is in or near urban areas where it is easily accessible to the bulk of the residents. Additional open space areas have been designated in the City of Willamina, along the high scenic slopes northeast of Newberg running northwest of Little Hell's Canyon to Highway 219, and along the north slopes behind Dundee.

The Willamette River Greenway is a project being administered by the State Parks Branch in cooperation with local jurisdictions and is aimed at creating an open-space corridor from Portland to Eugene on a 150-foot setback from the low water line along both sides of the Willamette River. Yamhill County supports this concept in general, recognizing that implementation measures must protect the owners of private lands along the River from the vandalism which might result from the creation of public access to such an area. While steps



should be taken to preserve the natural character of the River banks, access should be restricted to those areas where the threat to the land and property is minimal, where a government agency assumes responsibility for the maintenance and patrolling of the land, and where the private landowner gives consent. The Plan Map shows Ash Island and two other potential parks in the Newberg and Dundee area as part of the Greenway corridor. Only the proposed Lone Tree Bar State Park near Wheatland and one other proposed park near Dayton are shown along the remainder of the River in Yamhill County because local residents have objected to further park designations. Areas which would be especially appropriate for preservation and increased access were identified on earlier drafts of the Plan Map and are on record in the Planning Department office. These areas could be reserved as part of the Greenway through acquisition by the State of scenic easements.

The linear park is another important type of open space. Well suited to urban areas, it features open land along major thoroughfares or busy pedestrian routes in urban areas. A R/UDAT planning team which visited and studied McMinnville in 1973 has proposed such a park for the land between Adams and Baker Streets in that city.⁴⁰

These are only a few of many possible open-space designations, but they provide examples of ways to achieve open spaces in urban areas and preserve forested and wooded areas, scenic viewpoints and lands along waterways.

That Yamhill County will continue to support State special assessment incentives and other similar legislative actions, as well as federal incentive and grant-in-aid programs which are designed to

⁴⁰American Institute of Architects, Regional/Urban Design Assistance Team (R/UDAT), *McMinnville* (McMinnville, Oregon: May, 1973), p.65.

secure and preserve elements of the open-space net, provide increased recreational access, and develop low-intensity use recreational reservoirs.

In conjunction with State taxation laws aimed at preserving open lands, Yamhill County will grant special assessments for land which is uniquely valuable to the public in an open state. *ORS Chapter 308* lists a variety of criteria to be considered in making such a determination. At this time Yamhill County will concentrate on preserving important wildlife habitat, wooded areas along stream courses and other areas of natural beauty, and historical sites. As the County urbanizes, there may be a shift in emphasis toward conserving open lands to avoid air and water pollution or guiding orderly urban development.

A variety of federal programs can be utilized to increase preservation and access to open lands. The Agricultural Stabilization and Conservation Service is administering an experimental program whereby farmers are paid to open up their lands for hunting and fishing. In 1973, 200 farmers participated, opening up 33,000 acres for hunting access and 18 farms for fishing access. Bureau of Outdoor Recreation funds are granted to local jurisdictions on a 50/50 matching basis for park development and maintenance. Any major watershed storage projects built in the County in future would be heavily financed by the Bureau of Reclamation.

Forestry

While the predominant use of forest lands is for timber production, local and regional residents prize them highly for the other amenities they offer. Opportunities to enjoy solitude, beauty and open space, as well as the recreational pleasures of hunting, fishing, boating and camping are some of the reasons that citizen interest in forest management practices and forest land controls is increasing. Some forested lands are also valuable range lands, and are used for that purpose particularly on the lower hill slopes in small woodland areas. There is also a growing appreciation of the value of forest lands in protecting air, water and soil resources and in providing fish and wildlife habitat.

Because the forested lands in the western part of the County comprise large contiguous tracts with little encroachment or infiltration by other incompatible uses, their integrity as prime timberlands, watershed areas, wildlife habitat and esthetic open space remains intact and can be readily preserved through the ownership pattern and the present economics of resource use. Little government control is necessary to ensure the continued optimum use of such areas. By contrast, the scattered forest tracts in the eastern part of the County are constantly being encroached upon by urban development, particularly residential uses, and it is the conflict in values between these two uses in the Parrett Mountain, Chehalem Mountain and Red Hills areas which poses the greatest challenge to State and local government in seeking an accommodation in uses.⁴¹

⁴¹The State Department of Forestry regulates commercial forest operations through the Forest Practices Act of 1971 (Oregon, *Revised Statutes*, c. 527, secs. 610-990), while the County can enact and administer local zoning controls which can either allow or prohibit certain forestry activities, such as timber harvesting, in sensitive urban environments.

Perhaps the most important conflict exists in the logging of hillsides and its impact on watershed and esthetic values. With modest controls, forestry and urban development can coexist in harmony in the recognized growth areas of the County. In the major commercial forest areas, however, forestry should remain the dominant and often the exclusive use.

Timber production has been more important to the economy of this County in the past than it is in the present, but it still remains significant. In 1970 the forest-products industry in the County, excluding Publishers Paper Company, employed 725 people and had a payroll of \$6 million.⁴² Because most of the forest-products manufacturing plants in the County are located in Sheridan and Willamina, the economy of these two cities is especially dependent upon adequate timber supplies. The outlook for this industry is difficult to evaluate. A log shortage, resulting at least partially from improved conservation measures and from increased sales to foreign markets, has plagued the industry in recent years. At the same time, a growing public awareness of the resource crisis will likely direct attention toward renewable resources, such as wood, and thereby increase the demand for wood products. This should create pressure to develop management practices which will speed production and ensure a sustained yield of timber.

In light of these factors, it is the goal of Yamhill County:

To conserve and to manage efficiently our forest and range resources, thereby ensuring a sustained yield of forest products, adequate grazing areas for domestic livestock and nesting grounds for wildlife, protection of forest soils and watershed, and preservation of recreational opportunities.

Yamhill County recognizes that if both the market and non-market values of its forest lands are to be preserved over time, action must be taken now to conserve resources and maintain a healthy ecological balance. At the same time, a high value is placed on the many opportunities offered by these lands, and the County will strive for an optimum utilization of the resources within the constraints described above.

Toward this end, the following policies are adopted:

That Yamhill County will cooperate with Federal and State agencies, large private timber owners and small woodland owners to manage forest and grazing lands for the highest aggregate economic, recreational, and ecological benefits which these lands can sustain, including timber production, livestock range, fish and wildlife habitat, watershed protection and erosion control, recreational use and residential development.

⁴²State of Oregon, Economic Development Division.

While the largest part of Federal lands in Yamhill County is in commercial timber production, management policies are based on the concept that the forests exist for the greatest good for the greatest number. The *multiple-use* concept is implemented by giving all legitimate uses of the forest land adequate consideration, and by actively soliciting citizen input when deciding on the best use of a tract of land which is well suited to more than one purpose. Public pressure in recent years has changed management policy to include greater emphasis on recreational, esthetic, and environmental values.

Yamhill County has no direct control over management practices of the U.S. Forest Service or the Bureau of Land Management, but these agencies have solicited the input of this County on land-use decisions concerning Federal lands adjacent to private land under local jurisdiction. In April, 1973, an agreement was signed by Yamhill County and both Federal agencies stating that they would cooperate in reviewing proposals for new land subdivisions and partitionings, roads, private developments and utility rights-of-way being considered on any land bordering another agency's jurisdiction. Yamhill County will continue to pursue a policy of cooperation with these agencies including this and other measures found to be appropriate.

The prime concern of the two large private forest landowners, Willamette Industries and Willamina Lumber Company, is timber production, and their management practices reflect the need to protect this resource over the long range in order to realize returns from investments which are being made now but cannot pay for up to sixty years. Yamhill County will cooperate with these interests by including in its land-use ordinances measures which will protect this resource. Limited recreational use is also allowed on these lands, including hunting and fishing, picnicking and camping. The cities of Sheridan, McMinnville, Carlton, Yamhill and Hillsboro take their water supply from streams in these ownerships.

Many of the small woodland owners are not making the most productive use of their lands due to lack of information and financial resources, and Yamhill



County will encourage more efficient management of these lands. At the same time, it is recognized that because these holdings are small and often on the lower hill slopes where soil is not highly productive, many small woodland owners must have more options for disposing of their land than can be allowed for large commercial holdings.

The State of Oregon has little influence in this County in terms of its forest land holdings (it has only 100 acres), but plays a very important role in its administration of the State *Forest Practices Act* (ORS Chapter 527). This *Act* governs all commercial harvesting operations on private lands and seeks to protect the soil, water, fish and wildlife resources by regulating the application of chemicals, disposal of slash, reforestation, road construction and maintenance, and harvesting. Because this *Act* addresses many concerns of Yamhill County, the County will cooperate wherever possible to achieve the objectives of this *Act*.

That Yamhill County will provide for the protection of highly productive forest lands as designated on the Plan Map from incompatible uses through appropriate zoning, develop special subdivision standards for residential development in forest environments and, where compatible, encourage increased public access to forest lands having a high recreation potential.

Highly productive forest lands have been designated on the Plan Map in the commercial forest category. These lands have been identified by their physical characteristics, ownership patterns, degree of urban encroachment, and current use and productivity. These lands are generally at the higher elevations in the western part of the County, and are in large commercial ownerships. Yamhill County will make a strong effort to protect the timber resource in this area through a new zoning ordinance by severely limiting the number of outright permitted uses and by creating a 40-acre minimum parcel size to ensure that the hazards of increased urban encroachment and alternate use do not threaten this resource. Some timber harvesting also occurs in the areas designated as agriculture and forestry large and small holding on the Plan Map. Forest land holdings in this designation, however, are generally in small ownerships on less productive soils on the foothills. Because much of this foothill land is not well suited to either agriculture or forestry, a fairly wide variety of conditional uses, compatible with forestry and agricultural practices, will be permitted here.

A revised subdivision ordinance will include special standards and regulations for any subdivisions in forested areas to protect the esthetic value of forested lands and to reduce fire hazards. These standards will relate to road construction, drainage, slash removal, building siting, the fireproofing of structures and forest fire protection measures.

Access to forested lands of high esthetic or recreational value will be increased through the measures previously described.

That Yamhill County will continue to support State special-assessment incentives relative to forest lands and small woodlands which are subject to bona-fide forest management plans and programs in order to preserve such lands for forestry and related uses.

Several tax plans are now being implemented which apply the assessed timber-producing value or the value of the timber and the land instead of the market value for *bona-fide* forest crop production operations. The lower assessment, together with a payback penalty for changing the land use, provides an incentive for landowners to keep their land in forest crop production. Yamhill County will continue to support these special assessments, but strongly encourages the State legislature to provide better criteria for identifying *bona-fide* forest operations, as well as more effective means of securing compliance with the law.

That Yamhill County will encourage economic development projects involving forest lands and small woodlands as part of a regional Resource Conservation and Development project.

The Resource Conservation and Development Project involving Yamhill, Polk and Marion Counties, is described in greater detail in the section on Agriculture. Among its objectives pertaining to forestry are the creation of an information and education program to help improve forest management and convert many marginal acres to productive timber land, and the establishment of new markets for forest products and forest residues.

Wildlife

Yamhill County's varied wildlife population is important both because it reflects a diversity of life forms essential to a healthy ecological balance, and because it provides recreational hunting and fishing opportunities. Visitors from a large region come to hunt deer, upland game and waterfowl. Fishing in the Willamette River tributaries is very popular, and could be increased through improvement of habitat, stocking programs, and increased access.

Wildlife preservation and control are closely related to the policies for other natural resources, and sound management of the forest, open space and water is essential to achieving a healthy wildlife population balance.

It is therefore the goal of Yamhill County:

To conserve our fish and wildlife habitat with a view to maintaining an optimum ecological balance, enhancing our sport fishing and hunting resource, and protecting endangered species.

Toward these ends, the following policies are adopted:

That Yamhill County will cooperate with the Oregon Wildlife Commission, the U.S. Agricultural Stabilization and Conservation Service, and the soil and water conservation districts of the region to identify, conserve, and protect fish and wildlife habitat, determine areas of critical imbalance and threats to particular species, and formulate and implement measures for the improvement of existing habitat and the creation of new habitat where needed.

The Oregon Wildlife Commission is concerned with enhancing recreational opportunities for hunting and fishing, while at the same time ensuring that a healthy wildlife population balance is sustained. Commission staff members have pointed to the opportunities for increasing waterfowl stopover by developing ponded areas, and have stressed the need to preserve the valleys in the southwestern part of the County from intensive development because they provide the only habitat for big game during severe winters.⁴³ They have also supported the Moores Valley watershed storage project because it could greatly increase the sport fish populations.⁴⁴ The Commission implements stocking programs, but has halted the stocking of trout because access to the tributaries is so limited.

The Rural Environment Conservation Program (RECP) is another program administered by the A.S.C.S. It is directed primarily at erosion control and provides that the Federal government will share in the cost of rural land improvement, including wildlife habitat improvement.

The soil and water conservation districts, in conjunction with the Resource Conservation and Development Project, are seeking both to improve wildlife habitat for waterfowl and find humane control measures to bring dangerous predators back into natural balance.

That Yamhill County will recognize the need to conserve and protect fish and wildlife habitat in its Plan implementation measures and in any public or private land-use determinations subject to County review, including the impact of denuding forested areas, the filling or drainage of swamps and marshes, the damming of rivers and streams, the location and construction of highways and utility transmission lines, and any other land development activities which significantly interfere with the vegetation or soil cover or drainage patterns in critical habitat areas.

Zoning regulations in open space areas will be fairly restrictive, as will controls relative to mining, excavation, grading, topsoil stripping and the like, which will be handled in the subdivision ordinance or other special ordinances. These controls should reduce the threat to wildlife habitat. Official review of significant public capital improvements which might affect wildlife habitat can only be undertaken where State legislation allows for County review or where Federal funding is involved and local government input is solicited. Yamhill County strongly urges that State enabling legislation be passed to require County review of such important projects as major highways and utility transmission lines. Should local review power be obtained, the County would advocate the seeding and planting of ground cover along utility rights-of-way for upland game bird habitat.

⁴³Interview with Jim Heintz, Game Biologist, July, 1973.

⁴⁴Interview with Joe Wetherbee, Fish Biologist, August, 1973.

That Yamhill County will recognize and support the proposed Carlton Lake project of the Bureau of Reclamation as a wildlife refuge to accommodate trumpeter swans, ducks and geese.

This proposal would create 250 acres of marsh and 250 acres of water in the old Carlton Lake bed to be used primarily as a wildlife refuge. Low-intensity recreation would be a secondary benefit.

That Yamhill County will recognize and support the proposed Moores Valley project of the Bureau of Reclamation and other similar watershed storage projects in the Yamhill River basin for their streamflow maintenance benefits in improving water quality for enhancement of our sport fishery.

The Moores Valley project will regulate stream levels and temperatures, creating a suitable habitat for anadromous fish. The current plan is to stock the reservoir with trout.

Agriculture⁴⁵

Approximately one-half of the land area of Yamhill County is now being farmed, and the estimated gross sales of farm products in 1973 was \$40,586,000. This reflects an increase in production and prices, particularly wheat prices, over recent years when gross sales averaged around \$25 million, and indicates the continued importance of agriculture to the economy of the County.

For many, farming has been a small-time operation over the years, but this trend is changing with continued mechanization and the resulting profitability of larger operations. Between 1950 and 1969 the number of farms in the County decreased by almost one-half, to 1,488 farms. During the same period the average size of farms increased from 102 acres to 153 acres.

Grain, especially wheat, led the County in acres planted and in gross sales receipts, bringing in over \$10 million in 1973. Wheat is expected to rise in acreage with continued high prices. Vegetables, led by corn and bush beans, have shown a considerable rise in acreage over the last few years, especially in the Dayton area, and their annual cash receipts have risen to \$4 million. Strawberries and other berry crops have been important in Yamhill County, but are on the decline because of the rising costs of supporting commercial pickers. Their annual cash sales receipts are about \$1.3 million and are showing a modest drop. Lands planted in orchards are on the increase.

⁴⁵ Narrative on agricultural trends and probable causes taken from U.S. Bureau of the Census, *Census of Agriculture, Oregon, 1954, 1959, 1964, 1969* (Washington: U.S. Government Printing Office); Yamhill County Extension Service, *Yamhill County, Oregon, Estimated Gross Sales of Farm Products, 1969, 1971, 1972, 1973* (Corvallis, Oregon: Cooperative Extension Service); and interviews with Yamhill County Extension Agents Louis Gross (May 21, 1973) and Wayne Roberts (July 24, 1973).

Filberts are doing very well, rising from an annual production of 1,500 tons in 1969 to 2,500 tons in 1973. Cherries appear to be holding their own or showing a moderate increase and 200 acres of grapes have recently been introduced to the County. Walnut and prune production are on the decline. Overall, cash sales receipts for tree fruits and nuts have risen from \$2.3 to \$3 million since 1969.

Dairying has long been important in Yamhill County and continues to bring in between \$2 and \$3 million annually. Poultry and livestock operations showed a great deal of consolidation during the 20-year period between 1950 and 1969. Census data indicate that in 1950, 1,763 farms reported raising chickens while in 1969 this number was down to only 176. A similar trend has occurred in turkey farming. Because poultry lends itself well to mass production, small operations have been replaced by much larger ones. These larger flocks are generally used for fryers, and egg production is consequently on the decline. Cattle production is growing modestly and the raising of hogs and pigs is showing dramatic increases. Sheep and lamb production is declining, probably because the predator threat is growing. While the overall number of poultry and livestock being raised is declining, cash sales receipts are showing marked increases. Livestock and poultry grossed \$17 million in 1973, close to half of the gross sales of farm products.

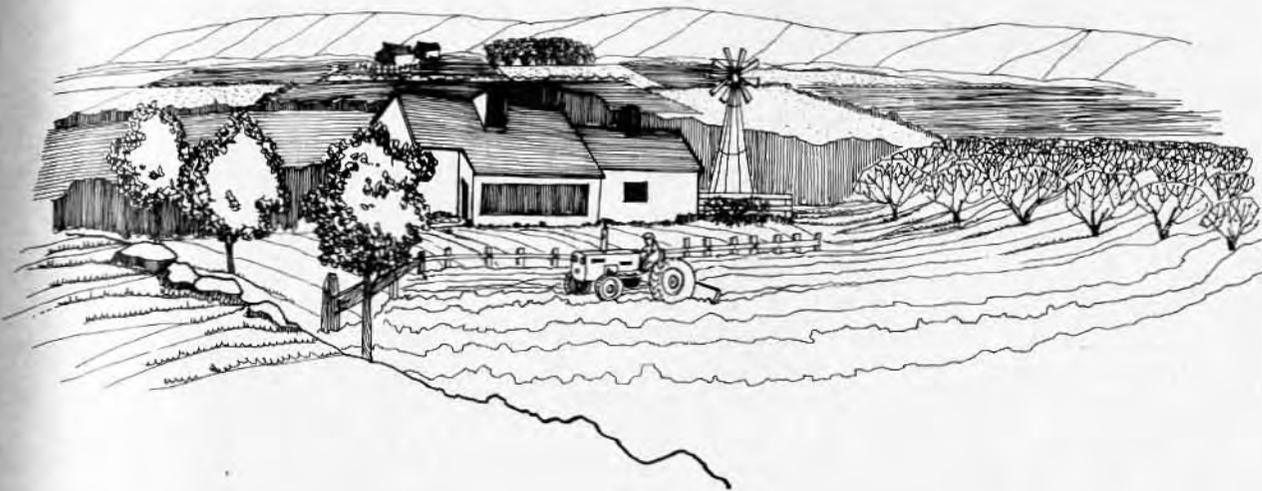
In addition to the important role that agriculture plays in the economy of the County, the vast expanses of farm land make a vital esthetic contribution and create a rural atmosphere which is greatly desired by many County residents.

It is therefore a goal of Yamhill County:

To conserve our highly productive farm lands for the production of crops and livestock and to ensure that the conversion of farm land to urban use where necessary and appropriate occurs in an orderly and economical manner.

Highly productive farm lands have been designated on the Plan Map in the agriculture and forestry large-holding category. These lands have been identified by their physical characteristics (soil type, slope, groundwater table, micro-climate), the availability of irrigation water, ownership patterns, degree of urban encroachment, and current use and productivity. Most of the land on the Valley floor, where grain and grass seed, row crop and dairying operations predominate, falls within this category. Much of the hill land is also designated for the large-holding category, including the foothills of the Coast Range and along the North Yamhill River where there are a number of beef cattle ranches, the Eola Hills where many orchards are found, and the Red Hills of Dundee where grapes and other orchard crops are grown.

The agricultural land base of Yamhill County is still basically intact and the need to maintain its integrity and viability has been clearly recognized by the great majority of County residents. While the growing population and resulting land development will necessitate that a portion of our farm lands be consumed by urban development, concentrated rather than sprawling development will be encouraged and growth will be directed wherever possible toward those areas not well suited for farming in order to preserve high-quality farm land as long as possible.



Toward these ends, the following policies are reaffirmed and adopted:

That Yamhill County will provide for the preservation of highly productive farm lands through appropriate zoning, recognizing comparative economic returns to agriculture and alternative uses, changing ownership patterns and management practices, changing market conditions for agricultural produce, and various public financial incentives.

Yamhill County will adopt a new zoning ordinance which will limit outright permitted uses and restrict the division of lands in agricultural areas to minimum parcel sizes of between 10 and 40 acres, depending on the characteristics of the particular area. Agricultural and forestry small-holding areas designated on the Plan Map will likely be limited to 10-acre minimum parcel sizes, while the large-holding categories will have minimums of 20 or 40 acres. The ordinance will also protect agricultural lands from incompatible or competing uses, specifically rural residential uses. Exclusive farm-use zoning, which ties zoning directly to a special tax assessment, will be used in some agricultural areas. All zoning designations will be sufficiently flexible to allow a landowner in a farm-use zone to make some other productive use of portions of his land which are not productive farm land, provided such alternative use will not thwart the purpose of the zone in preserving and protecting highly productive farm lands. The feasibility of the agricultural zone designation will be measured in part on the impact of the assessment and taxation structure as it relates to farm use and whether or not market conditions, credit conditions and interest rates continue to make farming economically viable. In this context, it should be noted that the growing world population, the anticipated long-term world food shortage, and the assured position of the United States as the world's major exporter of food will likely confirm the continued economic viability of farming.

Where particular land is judged as uniquely valuable to the public, not only because of its agriculture potential, but also because of its additional value as open space, the County will explore the feasibility of purchasing scenic easements or development rights to ensure that the land remains in farming.

That Yamhill County will provide for the conservation of highly productive farm land through various Plan implementation measures and the review of any public or private land-use determinations subject to County jurisdiction, including urban development activity and the location and construction of highways and utility transmission lines which disturb the soil cover and natural drainage pattern, and increase storm runoff, erosion and sedimentation.

As noted, zoning regulations for highly productive farm lands will be very restrictive in terms of uses permitted outright. Conditional uses will be of the type which would cause little damage to farm land or interfere with farm activities, and all such proposed uses will be reviewed to ensure compliance with the intent of the farm zone. Control of excavation, grading, erosion and sedimentation and other possible threats to the soil will be addressed in a new subdivision ordinance or special ordinances. Review of significant public capital improvements which might affect farming activities will be possible where State legislation allows for County review or where Federal funding is involved and local government input is solicited in the regional review process (A-95 review) or for the preparation of environmental impact statements. Yamhill County strongly urges that State enabling legislation be passed to require County review of such important projects as pipelines, transmission lines, and State highway locations.

That Yamhill County will recognize and support the proposed Moores Valley reservoir project of the Bureau of Reclamation and other similar watershed storage projects in the Yamhill River basin for their irrigation, domestic water supply, and flood-control benefits.

The Bureau of Reclamation has identified numerous possible sites for watershed storage projects throughout the County. The Moores Valley project is now receiving the Bureau's greatest attention. As presently conceived, this reservoir would have a surface area of about 1,030 acres, with 15 feet of live storage, and would service 3,500 acres with irrigation water.

That Yamhill County will continue to support State special assessment incentives relative to farm lands which are subject to bona-fide farm management plans and programs in order to preserve such lands for farm use and production.

Presently two assessment plans, farm deferral and exclusive farm-use zoning, offer assessments at farm value rather than market value for bona-fide farm operations. Both plans have a provision for a payback penalty when the use of the land is changed to a use other than farming. The penalty is more

severe for lands within the exclusive farm-use zone, but additional benefits of this zone include special benefits on inheritance taxes and water and sewer district assessments, as well as protection from the enactment of any County ordinances which would unduly restrict farming operations. In addition, when the boundaries of this zone are changed by the governing body of the County without the initiation of the property owner, no payback penalty is invoked for a change in land use. Yamhill County will continue to support these special assessments as an incentive to the preservation of farm land, but strongly encourages the State legislature to provide criteria to assist in identifying bona-fide farm operations. Such criteria might include minimum parcel sizes for different types of farm enterprises, a minimum gross income, a minimum percentage of a farmer's income gained through farming, or some combination of the above.

That Yamhill County will encourage economic development projects involving farm lands as part of a regional Resource Conservation and Development project.

A Resource Conservation and Development Project now underway has been sponsored by the Soil and Water Conservation Districts of Yamhill, Polk and Marion Counties, the three Boards of County Commissioners, and the Mid-Willamette Valley Council of Governments. The purpose of the project is to mobilize forces which will aid in the conservation of natural resources and the utilization of these resources to create a healthy natural environment and improved economic conditions in the tri-County area. Among other objectives, the Project will promote the development of techniques and facilities which will improve the drainage of farm land, the building of watershed storage projects, and the acceleration of erosion control measures. It will also address the improvement of wildlife habitat and the control of predators where they have exceeded their natural balance; the development of a strong flood-plain management program; increased research and action on pollution abatement; and the development of new marketing practices, including the utilization of straw from grass-seed crops and cereal-grain crops, on-farm marketing of all crops, including woodland crops, and the establishment of custom processing plants, private or cooperative.

Soils

Respect must be held for our soil resources because they, together with climate and topography, form the underpinnings of the agriculture and forestry land base. The foundation and drainage characteristics of soils also determine where urban development can most effectively be supported. The important role of soils dictates that they be protected from indiscriminate excavation, striping, and erosion and sedimentation occasioned by irresponsible building practices or poor watershed or farm management practices. Sound farming practices must be carried out which also protect the fertility of the soil from the hazards of poor crop rotation, indiscriminate application of fertilizers, poor contouring and excessive use of irrigation water.

Organic layers in the surface horizon of soils also contribute vitally to the water-retention capabilities of a watershed, so soils should be managed as part of our forest and water resources.

It is therefore the expressed need and goal of Yamhill County:

To conserve our soil resources in a manner reflecting their suitability for forestry, agriculture and urban development and their sustained use for the purposes designated on the Plan Map.

Soils and their suitability ratings have been discussed in Chapter III. As a general overview, hill land soils pose a variety of problems for building, including moderate-to-severe erosion hazards, steep slopes, and a tendency to slump or slide. The low water-holding capacity of many of these hill soils also makes them inappropriate for many types of farming. Much of the soil in the Valley is plagued by poor drainage. These and other soil characteristics have been considered in identifying which areas of the County are most suitable to agriculture, forestry, and urban development as now shown on the Plan Map. Yamhill County will support efforts to conserve the capability of soils for the uses designated.

Toward this end, the following policy is hereby adopted:

That Yamhill County will continue to support soil conservation measures designed to protect and improve forest and agricultural land productivity and to prevent unnecessary losses through excavation, stripping, erosion and sedimentation.

Zoning controls will be implemented to reflect the land uses designated on the Plan Map. A revised subdivision ordinance will be adopted which will include provisions for the review of all newly created roads, utilities and other forms of urban development activity to determine their impact on soils. Such ordinance will also include controls on grading, topsoil stripping, erosion and sedimentation. As discussed in the section on Forestry, the County will cooperate with the State Department of Forestry in administering the *Forest Practices Act*. One important aspect of this *Act* is the regulation of harvesting activities to ensure minimum damage to forest soils.

Resource Conservation and Development projects (see section on Agriculture) which will be explored with respect to soils include the Chehalem Creek Flood Control and Sedimentation project, which is a high-priority small watershed identified in the Willamette River Basin Study; the stabilization of the North Yamhill River stream bank between Carlton and Pike; and the correction of severe erosion problems along Baker Creek between Ed Grenfell Park and the Hidden Hills Subdivision.

Mineral Resources

Yamhill County's construction aggregate resources are becoming increasingly scarce. Sand and gravel bars no longer replenish themselves as quickly as they once did and urban development has encroached upon a number of existing and potential quarry sites. As availability of these finite resources decreases and as demand increases, a critical situation could develop in the not-too-distant future. In recognition of this concern, *ORS Chapter 215* states:

In order to conserve natural resources of the state, any land use zoning ordinance adopted by a county shall take into consideration lands that are, can or should be utilized for sources or processing of mineral aggregates.⁴⁶

While this resource is essential to meet the construction needs of the County at a reasonable cost, many extraction and processing activities create a nuisance when in close proximity to residential development, and abandoned quarry sites can leave scarred, blighted land which, if left untreated, is poorly suited for other land uses.

It is therefore the goal of Yamhill County:

To protect from urban encroachment key mineral deposits, provided that such deposits are not located on land for which the highest and best use is urban development as determined by the Comprehensive Plan; and to ensure that all extraction of mineral resources takes place under conditions which make it compatible with existing surrounding land uses and which will provide for the restoration of extraction sites for future agriculture, open space, recreational and urban uses.

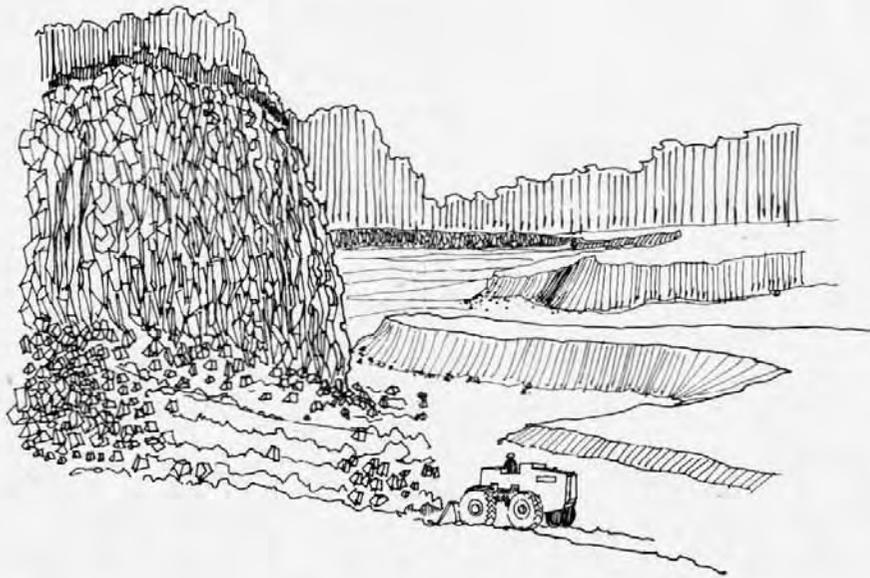
Toward these ends, the following policies are adopted:

That Yamhill County will cooperate with State and Federal agencies within the region to identify lands that are, can or should be utilized for sources or processing of mineral aggregates, to determine present and future needs, and to formulate and implement measures for the protection of such sources or sites.

The key problem in protecting quality mineral sites is lack of information about their location. A sand and gravel and quarry rock resources study by the State Department of Geology and Mineral Industries is badly needed, as is additional research on anticipated supply and demand.

Yamhill County would encourage efforts at the State level to protect the resource by providing special-assessment incentives designed to hold lands identified as important mineral sources in open-space uses. Where identifiable sites, whether existing, dormant, or potential do not conflict with areas designated for urban development by the Comprehensive Plan, the County will give them protective zoning to ensure that incompatible uses do not force them out of operation.

⁴⁶Oregon, Revised Statutes, c. 215, sec. 055 (2).



That Yamhill County will provide for the protection of urban development areas as designated by the Plan from incompatible mining activities through appropriate zoning and review measures.

Special problems are presented by dormant quarries in or adjacent to developing urban areas when operators seek to renew extraction activities, because a court injunction declaring the operation a nuisance can force its closure. Recognizing both the importance of the resource and the threat of nuisance to the neighbors, the County will, through its review process, stipulate conditions of operation for sites in urban development areas where excavation has already occurred. The revised zoning ordinance will differentiate between sites for extraction only and sites for both extraction and processing and will regulate the operations accordingly. Zoning regulations will also require substantial setbacks, appropriate screen planting, and other measures which would make rock extraction and processing as compatible as possible with urban development.

That Yamhill County will cooperate with State regulatory agencies in support of the reclamation or restoration of all lands subject to quarrying, excavation or strip mining, in order to redress the visual blight created by such operations and to make the land suitable for other uses.

The *Mined Land Reclamation Act (ORS Chapter 517)*⁴⁷ provides some assurance that mined lands will be restored for other uses upon abandonment. By making mining a conditional use in the areas where it is allowed, the County review process can add further assurances that proper reclamation will occur. Addi-

⁴⁷ Oregon, *Revised Statutes*, c. 517, secs. 750-900.

tional regulatory measures to supplement State legislation will be adopted at the County level if they are found to be necessary.

Water Resources

Yamhill County is plagued by too much water in the winter and too little in the summer. High winter water tables, poor surface drainage and flooding limit development in a significant part of the County, including such areas as Three-Mile Lane in McMinnville, North and East Sheridan, and the residential subdivision of Corbett Acres outside Willamina. Erosion problems on all of the stream banks and sedimentation in the waterways are further evidence of the problems of uncontrolled excessive water. When the rainy season abates and the land dries out in the spring, the situation reverses dramatically. Water for irrigation is scarce in some parts of the County, and water supply is insufficient to meet peak demands in Amity, Dundee and Sheridan. Deep groundwater levels are also limiting rural residential development in areas where it might otherwise be appropriate, such as parts of Chehalem and Parrett Mountains.

While the total water resource of the Yamhill River drainage basin is adequate to meet projected demands to the year 2020, seasonal fluctuations will make water storage and other watershed-management and flood-plain controls necessary.

It is therefore the acknowledged need and goal of Yamhill County:

To conserve and to manage efficiently our water resources in order to sustain and enhance the quantity and quality of flows for all consumptive and non-consumptive uses and to abate flood, erosion and sedimentation problems.

Toward these ends, the following policies are adopted:

That Yamhill County will cooperate with Federal and State agencies, the cities of the County, and the local soil and water conservation district to identify, conserve and develop water resources on a long-range, multiple-use basis in response to need, with full consideration of benefits and costs and potential uses.

An extensive inventory of water resources and possible programs to harness these resources already exists as a result of the work of several government agencies. At the Federal level, the U.S. Geological Survey has made yearly compilations of surface water data; representatives of seven Federal agencies and the State of Oregon, composing the Willamette Basin Task Force of the Pacific Northwest River Basins Commission, have prepared an eleven-volume comprehensive study of water and related land resources which includes identification of possible watershed storage projects; and the Bureau of Reclamation has carried out further studies of these projects to determine which ones it might fund. The Soil Conservation Service has also carried out a more extensive inventory of possible reservoir sites. Additional water resource studies have been done at the State level by the State Water Resources Board and Oregon State

University, and the Bureau of Governmental Research and Service has published a comprehensive sewer and water plan for Yamhill County.

The participation of Yamhill County in the Resource Conservation and Development Project (described more fully in the section on Agriculture) commits the County to work on a regional basis to control and harness water resources to benefit the people of Yamhill, Polk and Marion Counties. As part of this agreement, Yamhill County has signed a Memorandum of Understanding with the Yamhill Soil and Water Conservation District stating that the two agencies will work closely together and will exchange pertinent information in order to achieve mutual objectives.

A number of possibilities for watershed storage projects have been identified, each addressing a variety of needs. The storage of winter run-off for irrigation and domestic and industrial uses are important benefits of such projects. Reservoirs can also play an important role in flood, storm drainage and erosion control, aquifer recharge, and the maintenance of water quality by diluting effluents so that water is fit for swimming, sport fishing and other recreational uses.

Plate 8 shows sites which have been identified by the Willamette Basin Task Force as possible locations for large watershed storage projects. The Pike, Moores Valley and Carlton Lake sites are in the North Yamhill River basin and have received the greatest attention from the Bureau of Reclamation. These would be multi-purpose projects to address irrigation, flood control, domestic and industrial water supply, recreation, and wildlife needs. If both the Pike and Moores Valley dams were constructed, pumping plants would deliver irrigation water to about 30,000 acres of land, and enough storage would be provided to completely control a 100-year flood at the Pike site. The reservoirs would be capable of furnishing sufficient water supply for Carlton, Yamhill, Lafayette, Dayton, Dundee and Newberg. Irrigation releases into the North Yamhill River would improve the fish habitat to enhance both the resident and anadromous fisheries, and the recreation benefits, primarily from the Moores Valley reservoir, would ultimately support an estimated 800,000 recreation days annually. However, the current proposal is to build only the Moores Valley dam, which would be used primarily for recreation (see Chapter VIII), thereby reducing the number of irrigable acres to 3,500 and nearly eliminating flood control benefits. Some residents of the area to be served have noted that one or two smaller projects might yield a better benefit-cost ratio, as current estimates indicate that irrigation water would cost \$35 to \$40 an acre throughout the growing season.

The Carlton Lake project, which Yamhill County has tentatively agreed to support financially in part, would be used only for a wildlife refuge and a recreation area.

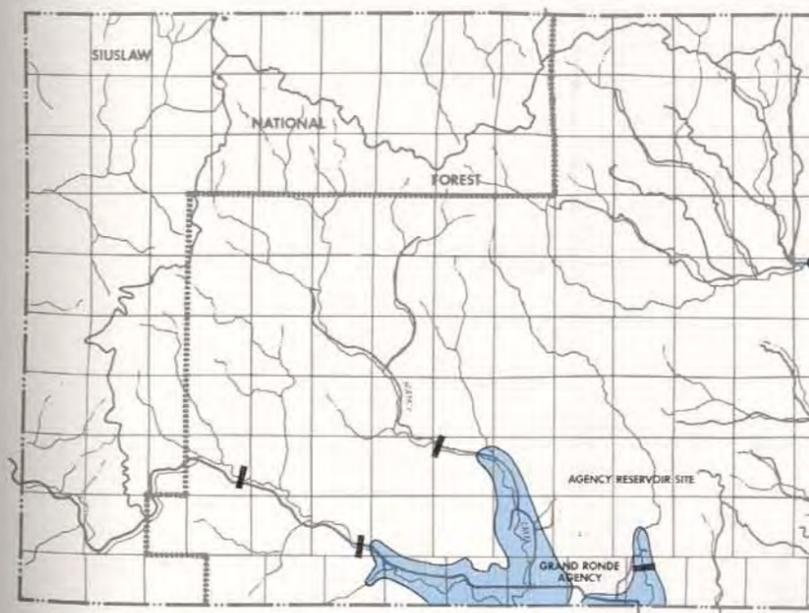
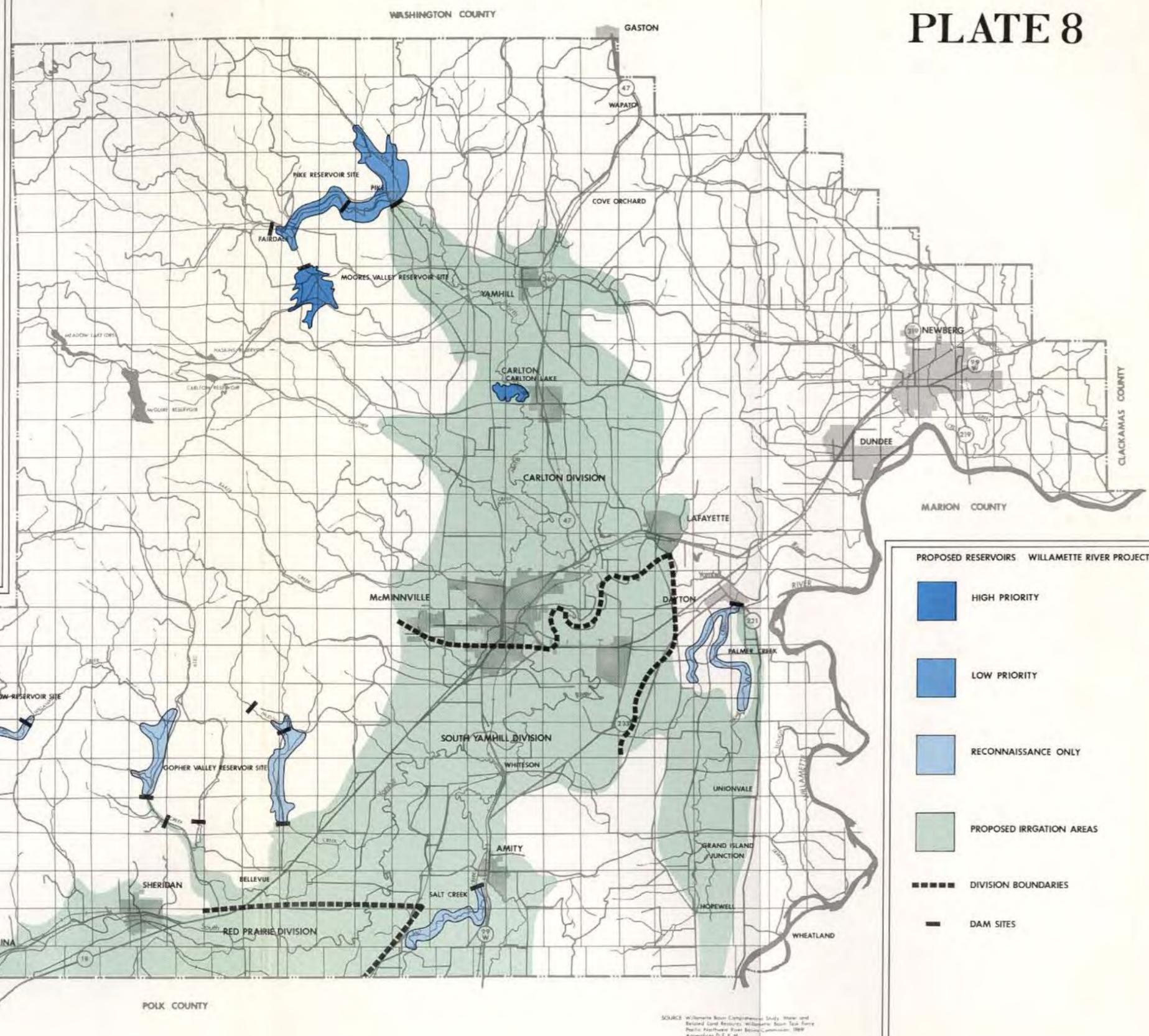
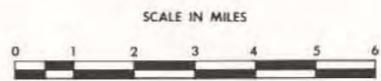
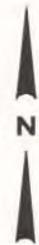
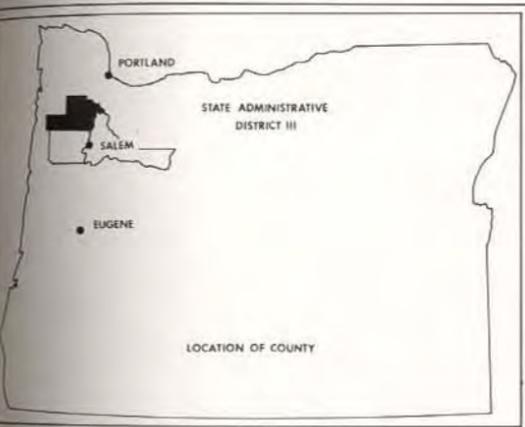
The Red Prairie project is a multi-purpose project located primarily in Polk County, but including parts of Yamhill County south and east of Sheridan. The source of supply is the proposed Gorge dam and reservoir on Mill Creek in Polk County, and some 15,500 acres of land would be capable of receiving irrigation. Improved water supply would also be available for the Baskett Slough waterfowl refuge in Polk County.

PROPOSED RESERVOIR SITES

YAMHILL COUNTY, OREGON

YAMHILL COUNTY
DEPARTMENT OF PLANNING AND DEVELOPMENT

PLATE 8



PROPOSED RESERVOIRS WILLAMETTE RIVER PROJECT

- HIGH PRIORITY
- LOW PRIORITY
- RECONNAISSANCE ONLY
- PROPOSED IRRIGATION AREAS
- DIVISION BOUNDARIES
- DAM SITES

SOURCE: Willamette River Comprehensive Study, Water and Related Land Resources, Willamette River Task Force, Pacific Northwest River Basin Commission, 1989. Appendix D, E, F, H.

The South Yamhill project is another multi-purpose project, involving dams and reservoirs with a total capacity of 195,000 acre-feet of storage, and a potential for 50,000 acres of irrigated agriculture. Reservoir sites are proposed at Agency Creek, Willamina Creek (Buck Hollow), and Deer Creek. The Deer Creek project envisages two reservoirs, one on Deer Creek and one on Muddy Creek, with a combined storage of 36,400 acre-feet. Approximately 5,200 acres of land could be irrigated, with sufficient storage capacity to provide municipal and industrial water supply for Sheridan in addition to an estimated 100,000 visitor days of recreation annually and the maintenance of wildlife habitat. Agency Creek and Willamina Creek (Buck Hollow) would provide similar benefits to the Grand Ronde and Sheridan and Willamina areas respectively.

The Palmer Creek project is designed for irrigation and recreational uses. Two thousand acres of farmland would be served by the irrigation system, with an estimated 60,000 visitor days of recreation annually.

The Salt Creek project is intended to include two reservoirs, one located in Yamhill County and the other in Polk County, with a combined storage capacity of 17,900 acre-feet. The reservoir in Yamhill County is designed to accommodate 8,400 acre-feet of water, and certain channel improvements would be made to improve drainage and reduce flooding of the adjacent farmland. Irrigation would be provided via pipelines and would cover some 4,400 acres.⁴⁸

The Soil Conservation Service is proposing an additional small reservoir on Chehalem Creek which would irrigate 1,000 acres and provide flood and sedimentation control. Additional water-resource projects which are being pursued by the Soil Conservation Service include group drainage projects for the Palmer Creek, Upper Chehalem Creek and Ballston areas, designed to increase outlets for about 500 to 600 acres in each area; Sheridan flood and storm drainage control; and rural water development for the Sheridan and Willamina, Carlton and Yamhill, Dayton and Lafayette, and Dundee areas.

Recognizing that all of these projects have some important potential benefit, Yamhill County will protect such sites by zoning them for low-intensity uses in order not to compromise or threaten their future development potential.

That Yamhill County will establish a flood-plain management program to prevent flood-caused losses of life and property, by identifying and mapping the flood plains and floodways of the County, restricting land uses within the flood plains to those which are open and undeveloped, including forestry, agriculture, wildlife habitat and recreational areas, and encouraging improved watershed-management practices and the construction of watershed storage projects for flood control.

⁴⁸

U.S. Department of Agriculture, *Willamette Basin Comprehensive Study--Water and Related Resources, Appendices*, (Willamette Basin Task Force and Pacific Northwest River Basins Commission, 1968-1969).

The Oregon River Basins Survey Staff of the Soil Conservation Service has identified and mapped the 100-year flood frequency area for Yamhill County. Rough determinations indicate that there are about 275 dwelling units in the flood plain in the unincorporated area, housing approximately 855 people. This information has not been derived for the incorporated areas at the time of writing, however it is known that Sheridan and McMinnville have substantial areas within their incorporated limits within the 100-year flood area.

Yamhill County has qualified for participation in the National Flood Insurance Program which makes federally subsidized flood insurance available to County residents, provided the County is engaged in a flood-plain management program. Under this program, Yamhill County is committed to identifying flood-hazard areas and to regulating all development within those areas to ensure minimum flood damage. The revised zoning ordinance will identify the 100-year flood plain area as a flood hazard zone, and will restrict uses in this zone to those which are open and undeveloped or flood tolerant. Measures will be adopted to ensure that structures built within the flood plain are protected from serious flood damage and, if necessary, anchored to prevent flotation and otherwise constructed so as to minimize flood damage to the general area. The latter precautions will also be applicable to water and sanitary sewerage systems, and public utilities and facilities.

In addition to the flood-plain management measures implemented under the commitment to the National Flood Insurance Program, Yamhill County will, through the Resource Conservation and Development Project, seek to improve logging and farm practices to reduce flood, erosion and sedimentation problems in the waterways of the County.

That Yamhill County will support the water-quality management plans and programs of Federal, State and regional agencies by regulating land use, encouraging improved treatment of point sources of pollution and the control of non-point sources of pollution, and encouraging the construction of watershed storage projects for their effluent-dilution benefits.

A draft water-quality management plan prepared by the Mid-Willamette Valley Council of Governments and financially aided by a Federal grant from the Environmental Protection Agency has recently been completed.⁴⁹ This plan proposes sewerage facilities designed to meet Federal algae removal and State water-quality standards. Yamhill County will support the efforts of this plan, as and when adopted, to improve water quality by way of the zoning ordinance and other measures which will channel most new urban development into areas already serviced by municipal water supply and sewerage systems; by encouraging secondary and tertiary treatment of municipal sewage in cities which do not now have it; and by supporting the development of regional sewerage systems in the Newberg and Dundee and Sheridan and Willamina areas if growth policies and

⁴⁹ *Water-Quality Management Plan: Analysis of Regional Sewerage Systems, Marion, Polk, Yamhill Counties, Draft* (Salem: Mid-Willamette Valley Council of Governments, February, 1974).

expectations are fulfilled and changing conditions indicate they will be needed to achieve adequate water quality.

Yamhill County also supports the State Department of Environmental Quality programs to monitor water quality throughout the County, to evaluate and regulate pollution from septic tanks, and to study and control other non-point sources of pollution, such as logging and farming activities.

CHAPTER VI

WORKING AND LIVING AREAS

In the section on urban and rural development criteria in Chapter IV, the principle was established that the Plan should be instrumental in creating sound, efficient and attractive living and working environments free from areas of natural hazard and without built-in land-use conflicts of their own. Within this context, the three broad categories of private land use may be considered: residential, commercial and industrial.

Residential Development

The great consumer of urban land is residential development. Ranging from apartments with 30 or more units to the acre in central urban areas to single-family dwellings and mobile homes with 10 or more acres of land to the unit in scattered rural locations, a land-use and housing pattern of widely varying dimensions is possible. Regardless of the range of dwelling-unit densities or the housing types involved, a basic goal of Yamhill County is:

To create convenient and attractive residential neighborhoods which can be efficiently serviced with roads, utilities, schools, parks and commerce, and can take advantage of desirable physical features; and to give a satisfactory range of choice to the prospective householder through the imaginative use of a variety of design concepts.

At the same time, it is a further goal:

To accommodate the demand for rural residential development at very low densities and in areas which are not amenable to integrated neighborhood designs, provided such areas are suited to the uses intended and exhibit high amenity value, and such developments do not pre-empt highly productive farm or forest lands, or generate inordinate service demands of their own.

The Plan provides for three general categories of residential use based on density: medium-density residential, with more than seven dwelling units per net acre or less than 5,000 square feet per dwelling unit; low-density residential, with two to seven dwelling units per net acre or 5,000 square feet to one-half acre per dwelling unit; and very low density residential, with less than two dwelling units per net acre or one-half acre to 10 acres per dwelling unit.

Low- and high-rise apartment buildings at a density greater than, say, 30 dwelling units per acre might be classified as high-density. These high densities are not yet found in Yamhill County and urbanization at these densities is not expected to occur within the time frame of the Plan. A lower density than one dwelling unit per 10 acres is classified as agricultural small-holding, whether or not agricultural activity is pursued on the site in question, and is not generally regarded as residential in character.

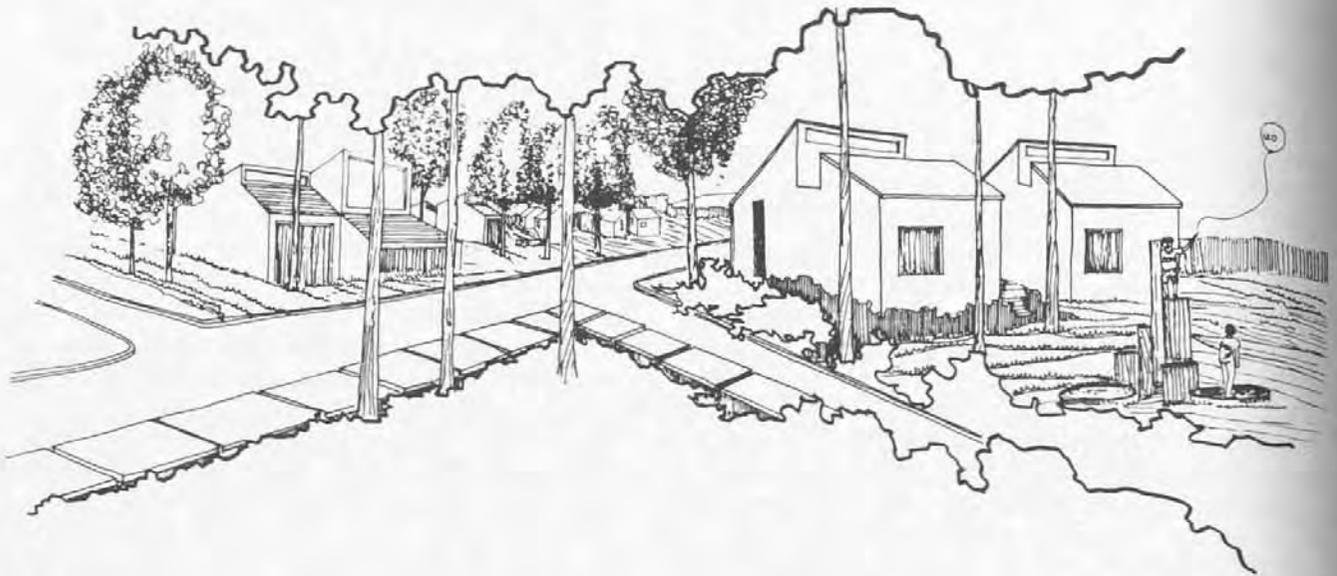
The Plan Map (Plate 11) portrays the three residential densities described. It is important to note that the Plan depicts residential density ranges, not minimum parcel sizes as is typically found in zoning ordinances. Thus, a low-density residential designation for the Newberg area could result in a minimum parcel size of 8,750 square feet for an exclusively single-family dwelling district, while the same density designation in the Sheridan area could result in a minimum parcel size of 6,000 square feet. These variations will depend upon the prevailing parcel sizes in an area, the provisions of city zoning ordinances, and the zoning recommendations of the local planning advisory committees.

With this density differentiation, Yamhill County adopts the following policies:

That medium-density residential development will be encouraged to locate in areas having a full range of urban services and amenities within or immediately adjacent to central business districts; immediately adjacent to public traffic generators, such as schools, parks, hospitals, and regional or neighborhood shopping centers; or in selected small areas having unique scenic qualities and a location where community water supply and sewage-disposal systems, adequate access by way of a road of collector or higher status and other urban services necessary to meet the needs of the intended residents can and will be provided.

Expressed in terms of housing types, medium-density residential uses would include small walk-up apartments, townhouses, garden apartments, mobile-home parks and very small-lot, single-family dwelling development or mobile-home subdivisions. Substantial areas of medium-density residential use are designated on the Plan in and adjacent to the central urban areas of McMinnville and Newberg. By way of illustration, they are also designated in Carlton and Willamina, although such densities could well develop within any of the other small cities where they have not yet emerged except in scattered mobile-home parks. Isolated medium-density uses, such as mobile-home parks, located in scattered fashion along outlying collector or arterial routes beyond walking distance of local shopping facilities and park and recreation areas should be discouraged. However, if developed on a sufficiently large scale to be self-contained in terms of local services and amenities, medium-density uses in such areas might be appropriate.

Development of medium-density residential uses in association with various in-town or outlying open-land recreational uses or on prime view or shoreline property should be favorably considered and accommodated, provided they are conceived as planned-unit developments and comply with the servicing criteria established by the general policy statement. The open-land recreational uses



envisaged might include golf courses, aircraft-landing strips or hunting preserves. As a general principle, residential PUDs should be at least 10 acres in area and provide for an initial 20 dwelling units in the first stage of development. In outlying areas, the overall density at full development should not exceed 10 units to the acre of net land area. These location and density criteria are in keeping with existing and anticipated trends in medium-density residential development in Yamhill County. The important principle underlying the concept of medium-density is the house grouping in varying layouts and designs, rather than the typical, piecemeal lot-by-lot development characteristic of the low-density, single-family dwelling tract.

That low-density residential development will be encouraged to locate in areas where adequate access and services to satisfy the scale of ultimate development can and will be provided. Such areas would generally be within, or contiguous with, existing urban centers, but may also be in selected small areas having unique scenic qualities or, where the need may be demonstrated, in selected outlying areas of varying size having appropriate site qualities and other supporting services.

The housing types intended here are primarily conventional single-family dwellings or mobile homes, but could include mixes of townhouses, recreational cottages or other novel types. Most low-density residential development is urban in character and, unless small-scale, isolated, recreation- or view-oriented, should be planned with a view to providing the ultimate full range of required urban services, including an elementary school, local shopping facilities and on-site recreational amenities. While the Plan Map does not indicate any such residential densities elsewhere than in or adjacent to existing urban centers, such development should be favorably considered and accommodated in selected outlying areas of varying size where the public need can be demonstrated and the location and site criteria as enunciated for

medium-density uses in similar locations can be satisfied. Planned-unit developments should be encouraged wherever possible, since the first well designed examples of such housing developments in Yamhill County will likely occur in this density range.

A special problem in land development which is found primarily in the lower-density residential ranges and dates back to the early periods of settlement in the County is the pattern of land subdivision and partitioning. In many areas of Yamhill County, both urban and rural, there are extensive commitments to residential land development in the form of prematurely subdivided land. Many old subdivisions exhibit a serious lack of consideration for the basic principles of good layout and design. Roads are often characterized by tight alignments, steep gradients, short sight distances and excessively long culs-de-sac with no turnarounds except on private property. Site drainage is frequently poor, and lot shapes, sizes and orientation bear little relation to topography, tree cover, exposure to sun and wind, soil conditions, or intended use. Subdivision patterns show a remarkable disregard for the geometry of efficient land subdivision or yield of lots from a given tract. Yamhill County can certainly do better and deserves better.

The basic problem in the past has been the small scale of land subdivision, the lack of knowledge and qualified assistance in land subdivision design, and the lack of resources of the landowner to provide an adequate level of services. While many denounce large-scale development and what it has done to the small-scale housing tract where every home is different and the neighborhood develops its own character, future growth will demand a more efficient, economical, safe and convenient layout and servicing of our residential neighborhoods. Public sponsorship of cooperative subdivision layout, design and review among adjoining landowners; the preparation of outline plans of subdivision for designated future residential areas currently in multiple ownerships; and site plan review of proposed planned-unit developments should provide a modest beginning to a long-range program of better land development. A program to vacate obsolete plats and undeveloped roads would be an additional important step.

Plate 9 illustrates some development options and access alternatives utilized in residential subdivision, while Plates 9A, 9B and 9C portray the steps in a site development study.

A related problem of more recent times has resulted from the arbitrary establishment of *minimum* site areas in zoning ordinances or lot sizes in subdivision ordinances, when the desired objective has been to regulate densities by providing for *average* site or lot areas with flexibility in individual site area and design. Such flexibility should be allowed when a developer can show that by clustering dwelling units the overall quality of the development can be improved. Advantages may accrue from improved compatibility with the physical terrain, better conservation of open space, and better property improvements, such as paved roads or a community water supply or sewage-collection and disposal system, which may become more economical.

That very low density residential development will be encouraged to locate only in designated large areas where commitments to such uses have already been made through existing subdivision, partitioning, or development and by virtue of close proximity to existing

urban centers; or in small, limited areas having unique scenic, locational and other suitable site qualities where the anticipated magnitude or density of development is not such as to require more than a very basic level of services, such as single local-road access, individual domestic wells and sewage-disposal systems, and possibly rural fire protection.

As with low-density development, the housing types intended are conventional single-family dwellings and mobile homes or recreational cottages. Very low density residential development is more or less synonymous with the term rural residential, and the Plan recognizes the various needs expressed by general low-cost rural living, a quiet pastoral environment, the desire for hobby farming, the recreation-oriented location, and the existing crossroads hamlet. In addition to the areas designated on the Plan Map, some of the demand can be absorbed by the even lower-density agricultural small-holding designations. In addition, many existing scattered site, small-scale subdivisions and partitions in foothill locations will generally be recognized as *de facto* residential developments in the zoning ordinance.

The potential for single-family dwelling developments within highly productive farm and forest lands which may be given an exclusive farm- or forest-use zoning designation is as yet undetermined. A limitation on the creation of new residential building sites in such areas should be established in order to prevent any compromise of the basic urban and rural development policies of the Plan. A maximum of perhaps 10 lots or building sites in any one calendar year in any one ownership, with a minimum required 50 percent development prior to creation of an additional 10 lots in the next succeeding year, might be a reasonable limitation on this kind of very low density residential development. Provision should be made to allow a landowner living on a lot of more than 10 acres in a designated agricultural or forestry large- or small-holding area to partition his immediate homesite from the larger tract for the purpose of retirement thereon and to dispose of the remainder for continuation in the same use.

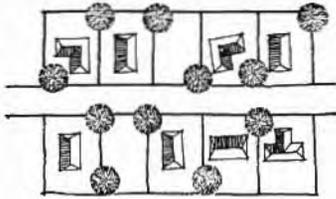
A general provision applicable to all residential development is that such uses be prevented in areas susceptible to serious flooding or erosion, or geologic or soil movement, unless adequate protective measures are provided; on highly productive agricultural soils within existing intensive farm areas or in commercial forest areas; or in areas where the scale of development will clearly have an adverse impact upon the natural environment.

A few remarks on the provision for transition from one density of residential use to another is appropriate at this point. Although the Plan and Plan Alternative "A" Maps are intended to be definitive in allocating broad land-use categories and densities, the maps portray an idealized projection which melds the present desire to maintain the status quo with an end-point full-development pattern. The problem lies in getting from the present to the end of the time frame with a transition from one land use to another and an intensification of uses. A single plan map cannot illustrate gradual change over time and it would be idle speculation to suggest a programmed pattern of change as determined in advance at a single point in time. The short-range release of land to higher and more intensive use, coupled with a well ordered capital-improvement program, will, however, make this possible. For example, the

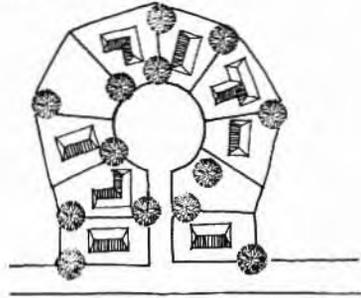
PLATE 9

DEVELOPMENT AND ACCESS ALTERNATIVES

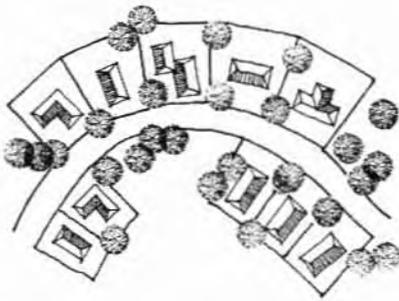
SITING AND DENSITY ALTERNATIVES



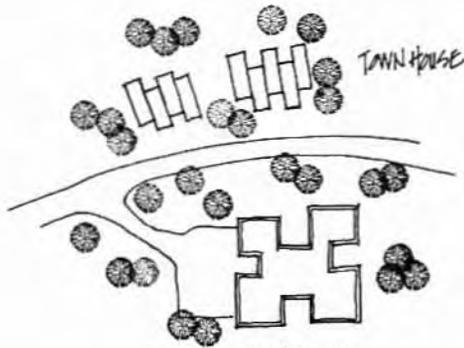
CONVENTIONAL



CUL DE SAC

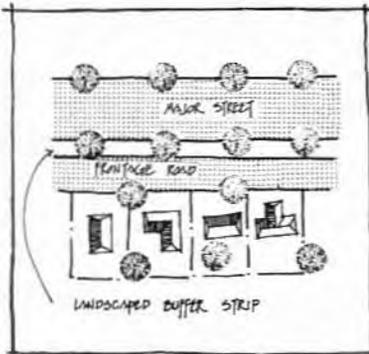


STREET LOOP CLUSTER

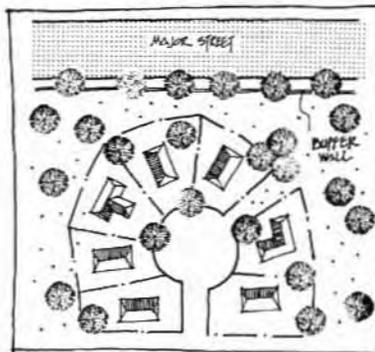


HIGH RISE

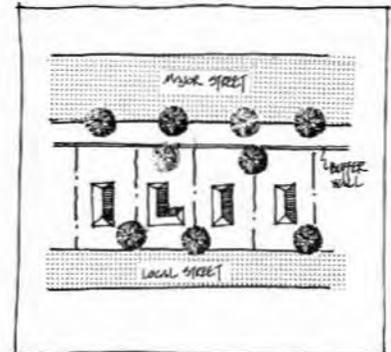
MAJOR STREET ACCESS ALTERNATIVES



FRONTAGE ROAD

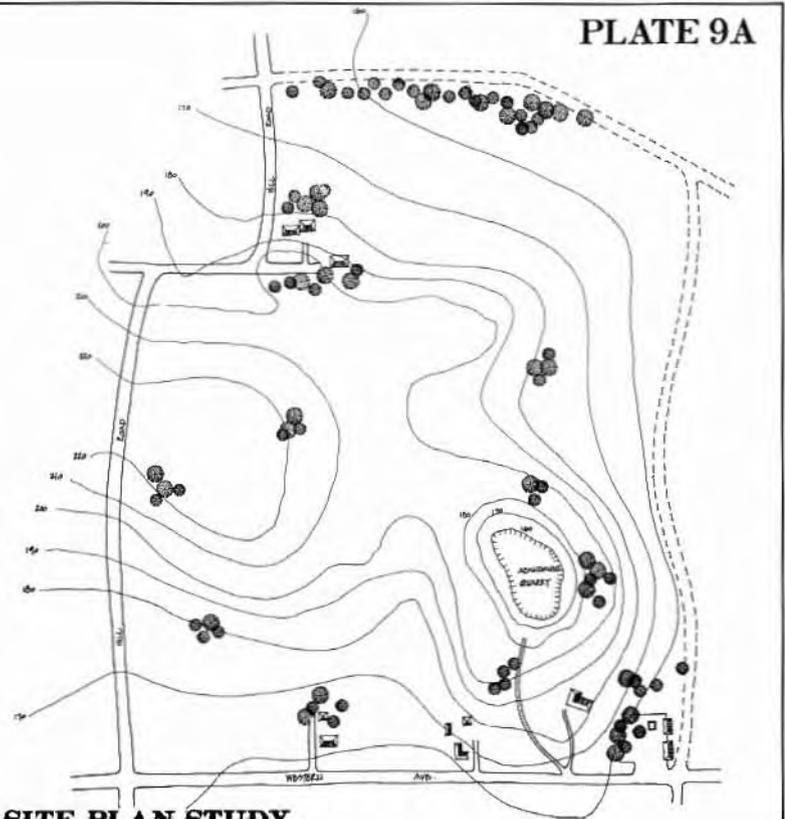


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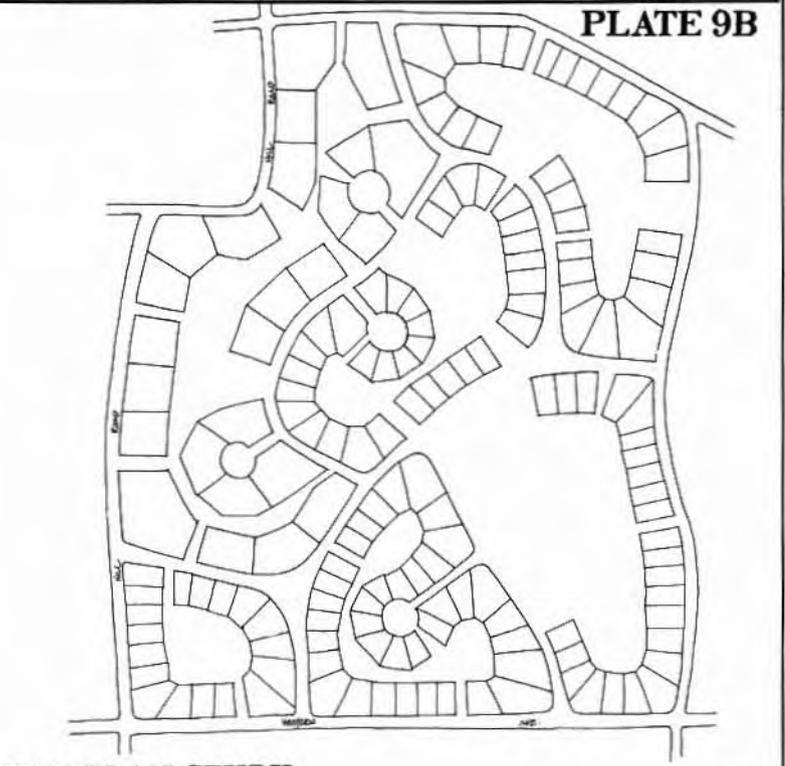
BACKUP LOT

PLATE 9A



**SITE PLAN STUDY
EXISTING CONDITIONS**

PLATE 9B

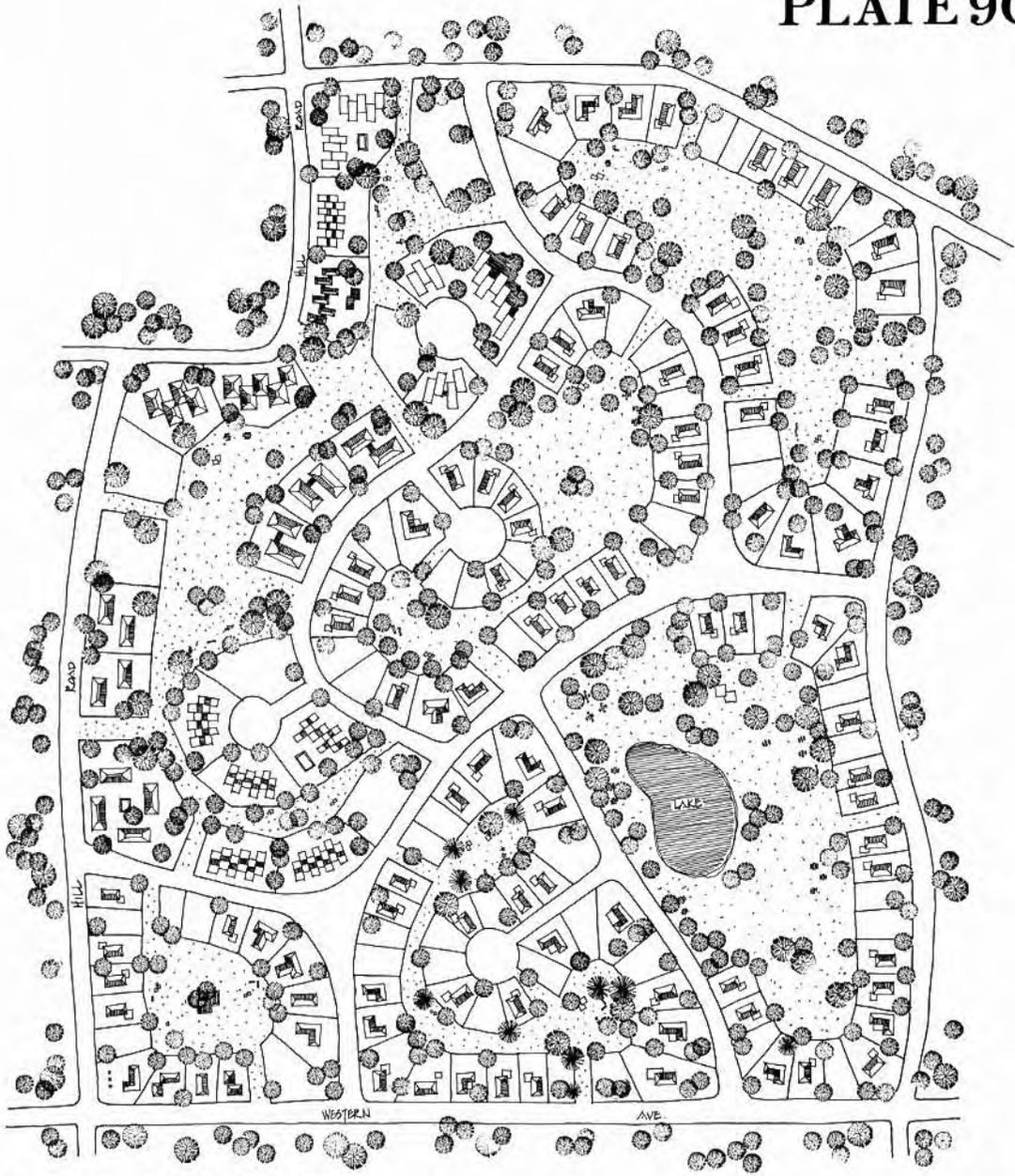


**SITE PLAN STUDY
OUTLINE PLAN**

SCALE IN FEET



PLATE 9C



SITE PLAN STUDY FINAL URBAN PATTERN

SCALE IN FEET



designated very low density residential area north of Mountain View Drive in Newberg will inevitably develop into low-density residential uses as land values increase, land is subdivided and partitioned, urban services are demanded, and the City of Newberg extends its boundaries to the north. While the City can now serve the area up to the 250-foot contour with domestic water from its reservoir above Bell Road, the local residents are not yet ready to encourage the density of residential development which the availability of water and then sewerage would bring. Such an area could well be portrayed on the Plan Map, however, as a low-density area and this could be done at the next Plan update. Similarly, the creation of regional water and sewer systems to serve both Newberg and Dundee will be the occasion for considering a redesignation of the very low density residential development between the cities as low-density residential. By the same token, the upgrading of low-density to medium-density residential in any of the existing urban centers could occur given the demand and the expanded urban service infrastructure. A modification policy is thus established.

That an established medium- or low-density residential area may be extended by Plan amendment where development trends warrant such extension, where such extension is contiguous with an existing area of similar density, and where both a community or municipal water supply and sanitary sewerage system capable of fully servicing the proposed area are extended to the edge of the proposed area.

Housing

Housing in Yamhill County is characterized by the predominance of single-family dwellings on individually owned parcels, although in recent years there has been an increase in the number of apartments, condominiums, townhouses and mobile homes. The ability of households to continue this trend is being restricted, however, by rising costs in land, labor, materials and financing. In March of 1974 the State Housing Division estimated that seven percent of the Oregon households capable of purchasing homes just one year earlier were then unable to do so because of these high costs.⁵⁰ This situation has caused a significant nationwide decline in building activity which is being reflected locally.

In some cities in Yamhill County, building has been further inhibited by lack of adequate urban services. In recent months Amity, Dundee and Lafayette have all had to restrict their issuance of building permits because of deficiencies in either their water supply or sewerage systems.

These factors, combined with increasing population pressure, have created a housing problem in Yamhill County reflected in both the quantity and quality of the existing stock. The 1970 Census indicates a low vacancy rate for both homeowner and rental units (see Table 4) and recent observations by local

⁵⁰Gregg Smith and Jon Peters, State Housing Division News Release, March 14, 1974.

TABLE 4

SELECTED HOUSING STATISTICS,
YAMHILL COUNTY, ADMINISTRATIVE DISTRICT III AND OREGON, 1970¹

	Vacancy rate 1970		Overcrowded Units ²		Units 30 years Old and Older		Substandard Units ³	
	Homeowner	Rental	Number	% of Total Occupied Units	Number	% of Total Year-Round Units	Number	% of Total Occupied Units
Yamhill County	1.0%	5.1%	805	6.5%	6,113	46%	2,283	18%
Admin. Dist. III (Marion, Polk, Yamhill)	1.1%	6.0%	4,266	5.9%	26,233	35%	7,232	10%
Oregon	1.1%	7.3%	38,629	5.5%	259,892	35%	81,493	12%
Yamhill County Rank in State	11th lowest	2nd lowest		16th highest		10th highest		13th highest

¹Figures for vacancy rates taken from 1940-1970 *Population and Housing Trends, Cities and Counties of Oregon* (Eugene: Bureau of Governmental Research and Service, December, 1971). Figures for overcrowded units, units 30 years old and older, and substandard units compiled by the State Housing Division, Department of Commerce.

²Units averaging 1.01 persons or more per room.

³Defined by the State Housing Division as a unit characterized in the U.S. Census by one or more of the following: no heating system; no plumbing system; a heating system which consists solely of room heaters (gas, oil, kerosene) not connected to a flue, fireplaces, woodburning stoves or portable space heaters; a plumbing system which lacks hot water, indoor toilets, bathing facilities not reserved for the exclusive use of a single household.

realtors indicate that the shortage has become increasingly severe since that time.⁵¹

The quality of the existing stock poses another problem. Forty-one percent of the existing dwelling units were built prior to 1940, compared to only 35 percent for the State as a whole, and only 12.5 percent of the units were built between 1965 and 1970, compared to 15 percent for the State. While excessive age may not itself indicate low quality, additional indicators of substandardness do. The State Housing Division has used such indicators as lack of adequate heating and plumbing, and determined that 18 percent of Yamhill County dwelling units are substandard, a figure well above percentages for Yamhill, Polk and Marion Counties combined and for the State. Similarly, a housing study published by the Mid-Willamette Valley Council of Governments determined that Yamhill County has the highest incidence of poor housing in the tri-County area.⁵² On the basis of a windshield survey carried out by Planning Department staff in 1972, all dwelling units in the County were ranked according to their age and condition. The results of that survey are contained in Table 5.

In addition to the problems of low quantity and quality of housing, Yamhill County households are faced with high costs. Federal guidelines issued by the Department of Housing and Urban Development suggest that families should not have to pay more than 25 percent of their incomes for gross rent⁵³; yet 36 percent of the renting families in the County are paying more than this share.⁵⁴ And the State Housing Division has worked out a formula indicating that 14 percent of the County's homeowners are paying more than they can reasonably afford for housing costs. These figures rise sharply in the lower-income groups. Of those families earning under \$5,000 a year, 86 percent, or 1,017 families, are paying more than one-quarter of their incomes for rent. (Homeowner need is not documented for this category as the bulk of homeowners in this income group are elderly people who have paid for their homes.) Two subgroups of the low-income population which are particularly affected by high costs and low vacancies are large families for whom most housing is too small, and the elderly for whom most housing is too large.

⁵¹Telephone interviews with Earl Sandager, Sandager Real Estate; Eldon Johnson, Newberg Realty; John Voll, Voll Realty; and Don Sullivan, Don Sullivan Realty; May, 1974.

⁵²Stephen W. Belcher, *Neglected Housing Needs: A Low Income Regional Housing Analysis and Data Inventory* (Salem: Mid-Willamette Valley Council of Governments, 1973), p.8

⁵³Gross rent is the sum of the contract rent plus the estimated monthly average cost of utilities and fuels if these items are paid for by the renter.

⁵⁴Figures relating income and housing costs taken from U.S. Bureau of the Census, *1970 Census of Population and Housing, Fourth Count Summary Tapes*. Figures do not include families living in houses on ten acres or more. Also, they do not reflect those families with incomes of \$10,000 a year or more who are paying more than 25 percent of their incomes for rent, as it is assumed that they are doing so through choice rather than necessity.

TABLE 5

AGE AND CONDITION OF HOUSING IN INCORPORATED AND UNINCORPORATED STUDY AREAS OF YAMHILL COUNTY, 1972¹.

	A	%	B	%	C	%	D	%	Total	Mobile Homes	%
Amity	48	16	25	8	76	25	155	51	304	37	12
Carlton	43	14	36	11	116	36	94	30	317	34	11
Dayton	49	14	19	6	129	37	137	40	343	14	4
Dundee	140	51	26	10	63	23	42	15	274	6	2
Lafayette	50	17	56	18	99	33	98	32	303	80	26
McMinnville	1,088	29	665	18	1,233	33	485	13	3,748	297	8
Newberg	857	33	275	10	716	27	631	24	2,633	130	5
Sheridan	105	15	98	14	351	49	157	22	711	18	3
Willamina	30	7	16	4	206	50	156	38	413	18	4
Yamhill	38	20	20	10	87	46	44	23	191	15	8
Total Incorporated	2,448	27	1,238	13	3,076	33	1,999	22	9,237	649	7
Study Area 1	85	30	30	11	89	31	64	22	285	32	11
Study Area 2	126	25	90	18	172	33	124	24	513	45	9
Study Area 3	7	9	7	9	23	30	37	48	77	3	4
Study Area 4	147	22	71	11	215	33	187	29	655	73	11
Study Area 5	49	21	50	21	66	28	68	29	237	56	24
Study Area 6	94	17	71	13	222	40	163	29	555	67	12
Study Area 7	36	16	54	24	100	45	32	15	222	12	5
Remaining Unincorporated	469	20	309	13	880	38	632	27	2,329	293	13
Total Unincorporated	1,013	21	682	14	1,767	36	1,307	27	4,873	580	12
County Total	3,461	25	1,920	14	4,843	34	3,306	23	14,110	1,229	8

¹From land-use field survey, Yamhill County Department of Planning and Development, 1972. Classification of age and condition of housing: A=very good, very minor deficiencies in appearance; B=good, older than five years, with one or two minor deficiencies; C=fair, older than 15 years, rehabilitatable; D=poor, dilapidated, not economically feasible to rehabilitate. Because five percent of the dwelling units in the incorporated areas and four percent of the dwelling units in the unincorporated areas received no rating, the sum of the rated units will equal less than 100 percent of the total.

Federally subsidized housing has provided some relief for those who could not otherwise afford quality shelter, but it appears that many in need are still unaided. As of July, 1973, only 258 subsidized rental units were available and rented to low-income families and 196 homeowners had been aided by subsidized loans. Because these programs have not been very successful in reaching those people for whom they were intended, and because they have often generated hostility at the local level, a Federal moratorium on subsidized housing has been imposed and is in effect at the time of this writing. However, improved programs are expected to again emerge by the end of this year, offering new opportunities for individuals, with the aid of private lending institutions and local government agencies, to solve their housing problems.

Problems of locating adequate housing are increased by lack of information. Those seeking shelter are often unaware of what constitutes a well-built dwelling or where they might go to seek assistance on financing.

In recognition of the above housing concerns, it is the goal of Yamhill County:

To assure the provision of safe, sanitary and decent housing for all residents of the County at a reasonable cost.

All residents should be able to acquire housing which is structurally sound, built with safe materials, and equipped with wiring, plumbing, heating and other facilities of a quality which will insure the occupants' safety. Such housing should be available for a reasonable percentage of household income as determined by State and Federal guidelines.

Toward this end, the following policies are hereby adopted:

That Yamhill County will continue to cooperate with all governments and housing agencies within the region in promoting unified housing policies and action programs.

Action affecting housing quality and availability in one locality will tend to relieve or aggravate housing problems in neighboring localities. For this reason, it is recognized that regional solutions to housing problems must be found. Also, professional housing planning services are needed to continue to evaluate need, identify possible solutions, and provide assistance in obtaining funds from the Federal government and the State Housing Division. Such services can more practically be provided on a regional than a local basis. Yamhill County will therefore support the efforts of the Mid-Willamette Valley Council of Governments in developing a regional housing program and will work to implement such a program.

Prior to development of a regional housing program, a sound information base must be developed. Considerable information has already been gathered and is available in publications of the Mid-Willamette Valley Council of Governments. The *Regional Housing Activities Handbook*⁵⁵ provides a comprehensive

⁵⁵Salem, July, 1973.

identification of services for consumers of housing. The *Regional Housing Statistical Profile*⁵⁶ provides data and analyses on the housing characteristics (i.e., new construction, vacancies, value of owner- versus renter-occupied housing, and multiple- versus single-family dwellings) and housing conditions (i.e., plumbing, heating, crowding, age and rent-income ratio) for all communities in the tri-County area. *Neglected Housing Needs*⁵⁷ analyzes specifically the low-income needs of households on a local basis. Further studies will match the informational needs of housing consumers with the output of information by various Federal, State, regional, local and private groups and agencies. All of the above information will be kept up to date and made available to the public through the Yamhill County Planning Department.

That Yamhill County will adopt and effectively administer uniform building, mechanical and plumbing codes for all new construction, as well as consider the adoption and administration of a uniform housing code to assure the maintenance and upgrading of existing housing units to code standards.

The *Uniform Building Code* of the International Conference of Building Officials has been adopted and is being administered to ensure safe buildings by regulating and controlling the location, structural design, construction, quality of materials, workmanship and use and occupancy of all buildings. The *Uniform Plumbing Code* and *Uniform Mechanical Code* of the I.C.B.O. have also been adopted and are being administered to regulate the installation and quality of plumbing fixtures and heating, ventilating, cooling and refrigeration systems, incinerators and other heat-producing appliances. A housing code would provide for the conservation and rehabilitation of existing structures to insure against hazards to life or limb.

That Yamhill County will encourage a variety of housing types in different residential environments, including single-family and multiple-family structures, conventional and modular-type construction, and mobile homes to serve the housing needs of all components of the County population.

While the single-family dwelling is still a popular housing type, it does not serve the needs of all population groups. Higher-density living in multiple-family dwellings often offers economy and convenience to the elderly and other individuals and small families. Through zoning, the County can encourage higher-density living in the urban areas and lower-density living on the urban fringes and in the rural areas. Flexible definitions of families in the zoning ordinance will insure that various living arrangements involving group-quarter housing, such as retirement centers, rooming houses and communal households, will not be ignored.

⁵⁶ Salem, February, 1974.

⁵⁷ See footnote 52.

While mobile homes are becoming an increasingly popular option for those with moderate incomes who wish to own their own homes, their acceptability in urban areas has evoked considerable controversy. A consensus in most areas of the County recognizes their proper location in planned parks or subdivisions where proper standards of layout, design, screening and controls on additions, exterior finish and outdoor storage can be applied. In view of the critical housing needs of the County and their widespread use and acceptability in rural areas, mobile homes should be permitted in all very low density residential and agricultural areas on their own sites, and should be accommodated in both low- and medium-density residential areas in urban settings, if in properly planned parks or subdivisions. Wherever they are located, reasonable controls on location, siting and appearance in a manner consistent with the regulation of conventional housing types should be developed and administered. Yamhill County also supports State efforts to ensure high-quality construction of mobile homes and adherence to proper safety standards.

That Yamhill County will encourage the advance servicing of residential land, with moderate development standards and at reasonable cost, to meet the residential land and housing needs of the County.

As population pressures on Yamhill County grow, there will be an increasing demand for residential development. When this demand becomes apparent, water and sewer services should be extended to areas deemed most appropriate for such development in order to encourage growth in those directions. While extension of present urban services is under the jurisdiction of the cities, the County will cooperate with the cities in determining appropriate directions for growth, and will encourage the extension of services where it would enhance the development pattern of the County as a whole. Should it become apparent that higher densities would be appropriate in certain unincorporated areas, or if existing health hazards should require that services be provided, the County is empowered to establish its own service district and this administrative mechanism will be utilized in response to need.

That Yamhill County will encourage an adequate supply of new and rehabilitated housing units for rental or purchase by low- and moderate-income families and individuals through support of, and participation in, State and Federal programs.

As part of a program administered by the State Housing Division, Yamhill County will be eligible for \$4.35 million in the form of below-market interest-rate loans to individuals and families with low and moderate incomes. Loan money can be used only for new home purchases or for rehabilitating homes. Although this particular program is currently being held up in litigation, Yamhill County supports this type of responsiveness at the State level to local housing needs. Additional programs to provide housing assistance for these persons and families are expected to develop at the Federal level. Through these and other programs which might emerge, Yamhill County will attempt to ease its shortage of available housing for lower-income people. Working through a regional approach, Yamhill County will provide its fair share of housing for low-income groups so that problems in neighboring communities will not be aggravated. Within the guidelines of these programs, an attempt will be made to scatter such housing throughout the County and avoid housing arrangements which would easily identify those families receiving assistance.

Home Occupations

A home occupation has been generally defined as any gainful occupation or profession conducted by immediate family members within a dwelling and in a manner which is clearly incidental to the residential use of the building or property. Similar activities carried on in accessory buildings are generally prohibited, as are any activities which create objectionable noise, fumes, odor, dust, electrical interference or more than normal residential traffic. Home occupations are allowable because they are not detrimental to the residential character of a neighborhood, residential values, or the personal enjoyment by the residents of surrounding properties. Clearly, the concept has developed in respect to the residential use of property and residential development areas and has appropriate applicability in those areas. In view of the widespread occurrence of home occupations in both urban and rural residential areas of Yamhill County, it is the policy of the County:

That home occupations will be recognized, liberally defined, and reasonably regulated in all medium- and low-density residential areas in accordance with accepted standards and practice in urban environments.

It is also observed, however, that the traditional, modest home occupation has become in many rural areas of the County a small, home-craft industrial type of enterprise, still retaining the characteristics of family operation, with unobtrusive performance features and low-key appearance. Too, such uses are also more frequently than not carried on in accessory buildings. In addition to the typical professional or service-type occupations, small-scale leather goods, cabinet making, ornamental iron work, rock shops, and other similar light-manufacturing uses and artwork activities are carried on, as well as auto-repair, welding and machine shops. Some of the latter uses so closely resemble agricultural implement repair facilities or machine sheds that only a fine line of distinction can be drawn between them, thus clouding the differences between agricultural, industrial and *bona fide* home occupations in these areas. In recognition of the fairly widespread occurrence of craft-type industry carried on by residents on their home property in exclusively rural areas, it is the further policy of Yamhill County:

That a reasonable expansion of the concept and definition of home occupation will be developed for very low density residential and agricultural small- and large-holding areas where small-scale, family-operated, home-craft industry or repair service has been traditionally carried on, and that such uses will be reasonably regulated, subject to limitations on location, scale, performance characteristics, commercial character, and visibility from bounding roads or adjoining property.

The home-craft industry is a throw-back to an earlier era and in a sense links together both living and working areas. It is the problem of finding a common ground among residential, commercial, and industrial uses within a rural setting which is the challenge of defining and accommodating the home occupation in the rural areas of the County.

Commercial Development

All Yamhill County cities have downtown business districts which reflect the early development pattern of concentrating shops and services in one central location. These centers were and continue to be pedestrian oriented, and while serving the primary function of a market place, they also serve as centers of human interaction and sociability.

But these cities are following a trend of cities everywhere. As old downtown buildings are becoming obsolete for modern enterprises, and as consumer markets develop in outlying neighborhoods and along busy transportation routes, the downtown areas are declining. It is difficult for local residents to attend to a number of shopping and service needs in one central location, and there is an increasing need for the automobile.

Commercial land accounts for a mere three to six acres for each 1,000 population. However, in terms of its value, service to the public, visual effect, and increasing tendency to locate in strip fashion along arterial highways, its impact in the urban landscape is out of all proportion to the land consumed. As commercial development gravitates increasingly to highway locations, it is often characterized by sprawl, conflicting uses, lack of access control and service roads, inadequate setbacks, unsightly outdoor storage and advertising, and lack of adequate off-street parking and loading facilities. In Yamhill County, orientation to metropolitan centers for shopping, entertainment, medical services and other related commercial services and facilities has also tended to drain the commercial vitality of many of the cities. It is simply too easy to seek the variety and competitive pricing of goods and services in Portland or Salem. In rural areas, commercial development is scattered and tends to serve a combination of highway-service and local retail or service needs. Outside the cities, commercial-tourist facilities are almost nonexistent.

In light of these considerations, it is a goal of Yamhill County:

To create an environment for commercial development which will preserve and enhance the vitality of central business districts, assure safer, more convenient and attractive community and neighborhood commercial centers, and protect prime commercial sites for use in advance of need.

The Plan provides for four categories of commercial use, based on function and location. The town center is the central business district of each of the ten cities and includes all those retail, service and office commercial uses, as well as limited tourist- and auto-oriented uses, traditionally found in a downtown setting. The community or neighborhood center includes both major and local highway-oriented commercial areas in each community. This category encompasses a wide range of commercial activity from community shopping centers to tourist and recreation uses, with a heavy mix of auto- or large-site oriented uses, to the small neighborhood grocery store. Highway-service uses are typically traveler-oriented, and include restaurants, service stations, antique shops and the like. Recreation uses include drive-in theaters, bowling alleys, roller rinks and similar large-site oriented uses. The Plan Map (Plate 11) portrays the commercial designations in two shades of red, distinguishing them simply as urban, and highway or local service. For a more de-

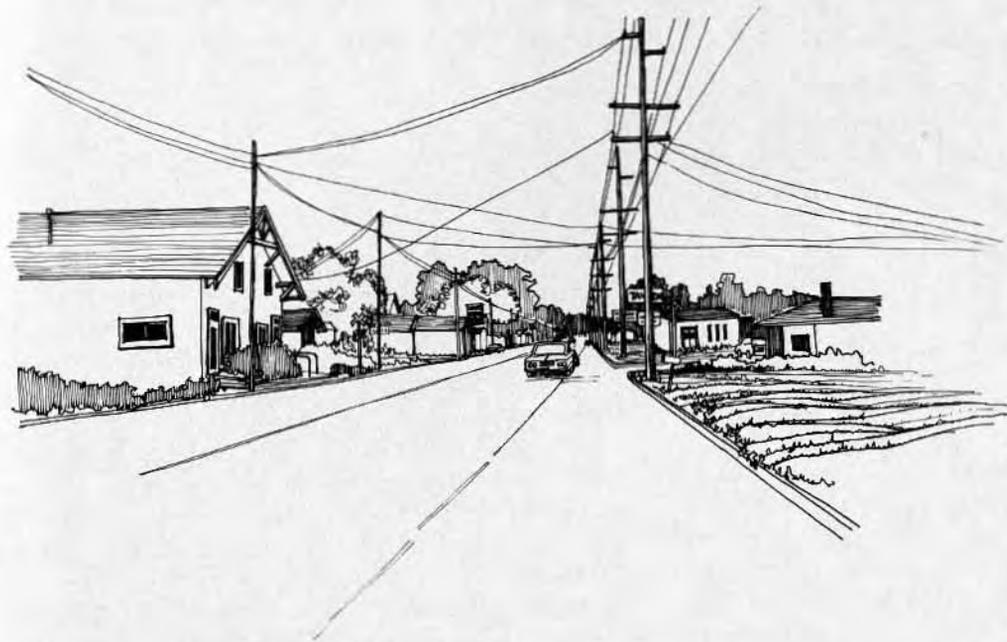
tailed classification, reference should be made to the official Plan Map on file at the County Courthouse. It is important to note in both maps that the differentiation in use, function or location is highly generalized and in part suggestive of the actual or desired distribution of commercial uses in the County. Development policies for commercial land use must be the definitive guide for locating and grouping such uses and achieving the basic goal enunciated. With this breakdown by location and function, Yamhill County adopts the following policies and recommendations:

That all commercial uses, except necessary highway-service, tourist-oriented, local-service and resource-oriented recreation uses, will be encouraged to locate within existing urban centers. Traditional central commercial uses will be encouraged to locate or relocate only in existing town centers and the dispersal of such uses to peripheral highway locations will be discouraged.

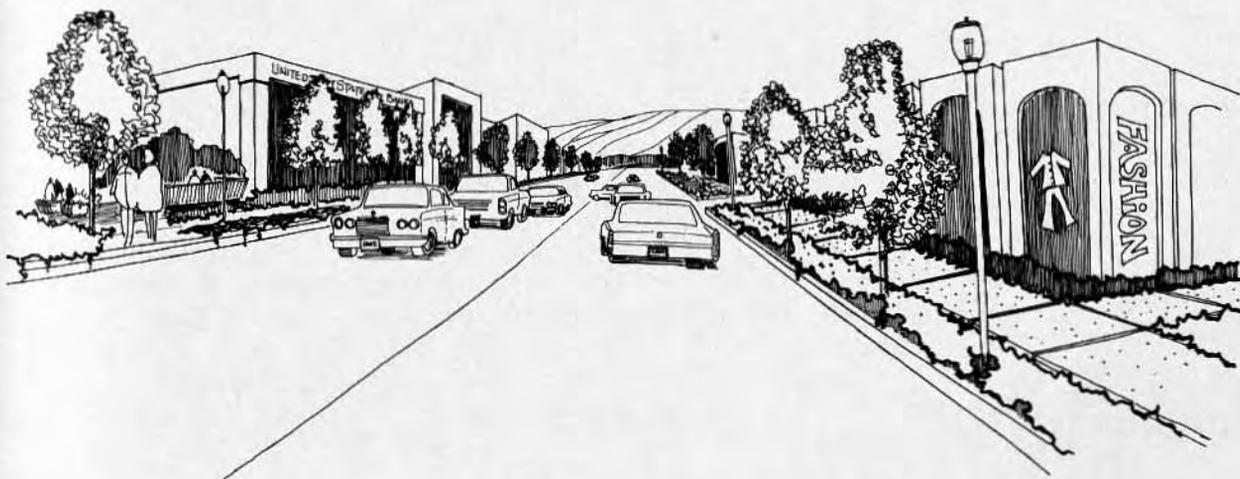
This policy has the dual purpose of keeping most commercial development within urban areas where necessary urban services are available and at the same strengthening central business districts. The latter is really a matter of choice for the cities themselves, and in view of the host of factors working against downtown renewal, it is a difficult situation to achieve. The basic financial and business functions of downtown should be retained as long as possible, and an environment should be created conducive to the establishment of major new commercial facilities. In each of the two larger communities of McMinnville and Newberg, this requires a recognition of the importance of downtown and its potential for revitalization. A successful renewal effort will be based upon an active civic and business leadership; the anchoring of the central business district with a quality junior department store and grocery store; and a plan to demolish or rehabilitate obsolescent buildings, assemble land, reorder traffic patterns and parking facilities and return the main street to the pedestrian. An increased sensitivity to signs, street furniture and architectural standards will further help achieve this objective. The choice was well stated by a group of consulting architects who, by invitation, studied McMinnville in May of 1973 and noted: "By encouraging development in two or three areas, McMinnville is bringing in competition for its downtown and the citizens of the community must make a choice as to what kind of McMinnville they want. Similar to some of the other typical strip cities along the road to Portland or 'urban living in a rural environment.' It has to be one or the other, they cannot support both."⁵⁸

The town centers of the small cities are characterized by their unusually small size relative to the resident population, as exemplified by Dundee and Lafayette. Many marginal, dilapidated business enterprises, broken commercial frontages interspersed with conflicting uses and vacant land, an occasional lack of sidewalks, ugly overhead wiring and excessive outdoor advertising further detract from these town centers. Such town centers resemble the community or neighborhood center, especially along Highway 99W, where they are often characterized by a strip pattern of development, with mixed and often

⁵⁸R/UDAT report, p. 34.



EXISTING CONDITIONS



A FUTURE POSSIBILITY?

CENTRAL COMMERCIAL AREA, DUNDEE

incompatible uses. Outward extension of these centers should be tightly controlled in an effort to utilize fully the existing committed commercial frontage. Incompatible residential development should be encouraged to relocate, and intrusions of industrial development should be prevented.

That more definitive location criteria and design standards will be encouraged for community and large neighborhood centers to reduce unsafe, unecologic and unesthetic strip developments.

Commercial uses which clearly require a peripheral, suburban, highway- or large-site oriented location should most certainly locate outside downtown areas. Such uses as automotive, mobile home, travel trailer, farm implement and building supply sales and service facilities are ideally suited to suburban locations where shopping by automobile is the only practical method. On the other hand, personal service and auto-oriented uses, such as drive-in restaurants, service stations, barber shops and hairdressers should be grouped into selected highway-service centers and in such numbers as to complement, not compete with, the large-site users. Office uses, such as finance, insurance, most real estate offices, banks, medical-dental centers and funeral homes, and most small retail and service establishments catering to a community-wide clientele should be encouraged to locate downtown. In some cases these uses are quite compatible with medium-density residential development adjacent to downtown or large public traffic generators, such as hospitals, schools and community centers, but should not be allowed to proliferate in strip fashion along arterial highway routes from one end of the community to the other. Too, industrial uses should not be permitted to occupy key commercial frontage along arterial routes.

Improved design standards should also be invoked for existing strip-commercial areas. As in all commercial areas, opportunities and needs exist in many locations for the grouping of buildings and uses based on function, site requirements, and clientele served, with some orientation to the pedestrian and cyclist. These strips could be further enhanced by improved traffic controls, off-street parking facilities, service or frontage roads, vest-pocket parks, malls or arcades, the planting of trees and shrubberies along streets and in parking lots, on-site screen-planting, fencing or berms to obscure unsightly outdoor storage areas, effective sign control, and the undergrounding of utilities. Community support for architectural design standards would be an additional step toward upgrading these commercial areas. The major challenges in community commercial center location and design reside in McMinville and Newberg. None of the smaller urban centers has grown large enough to generate outlying commercial centers in competition with downtown or pose a separate strip problem of their own.

That small neighborhood or local commercial uses will be encouraged to locate or relocate only within or immediately adjacent to the residential development or area they are intended to serve and be spaced in a pattern reflecting this market.

Such uses typically include the small neighborhood grocery store, gas pumps and perhaps snack bar. While the prospect of their location at a specific crossroads evokes dispute as to which corner is appropriate, as well as

local neighborhood opposition to a threatened invasion of privacy resulting from traffic noise and litter, such uses will continue to appear in both the McMinnville and Newberg urban areas and at occasional highway crossroads, such as Gopher Valley Junction and Grand Island Junction. These facilities require only an acre or two to fulfill their function as rural centers, but also require proper access control, off-street parking and architectural and sign control which is sensitive to the residential or rural environment in which they locate. Although few local-commercial sites other than existing ones have been indicated on the Plan Map, the principle is established that these uses are an appropriate and necessary part of the urban land-use pattern and will be favorably considered in needed locations and in a spacing commensurate with the spacing of arterial or collector intersections. In no case should more than two corners of any intersection be appropriated for such use and these should preferably be on the same side of a road, rather than occupying opposite corners where the hazards of traffic turning movements increase.

That highway-service and tourist-commercial uses catering to the needs of the traveling public will be encouraged to locate or relocate only in resource-based recreation areas and in specially designated highway-service centers immediately adjacent to arterial intersections, with access to be provided by service roads wherever possible.

Highway-service uses include service stations, restaurants, motels, travel-trailer parks, souvenir or antique shops and other related uses serving the motoring public. They do not include any retail, service, or office uses typically found in urban centers. Although the Plan Map does not designate any highway-service centers other than existing roadside commercial uses along Highway 99W and 18, further determination of needs may ultimately result in commercial development occurring at predetermined intervals, with appropriate access and design requirements. Such spacing must ensure that the view from the highway remains unimpaired, that the rural atmosphere of the County is not interrupted, and that the scale and service requirements of the facilities do not have any adverse impact on, compete with, or place any unusual service demands on nearby urban centers. For the period immediately ahead, the Plan provides that no new highway-service designations will be made on the Plan Map and that any new facilities will be discouraged. This policy is based on the determination that there is already a satisfactory spacing of highway-service facilities in both urban and rural locations along the highways of the County.

That recreational commercial uses will be encouraged to locate in resource-based areas or in compatible urban commercial areas where their location and space requirements can be most satisfactorily fulfilled.

Indoor movie theatres, bowling alleys, skating rinks, dance halls and community centers should preferably locate downtown, with a view to keeping central commercial and business areas alive after normal working hours. There is no reason for a peripheral highway location for such facilities unless a large site is mandatory, and sufficient or adequately priced and available land is not to be found downtown. On the other hand, drive-in theatres must seek a peripheral location with arterial highway access, a large site, and proper orientation to the setting sun. Commercial resorts or dude ranches, such as the Flying "M" Ranch west of Pike, are attractive and desirable commercial assets and should be encouraged in locations compatible with their function.

As with residential development, designated commercial areas will be expanded and new locations selected on the basis of demonstrated public need. Proposed uses, if to be inappropriately located, sited or developed in strip fashion, should be discouraged. At the same time, local or small neighborhood facilities, or recreation or highway-service facilities, should not be ruled out as "spot" designations or zones, since they are by definition located or found in isolated situations serving a scattered or traveling clientele.

Industrial Development

Yamhill County residents recognize the need to attract a certain amount of industry in order to resolve some of their present growth problems. The recurring high unemployment rate has already been noted, and State Employment Division estimates indicate that approximately one-half of those who are in the labor force work outside the County. The need for greater local employment opportunities is apparent. Tax revenue is another important consideration in efforts to attract industry. A very large portion of the land in the County is under farm or timber land tax deferral, and those lands which are being converted are being converted primarily to residential uses, which typically demand more in public services than they pay for. Furthermore, the growing character of the County as a place to live rather than a place to work is creating a very real tax burden for residents whose demands for public services are growing continually. Capital-intensive industries would provide a much needed revenue base for the County.

While the advantages of industry are apparent, a policy of attracting "industry at any cost" would be unwise. Development which pollutes the air or water resources to the point of danger or of nuisance is not desired, nor is development which causes esthetic blight. Also, labor-intensive industries might attract large numbers of people to the County, creating a situation incompatible with the expressed desire for slow growth.

Industrial development is as diverse in character as commercial and is more demanding in terms of location, space and service needs. Industrial uses can be grouped in three categories. Heavy industry includes such uses as the forest-products mills in Newberg, Sheridan and Willamina. General industrial uses include wholesaling and storage facilities, such as warehouses, motor freight terminals, and contractors' equipment and materials storage yards found in several communities. Light industry includes uses such as machine tools and dental-equipment manufacturing in Newberg, and electronic equipment, mobile homes, and prepared-foods manufacturing in McMinnville. In addition, food-processing plants are found in scattered agricultural locations and sand and gravel and quarry operations in hilly areas of basalt formation throughout the County. With the exception of agricultural and mineral resource-oriented industries, which are bound to resource locations, it is the goal of Yamhill County:

To concentrate industries of similar types, service needs, and performance characteristics within select areas of each of the existing urban centers; to reserve suitable land for new industrial development prior to actual demand; to encourage the relocation of existing industries from undesirable locations in

order to eliminate land-use conflicts; and to attract new industries in accordance with the need to achieve a more balanced local property tax and employment base, at the same time maintaining a high standard of environmental quality.

The Plan Map distinguishes industrial uses broadly as heavy, light or general, and industrial park, with the special designation of quarry sites, for which policies are discussed in Chapter V. This classification scheme differentiates uses in terms of scale, esthetics, performance, service needs and general compatibility with more sensitive uses, such as residential. While the Plan Map recognizes existing industrial uses which are already committed to specific locations and sites, not all existing uses have been so recognized. This is partly a problem of map scale and partly an expression of need to seek the relocation of uses which occupy obsolescent buildings or unkempt sites and conflict with nearby residential areas. For example, a special problem is the conflict between housing and heavy-industrial uses and railroads in Newberg, Dundee, McMinnville, Sheridan and Willamina.

Abundant land has been reserved through the designation on both the Plan Map and the Plan Alternative "A" Map of large tracts for light- and general-industrial use and industrial parks in both McMinnville and Newberg. The Plan does not, however, recommend the use of any financial incentives to encourage the relocation of existing industry or the attraction of new industry, nor does it recommend public acquisition and development of land for private industrial use, although it is recognized that such incentives are necessary if significant new industrial development is to be attracted into the County.

The Plan also calls for consideration of social and economic costs and benefits which have an important bearing on the acceptability of new industry. The conversion of designated residential and agricultural land to industrial use thus will depend upon zone change actions which must stand the test of demonstrated public need in light of alternative available sites which may equally well serve that need. All of these considerations are important in implementing the following industrial land-use policies:

That heavy-industrial uses with low performance or high nuisance characteristics will be encouraged to locate or relocate only in or immediately adjacent to urban areas where all required services are available, well removed from existing or projected residential development; and conversely, that prime heavy industrial sites will be identified and protected from encroachment of other urban uses pending acquisition and development.

The Plan provides that adequate land areas be reserved for the expansion of existing heavy-industrial uses as described in Chapter III, including paper and steel mills; meat-packing plants, grain elevators, feed mills and seed-cleaning plants; mineral aggregate and construction materials processing plants; tile plants; forest-products mills; and certain food-processing plants located in urban areas. Actual expansion of their operations will be predicated upon the availability of suitable zoned and serviced land and proper ownership, as well as performance characteristics and appearance which are compatible with

surrounding uses. Significantly, most of the heavy industry in the County is located in unincorporated areas, but in close proximity to the urban centers. While it would perhaps be desirable for the cities to extend their boundaries and services to include these industries, the resulting added tax obligation to be borne by the annexed industries should properly be offset by the value of needed additional urban services. In many instances, such industries do not require city services and would undoubtedly resist annexation. Unless such industries require the extension of city water supply and sewerage services or police and fire protection at a level commensurate with the added tax burden, it is recommended that such industries not be annexed, but that urban services be provided under contract on a direct-cost basis. Such services should be designed only to serve the immediate and foreseeable needs of the industry in question and not constitute an attraction to other users generally. The urban growth and servicing policies enunciated in Chapters IV and VIII are still an overriding consideration.

The second aspect of this policy, that of identifying and reserving prime industrial sites for future needs is primarily a statement of purpose. No actual location studies based on anticipated needs have yet been undertaken, nor have the needs themselves been discussed or surmised. The review in Chapter II would suggest little likelihood at this time of any new heavy industry locating in the County.

That light- and general-industrial uses which may be incompatible with surrounding residential development and cannot bear the cost of abating their incompatible characteristics, whether related to performance or appearance, will be encouraged to locate or relocate only within existing urban centers where contact with residential development is or will be at a minimum and where all required urban services are immediately available.

The Plan Map designates small tracts of such industrial land in Newberg, none of which is on rail, however, a small additional area has been designated on the Plan Alternative "A" Map between Newberg and Dundee which is on rail. A substantial block of such land has been designated in McMinnville along Booth Bend Road, with smaller areas along Lafayette Avenue, while most of the other urban centers have been allocated small-to-moderate tracts in keeping with the provisions of their local comprehensive plans. The only rural light- or general-industrial designations not contiguous with existing urban centers are small tracts of existing uses east of Yamhill on Highway 240, south of McMinnville on Highway 99W, and at the junction of Highways 18 and 99W northeast of Dayton, all of which are on rail. Although industries locating in such areas may not tolerate the cost of improving their appearance, where they do abut major arterial highways provisions for screen-planting or fencing of outdoor storage areas and improved exterior finishes on buildings are recommended. The back-door views from Highway 18 of the new mobile home plants in McMinnville and Sheridan have seriously compromised otherwise attractive views of those urban areas. The model example of attractive landscaping and exterior finish established by the new helicopter facility on Three-Mile Lane stands in stark contrast. A similar sensitivity should be accorded the areas of contact between industrial uses and residential districts.

That light- and general-industrial uses which may be compatible with surrounding residential development and are willing to bear the cost of maintaining high performance characteristics and attractive site and building layout and design, will be encouraged to locate or relocate in designated industrial parks and that such parks and their staged development will be subject to planned-unit development agreements.

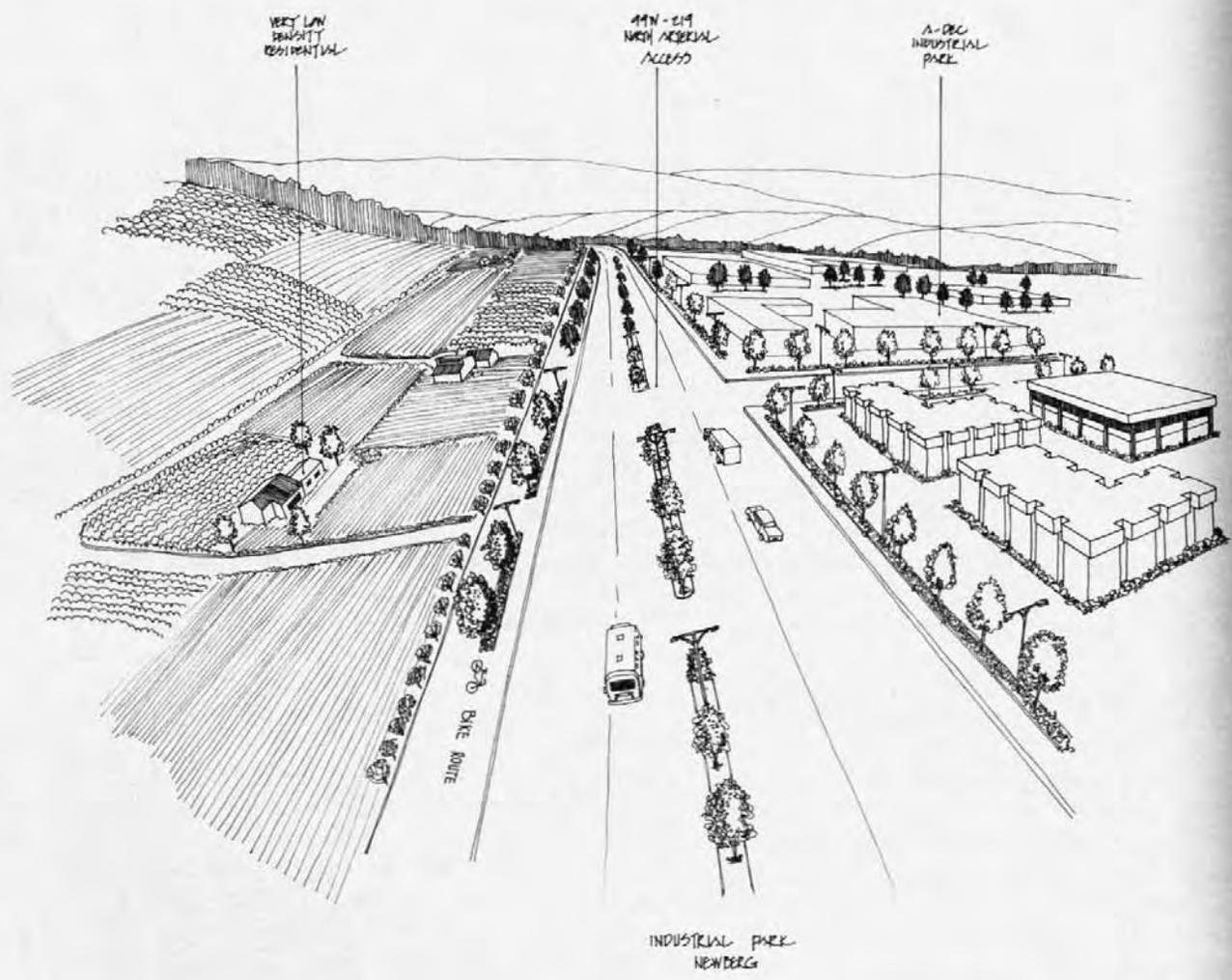
In order to assure that the right uses are accommodated in industrial parks, as well as in other industrial districts, it is a further policy of Yamhill County

That appropriate performance and specification standards will be derived for all existing and possible future industrial uses to guide their location or relocation in the County and within existing industrial areas of the County.

The Plan Map and Plan Alternative "A" Map designate large tracts in both McMinnville and Newberg as industrial parks. Related to general industrial land needs, the precise extent of these parks will be determined by the size and configuration of the tract in question, the location of abutting designated residential areas, and the presence of existing or proposed arterial highways. The concept of a band of high-standard industrial parks surrounding a core of lower-standard general industrial uses may be appropriate in certain areas of potential land-use conflict. The highest standards should be applied to those designated industrial areas which are visible from the designated residential areas north of Mountain View Drive in Newberg, from the proposed Highway 99W south by-pass around Newberg to Highway 219, from Highway 99W between Newberg and Dundee and surrounding residential areas, from Three-Mile Lane in the PUD Area, and from the designated residential areas along Riverside Drive and the existing residential area west of Lafayette Avenue and the Southern Pacific Railroad in McMinnville.

Performance characteristics relate to air pollution as evidenced by the emission of smoke, dust or odors from industrial processes, the operation of motorized equipment and movement of traffic over unpaved parking, loading or storage areas; to water pollution caused by storm drainage from rooftops and pavements and accidental trade waste discharges; and to noise pollution occasioned by general industrial activity, the operation of machinery, and automobile, truck and rail traffic movements. State and regional agencies have established certain standards governing air, water and noise pollution, however the unmeasurable and unmonitored aspect of some of these problems makes their regulation difficult if not impossible. The build-up in traffic generation and unusual hours of operation often present untenable regulatory and enforcement problems. Moderate performance standards can help to overcome many of these problems.

The visual impact of industrial development is also of frequent and vital concern to residents of surrounding areas and passing viewers alike. Such concerns include compacted and eroded soils, disrupted drainage patterns and denuded landscapes, disorderly building groupings, irregular height and bulk of buildings and ragged roof-line profiles, and stark, monolithic walls and



drab exterior finishes, as well as unscreened outdoor storage areas, parking lots and loading bays, and littered and unkempt premises. Specification and architectural design standards can alleviate most of these problems.

Performance standards relate to air, water and noise-pollution controls, as well as regulation of industrial activity to moderate or abate objectionable performance features. The standards and enforcement programs developed beyond present State regulatory measures will have to be worked out in cooperation with the industries themselves and the cities within which most of the industries are located. The standards set should deal with objectionable features of operation, but should not become unreasonable, oppressive or unenforceable. Specification standards include matters relating to site grading, excavation and filling, road layout, design and construction, and storm drainage. Zoning and architectural standards relate to the location, siting, height, bulk and exterior finish of buildings and structures, off-street parking and loading areas and landscaping, hardsurfacing and screening of outdoor storage areas, parking lots and loading areas, and general property upkeep. Industrial park development standards involve a sensitivity to all of the above considerations, however other industrial districts are sometimes notably lacking in such basics as proper site preparation. Reasonable standards should therefore be developed and applied to all categories of industrial land use.

That agricultural and mineral resource-oriented industry will be accommodated in areas close to the resources utilized, provided such uses are compatible with any nearby urban development, city water supply and sewerage are not required, and waste discharges constitute no threat to the environment.

This policy is intended to apply primarily to such uses as existing food-processing plants and potential future uses, such as wineries, where the high weight and bulk, low-value produce must be transported short distances in short time to processing plants. The major existing plants include two fairly large facilities along Highway 221 south of Dayton, and small plants at Yamhill and Sunnycrest. The possibility of a small winery in the Red Hills of Dundee may also be considered in the near future. Mineral aggregate extraction and first-stage processing, such as crushing, washing and screening at sand and gravel and quarry sites, though industrial in character and designated accordingly on the Plan Map, will likely be treated under zoning regulations as conditional uses in the basic open-space zones in which they are characteristically found. The reasoning here is to accord approval of such uses for the expected life of the resource extraction activity only and not to qualify such sites for a wider range of industrial uses. Related second-stage processing, such as asphalt-batching and cement manufacturing are considered as heavy-industrial uses in the Plan and will be so treated in the zoning ordinance.

That established industrial areas may be extended and new industrial areas designated by Plan amendment where development trends warrant such extension or designation and full urban services are extended into the area, if appropriate, and the extension or designation of land use and services is consistent with all other goals and policies of the Plan.

In keeping with this policy, the actual zoning of additional lands for industry in presently zoned or unzoned areas will be consistent with the current use of land and short-range future needs. In order to protect such Plan-designated industrial areas for possible future use, suitable holding zones reflective of the prevailing and present economic use of such lands will be applied. If a significant demand for an alternative urban use of any such lands should become apparent prior to a general Plan update, such alternative use may be endorsed by way of a Plan amendment. The expansion of Plan-designated and presently zoned industrial areas into residential areas will be reviewed in this context and according to established guidelines for zone change actions.

In conclusion, two concerns need to be stressed: prime industrial sites must be identified and protected and the unique location factors affecting all industrial development must be respected. Much prime industrial land designated on earlier comprehensive plans has been lost in certain communities through inappropriate zoning, inadequate servicing policies, and piecemeal land subdivision and partitioning. While the need to reserve adequate additional industrial land is most pressing in Newberg, this problem can occur in many of the small communities as well. Most industrial development has fairly demanding location, space and servicing requirements: an urban location, favorable soil conditions and drainage; good highway and possibly rail access; available gas, power, water supply and sewerage facilities at attractive rates, and compatible surroundings. Few areas of the County offer all of these attractions and those which do must be designated on community plans and zoned accordingly, the only reservation being that such land allocations be commensurate with the community's real development prospects and its evolving goals and policies for future growth and change.

CHAPTER VII

TRANSPORTATION AND COMMUNICATIONS

An adequate transportation system is an important ingredient in achieving all the goals of this Plan. Because a high priority is placed on mobility, and because a specialized economy requires the efficient movement of people and goods, large commitments in money and land have been made to provide transportation which is fast, efficient and safe.

The present system is heavily dominated by roads, reflecting a dependence on automobiles and trucks. But the willingness to make additional large commitments to this pattern of transportation is being tempered by a growing awareness of its increasing costs. Commuting to work in Portland and Salem has been made almost convenient for residents of the northeast and southern parts of the County, and is at least a possibility for all Yamhill County residents. This situation has attracted large numbers of people to this County, particularly in the northeast sector, and this in turn has meant that there has been pressure to convert farm and forest lands to urban uses, particularly residential uses. The fact that improved transportation routes attract people who wish to live here but work elsewhere has meant an increasing tax burden for local residents. Improved transportation of goods may increase the likelihood of industries locating here and thereby relieve some of this tax burden, but there are those who argue that improvements which attract industry will ultimately create excessive population pressures.

Increasing concerns over conservation of our natural resources have underscored additional costs of the present transportation system, for it is now apparent that systems which encourage heavy reliance on the automobile also encourage energy waste, air pollution, and the consumption of large amounts of land. While existing traffic-carrying and safety problems on our roads cannot await further analysis and must be solved as soon as possible, new elements of the transportation system must be considered in terms of the amount and type of growth they will generate and the impact they will have on the land, air and energy resources. Possibilities of improved mass transit, including bus and rail service to move both goods and people, should be explored. The role of the McMinnville Municipal Airport as part of the Portland regional air transportation system and its potential as a terminal for air cargo should be recognized. Attractive and convenient paths for pedestrians and bicyclists could be integrated into the open-space net and provide a useful transportation function as well.

Other elements of transportation and communication which must be included in a comprehensive system are communication facilities, such as microwave, radio and television transmitter facilities, and telephone lines and installations; and facilities for the transfer of energy. The location of such facilities

ties should reflect consideration for their impact on farm and forest lands, their interference with urban development patterns, and the visual effect they create.

Whatever the optimum design of the transportation system may include, it cannot be achieved at the local level alone. Travelers pass through Yamhill County on their way to and from all directions. Cooperation on a regional, State and Federal level is a must if a sound transportation system is to be developed.

It is therefore the goal of Yamhill County:

To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, mass transit and air, to serve the needs of existing and projected urban and rural development within the County, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the differences in the economic and social costs of the various modes of transportation.

Toward these ends, the following policy is adopted:

That Yamhill County will cooperate and establish close liaison with the State Department of Transportation, the cities of the County, the Tri-County Metropolitan Transportation District of Oregon (Tri-Met), the Southern Pacific Railroad, the Federal Aviation Administration, private utility companies operating in the County and the Federal Communications Commission in respect to matters relating to the location, design and programming of roads, railroads, mass transit facilities, airports, transmission lines, pipelines, energy corridors and communications facilities to guide and accommodate the emerging development patterns of the County.

Each of these public-service agencies has responsibility for specific services and facilities having direct impact on the emerging development pattern of the County and the surrounding region. Close coordination in the provision of these services is therefore very important to ensure that location decisions and the timing of all improvements are integrated to provide a balanced transportation and communication system.

Roads

A number of problems and needs has already been touched upon in the section on roads in Chapter III. The road network requires a coordinated approach in providing regional and local ground transportation. In order to provide an efficient, safe, convenient and economical road system, a classification of all roads according to function must first be established, with suitable

standards, recognizing present traffic loadings and traffic desire lines.⁵⁹ Towards this end, the following policy is adopted:

That Yamhill County will, in cooperation with the State Highway Division and the cities of the County, establish by ordinance a road classification system in accordance with mutually accepted engineering standards and practice, and designate all existing and proposed roads in the County in particular classifications, with the expressed purpose of serving the urban and rural development needs of the County and the transportation needs of the region and the State.

A tentative functional classification of existing roads in Yamhill County has been made according to present traffic-carrying characteristics, including consideration of right-of-way and road width, surfacing and geometric design, and records of average daily traffic volumes (ADT). The roads of the County are thus classified initially as major arterial, minor arterial, collector and local, as show on the Plan Map. Bearing in mind the range of traffic volumes in the County at the present time, the main Highway 99W-18 axis cutting diagonally across the County is the only road classified as a major arterial. This facility ranges from 60 to 120 feet or more in right-of-way width, has varying two- and four-lane pavements, both divided and undivided, and 1972 ADT volumes in the rural areas ranging from 3,650 on Highway 18 at the Polk County boundary to a peak of 13,100 on Highway 99W at the foot of Rex Hill.⁶⁰ Major accident hazard points occur on 99W at the north city limits of Dundee where two lanes of southbound traffic converge at County Road 74, on 18 (Three-Mile Lane) at the McMinnville Interchange and at Gopher Valley junction.

Minor arterials include most of the remaining State highways (18 Business, 22, 47, 219, 221 and 240), as well as certain heavily traveled County roads, such as the West Side Road from McMinnville to Carlton. The right-of-way width

⁵⁹A complete transportation study would include an origin-destination (O-D) survey to determine traffic desire lines, however at this time only traffic volume data are available. See *Traffic Volume Tables for 1972* (Salem: Oregon State Highway Division, 1973).

⁶⁰Maximum ADT volumes for 1972 are on 99W in downtown Newberg, 18,000, and at the Baker Street intersection in McMinnville, 13,200. With maximum daily volumes up to 1.4 times the average, peak ADT figures in these locations approximate 25,000 and 18,000 respectively. For comparison, the ADT figure at the foot of Rex Hill is about one-half of the ADT volume on Interstate 5 at the Woodburn Interchange, and had increased nearly 50 percent from 1967 to 1972, reflecting both a heavy increase in commuting as well as some increase in tourist traffic. Peak traffic volume on Highway 18 between the Dayton junction and Highway 101 is at Valley Junction in Polk County where 7,200 ADT volume was reached in 1972. The recorded maximum daily volume of 2.5 times the average at this point, or 18,000 ADT, is by far the heaviest traffic carried by any State highway connecting the Willamette Valley with the Coast.

of these roads ranges from 40 to 60 feet or more, while traffic volumes generally range from 1,000 to 5,000 ADT. Highway 47 varies from about 2,000 ADT at Gaston to 3,000 at the junction with 99W; the parallel West Side Road increases from 1,550 ADT at the westerly boundary of Carlton to 2,300 at the McMinnville city limits. A similar pattern exists on 99W south of McMinnville where a volume of 2,000 ADT at the Polk County boundary increases to 3,600 between the Bayou Golf Course and McMinnville. Highway 221 and the McMinnville-Hopewell road carry only 1,000 to 1,500 ADT south to Maud Williamson State Park, increasing to 2,000 at the Polk County boundary⁶¹, illustrating the moderate commuter ties between McMinnville and Salem. Highway 240 leading east from Yamhill recorded a 940 ADT volume at the east city limits, declining to 520 at the Carlton-Chehalem Road, but rising again to 1,800 just west of Sunnycrest Road, and 4,450 just north of Hancock Street in Newberg. This would suggest that the great bulk of the traffic using Highway 240 to gain access to 99W leading east from Newberg originates within the lower Chehalem Valley, illustrating the possible need to ventilate traffic by way of a by-pass from the foot of Rex Hill to the north around Newberg to tie in with 240. Highway 219 (North College Street) carries considerable local traffic in the section south of Bell Road, but changes its classification north of Bell Road in declining to only a 700 ADT volume at the Washington County boundary. To the south of Newberg, Highway 219 records 2,100 ADT at the Willamette River bridge crossing. The old Sheridan-Willamina highway, known as 18 Business, carries volumes of 3,000 to 4,750 vehicles a day, with a high component of log truck traffic. This section of highway has two particularly hazardous points, one at the junction of Rock Creek Road where the latter intersects on the inside of a curve, and the other at the Rock Creek bridge crossing, both of which locations have very short sight distances.

Collector roads, classified as major or minor, are all the lesser roads serving primarily a through-traffic function, although access to abutting properties is also a major function, as it is with all but the limited-access major arterials. Right-of-way widths are 40 to 60 feet and ADT volumes are in the range of 250 to 1,000. Such roads include Highway 153, the Bellevue-Amity Road on to the junction with the Lafayette-Hopewell Road; Highway 219 north of Bell Road to the Washington County boundary; and Highway 233 from 99W to Dayton. Several County roads are also collector roads, such as the Wapato-Newberg (North Valley) Road; the Mineral Springs Road and Marr Road, leading north from Lafayette; Meadow Lake Road and West Side Road, leading west and north, respectively, from their junction west of Carlton; and Wilsonville Road, leading east from Highway 219 southeast of Newberg. All other roads serving the basic access function are classified as local.

Of the entire County road system, some 307 miles are paved, 370 miles are gravelled and less than 12 miles are neither gravelled nor otherwise improved. All of the State highways are paved. Highways 18, 47 and 99W are Federal-aid primary routes (FAP); all other State highways, as well as 55 miles of the County road system, are Federal-aid secondary (FAS), meaning they were constructed primarily with Federal funds.

⁶¹This figure increases to only 2,900 ADT at the northwesterly city limits of Salem, or less than one-quarter of the volume on 99W at the foot of Rex Hill. It also accounts for only about eight percent of the 35,700 ADT volume for 1972 on the two Salem bridge crossings of the Willamette River.

Significantly, few projected road patterns have been shown on the Plan Map. This is due to a number of factors: the historically low level of state highway expenditures in Yamhill County; the current low priorities assigned by the State Highway Division to the identified needed improvements in the County as part of the State highway system; the lack of an adopted regional transportation plan—a plan which might commit the State more deeply; and the very limited financial capacity of the County and its member cities to embark on new construction without massive Federal or State aid.

In the absence of a sophisticated transportation planning process, the urban growth, economic development and environmental goals and policies of the Plan, coupled with State and local review of recommended improvements in the County road network in recent years, must form the basis for establishing principles and priorities at this time. The first articulation of countywide improvement needs occurred in 1968 with the preparation and adoption of the *1985 Preliminary General Plan for Northeast Yamhill County* and in 1969 with the *1985 Preliminary General Plan for South Central Yamhill County*.⁶² Since that time the State Highway Division has run some cost estimates and established general priorities on some of the recommended improvements for those sections of the State highway network shown on the Plans. In addition, considerable local review of these and other identified problems and project proposals has taken place. In light of the current need to cut through the many recommended priorities and establish the most important needs, Yamhill County adopts a further policy:

That Yamhill County will, in cooperation with the State Highway Division and the cities of the County, seek to establish a comprehensive list of recommended road improvements throughout the County, establish a suitable review mechanism for arriving at and amending priorities on a continuing basis, and work towards the creation of an ongoing capital-improvement program closely coordinated with all agencies of government responsible for road location, construction and finance.

Coupled with this process is the need to establish an effective regional transportation planning process based on sound research of present and projected needs. Recognizing that current needs must be addressed as soon as possible, Yamhill County will nevertheless pursue the following additional policy:

That Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other County or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our County and regional road network.

⁶² Bureau of Governmental Research and Service, Eugene.

The dominant feature of the road network on the Plan Map is the Highway 99W-18 major arterial crossing the County. As noted, this is a multi-purpose facility with varying design standards. It serves local and inter-city traffic, commuter traffic oriented to the Portland metropolitan area, and tourist and weekend vacation traffic between Portland and the Coast, as well as providing direct access to abutting properties throughout much of its length. In August, 1973, a meeting of Yamhill County Mayors and the Board of Commissioners was convened to discuss the traffic-carrying function and safety characteristics of Highway 99W-18, and a resolution was adopted and conveyed to the State Highway Division which "recognized the need for the widening and improving of Highways 99W and 18 from Newberg to Grand Ronde to a four-lane highway, with the ultimate objective that eventually there will be the construction of a complete new by-pass of the cities of the County." Following the acute gasoline shortage of January through April, 1974, the same group took further initiatives to explore the feasibility of mass transit service by over-the-road vehicles or rail connecting all of the cities along 99W-18 from Sheridan and Willamina to Newberg with the Portland area. An extension of such service on to the Coast to serve tourist traffic has also been discussed, but does not now seem feasible.

In response to the primary need to upgrade Highway 99W-18, the Plan provides first for a major new south by-pass around Newberg, beginning at the foot of Rex Hill and re-entering at County Road 79 south of Dundee. The State Highway Division in 1973 furnished a cost estimate of \$10.4 million for a 6.5-mile, four-lane facility following the approximate alignment from a point west of Springbrook Road in Newberg to the Dayton junction on Highway 18. Such a facility would preclude the necessity for construction of a 1.9-mile, one-way couplet in Dundee at an estimated cost of \$1.2 million. The latter proposal was shown as a possibility in the *Dundee 1985 Comprehensive Land Use Plan* of 1969,⁶³ but has since been discounted in favor of the by-pass facility. No other improvements of this magnitude are shown on the Plan Map, because many residents are not eager to improve commuter access to Portland and invite greater growth pressure. In Lafayette, the *General Land-Use Plan* of 1971 depicts a one-way couplet with eastbound traffic being diverted southerly on an alignment one block south of, and parallel to, Highway 99W, skirting the small central commercial area of that community. This does not appear to be a plausible proposal in the near future, however, owing to the relatively low traffic volumes currently being recorded.

In 1973, the State Legislature authorized the Transportation Commission to sell \$150 million in highway-improvement bonds, of which the first \$25 million is currently being sold. Following this authorization, priorities for nearly \$3 million in engineering, right-of-way acquisition and new construction over the next five or six years were established and tentatively approved for Yamhill County by way of a coordination and review procedure agreed to through the Mid-Willamette Valley Council of Governments for State Administrative District III. The first priority now committed to construction by July 1, 1975, is a new four-lane bridge crossing of Chehalem Creek at Newberg at an estimated cost of \$1.4 million. This facility will be integrated with the new Hancock-First Street one-way couplet now under construction and, together with the four-

⁶³Bureau of Governmental Research and Service, Eugene.

lane divided section of Highway 99W extending southwesterly to the northerly boundary of Dundee, will provide temporary relief for that section of 99W now carrying in excess of 10,000 ADT.

Other priority improvements along Highway 99W-18 under this program include engineering, right-of-way acquisition and initial construction to four lanes of the Three-Mile Lane section of Highway 18 in McMinnville. This facility will also serve the area designated on the Plan Map as a planned-unit development area,⁶⁴ requiring purchase of access rights and/or creation of service roads as the area develops. Minor improvements oriented more to safety and convenience than carrying capacity will include a new pavement overlay for 99W through McMinnville and paving of highway shoulders on 99W south of the South Yamhill River to Amity and along the full length of Highway 18 between McMinnville and the junction with 18 Business west of Gopher Valley junction. Although located in Polk County, the improvement of a 1.2-mile section of Highway 18 at Valley Junction at an estimated cost of \$1.3 million was also rated as a high priority need by Yamhill County.

Significantly, all of the priorities established were selected from a list of recommended projects furnished by the State Highway Division, none of which included any major new alignments recommended in any of the local comprehensive plans prepared and adopted in Yamhill County over the last ten years. While the amount of money available under this program is small and will allow only remedial improvements in existing alignments, full consideration must be given in the future by all agencies of government to the circulation elements of local comprehensive plans if such plans are to enjoy any credibility.

The tourist and commuter-carrying demands on Highway 99W-18 and the need to provide improved access to the north Marion County corridor and Interstate 5 for conveying farm produce to processing plants and facilitating commuter access to job markets resulted in a 1967 feasibility study of a new bridge crossing of the Willamette River.⁶⁵ Three possible locations were identified in that study and are shown on Plate 10: Carey Bend, Lambert Bend and Wheatland Ferry. The projected vehicle loadings on such a facility, with the Wheatland Ferry phased out, were 1,600 ADT by 1980 and 2,000 to 3,000 by 1990. The Ferry recorded a 1971 ADT of 446, its practical maximum. The study recommended a location at Lambert Bend at a 1968 estimated cost of \$3.4 million for a 1.9-mile, two-lane facility including overflow structure, embankment and bridge only. A three-mile connecting access road in Yamhill County to Highway 18 near Airport Road would add \$1.7 million, while a 5.8-mile Marion County access to Interstate 5 would cost a further \$2.7 million according to State Highway Division estimates, for a total project cost of \$7.8 million. Current estimates place the overflow structure, embankment and bridge alone in excess of \$6 million.

⁶⁴An alternative to upgrading this facility proposed by the McMinnville Planning Advisory Committee was to re-route Highway 18 south of the McMinnville Municipal Airport, follow Highway 233 and cross the South Yamhill River at a point west of Whiteson or Amity.

⁶⁵*Planning and Feasibility Study, Willamette River Bridge* (Portland: Cornell, Howland, Hayes, Merryfield (CH₂M) Hill, Inc., 1967).

While the voters of each County in 1968 authorized the sale of \$875,000 in bonds to finance their respective shares of the cost of a bridge crossing, some confusion surrounded the matter of a precise location for the bridge. Following a lengthy controversy between the two counties regarding an optimum location, Court action relative to an alleged increased flood hazard to Grand Island created by the construction of such a facility, delays in the sale of bonds, and a 1971 request for an environmental impact study,⁶⁶ no action has been taken to date to initiate construction. At this time, a \$1.6 million Federal Economic Development Administration grant has been reserved for construction of this facility. The State Highway Division has not established any clear priority as to its need, nor committed any State funds to the construction of connecting roads between Highway 18 and 221 or the St. Paul-Fairfield road and Interstate 5, as was discussed in the original proposal, although it is understood that Marion County could finance that County's connecting access to Interstate 5.

In the course of preparation of the Plan, strong representation was made to locate a bridge crossing at the site of the Wheatland Ferry, although no commitment on priority or timing has been made and no engineering work or cost estimates have been done. At Wheatland a major conflict would occur with the proposed new Lone Tree Bar State Park which will include several hundred acres on both sides of the River.

Perhaps the most important considerations in determining future crossings of the Willamette River are the matters of function and cost-effectiveness and the County's basic goals relative to urban growth, economic development and environmental quality. The original study was an engineering feasibility study only; undoubtedly any of several crossings of the River are feasible in terms of the physical barriers to be overcome. A location at Carey Bend or Lambert Bend would unquestionably offer relief to an already overloaded Highway 99W through Tigard and Newberg, as well as provide good access to Interstate 5 and the Woodburn area. A Wheatland location would eliminate the old ferry, which now costs the two counties about \$56,000 a year to operate. It would also provide much better access to the job markets and food-processing plants in the Salem area and eliminate any threat of flooding to Grand Island. At Wheatland, approach roads on both sides of the River are already constructed for the most part, although substantial upgrading would be required. By contrast, with a modest 100-foot right-of-way, a location at Carey Bend or Lambert Bend would consume 100 acres or more of highly productive farm land in the two counties. Of overriding importance, though, is the net impact on the growth and livability of Yamhill County. Improved access to the County, as well as to other parts of the region, will inevitably accelerate urbanization and industrialization. Need for an additional bridge crossing of the Willamette River should be tempered by the values and goals of present residents regarding the County's prospective function as an enlarged bedroom community to the Portland and Salem metropolitan areas.⁶⁷ With needed improved access

⁶⁶*Draft Environmental Impact Statement for the Lambert Bend Bridge* (Seattle: Daniel, Mann, Johnson and Mendenhall (DMJM), 1973).

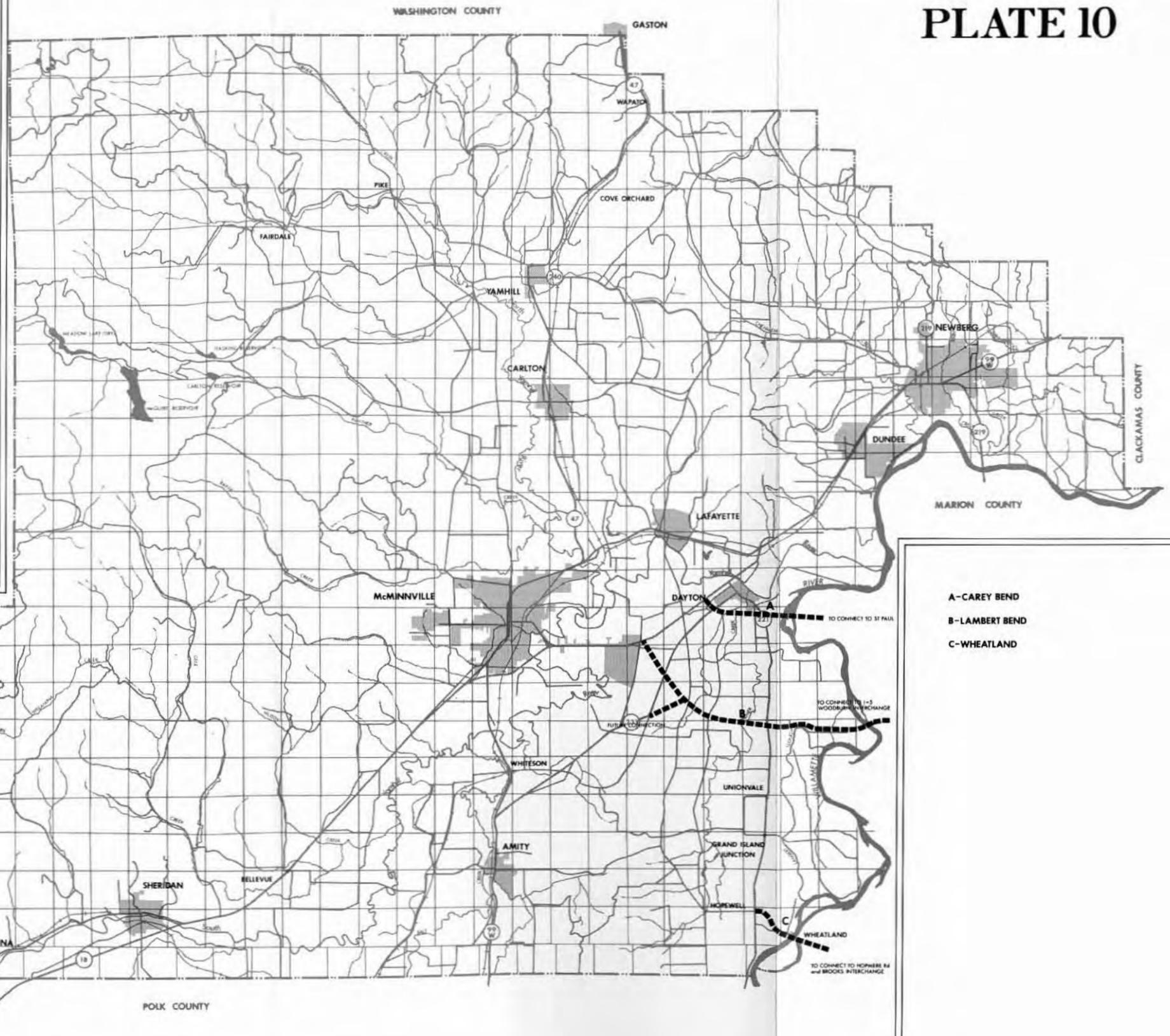
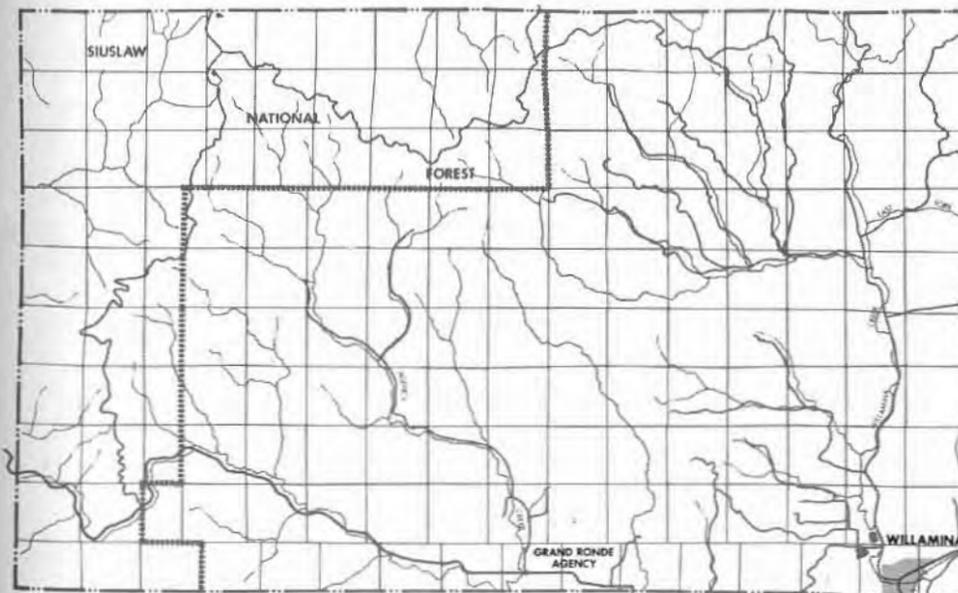
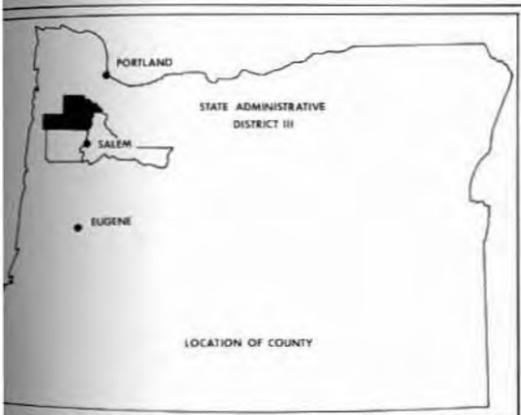
⁶⁷It is interesting to note that the R/UDAT report recommended "that McMinnville stay out of any regional transportation system that would tie it in with Portland or Salem, for it would be the surest way to lose its identity." p. 59.

PROPOSED BRIDGE SITES

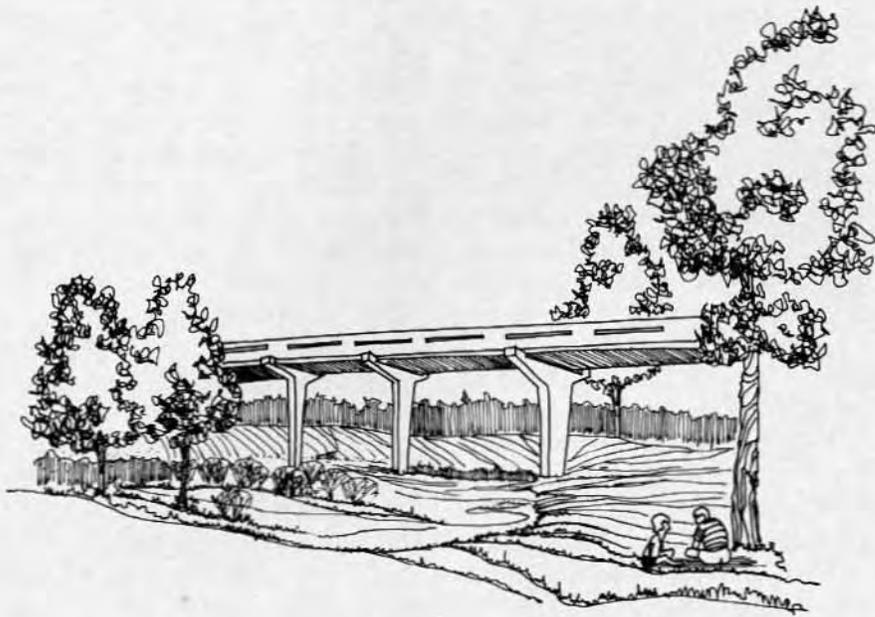
YAMHILL COUNTY, OREGON

YAMHILL COUNTY
DEPARTMENT OF PLANNING AND DEVELOPMENT

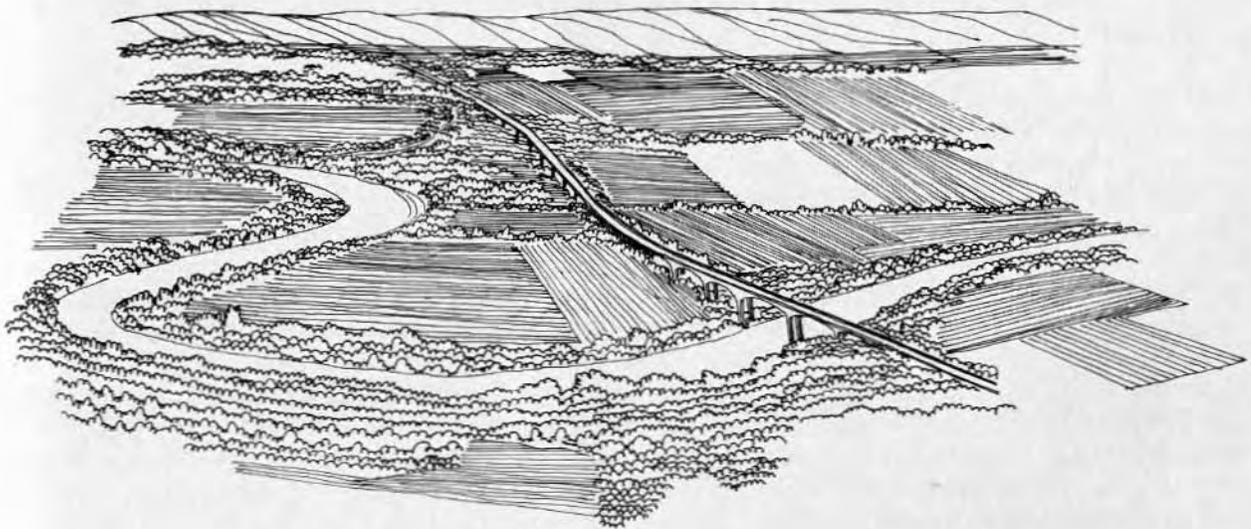
PLATE 10



- A-CAREY BEND
- B-LAMBERT BEND
- C-WHEATLAND



A BRIDGE ACROSS THE WILLAMETTE?



to and through the County, a conflict in goals becomes increasingly apparent.

The minor arterial and collector road network portrayed on the Plan Map reflects basically the existing function of such roads, however a number of significant improvements are provided by the Plan. The heavy flow of traffic on the radial routes, Highways 219 and 240, leading into Newberg from the north and northwest, respectively, with virtually no ring road connection across the north side of the community to provide more direct access to 99W leading north-east to Portland, suggests a need for a minor arterial by-pass along the approximate alignment of Mountain View Drive. The latter road now functions only as a collector, with a 1972 ADT volume ranging from 300 to 450. The 1,800 ADT figure for Highway 240 at Sunnycrest Road and the 1,940 ADT for Highway 219 at Bell Road suggest that a direct minor arterial access from the foot of Rex Hill to Highway 219 might result in at least a doubling of traffic on that route, while a full by-pass through to Highway 240 could result in a four- to six-fold increase. A further convenience offered by a minor arterial access or by-pass for traffic between Highways 99W and 219-240 would be to provide improved access to, and egress from, the A-dec industrial park, although Springbrook Road and Crestview Drive as projected now satisfy that need fairly well.

Local public protest to a complete by-pass in this area has been expressed, reflecting a fear of increased traffic congestion and hazards, noise and air pollution, and an added stimulus to industrial development. In view of this protest and a reluctance to decrease commuting time between Portland and the Carlton and Yamhill areas, the Plan provides only for an arterial access terminating at Highway 219. In addition, limitations on industrial traffic to that section of the arterial east of Hess Creek and west of Springbrook Road are recommended. Other minor arterial improvements in the Newberg area include the widening and upgrading of Springbrook Road between Wilsonville Road and Mountain View Drive, and a relocated intersection of Highway 219 and 99W in line with Villa Road.

Elsewhere in the County, minor arterial improvements are called for at several points along the McMinnville-Hopewell road. A relocated intersection with Highway 18 east of Airport Road completely free of the Airport clear zone is needed, as is a safer and more convenient curvilinear alignment at the intersection with Highway 233 and the Lafayette-Hopewell road. In Amity, a new easterly by-pass of the entire community is proposed in keeping with the provisions of that city's Plan of 1971. Finally, the upgrading of several other road sections is recommended. Along 18 Business between Sheridan and Willamina, a longer-radius curve at the intersection with Rock Creek Road, realignment and replacement of the Rock Creek bridge, and improved alignment of the railroad crossing near Houser Road are recommended. The Rock Creek crossing has already been established as a priority item in the special State highway-improvement, bond-financing program mentioned above and should be undertaken within five years.

The 1985 *Preliminary General Plan for Northeast Yamhill County* depicted a realigned Highway 47. The suggested route was intended to by-pass Yamhill and Carlton to the east and extend beyond the intersection with Highway 99W across the Yamhill River to a proposed new interchange at Highway 18 in line with an access road to the proposed Lambert Bend crossing of the Willamette River. The by-pass of Yamhill and Carlton was discounted as a duplication of an already reasonably adequate highway, while it is considered that the extension south

would not be seriously contemplated unless the Willamette River crossing becomes a reality.

Collector road improvements envisaged by the Plan include the upgrading, local realignment and widening of Bell Road from Highway 219 to 99W in Washington County; Villa Road in Newberg from 99W to the proposed north arterial access (Mountain View Drive); and County Road 47 from Wynooski Street in Newberg to Highway 219. In the Carlton and Yamhill area, West Side Road is projected along the old Carlton-Pike logging railroad right-of-way, with a longer-radius curve provided at the intersection with County Road 244 west of Yamhill and a proposed by-pass connection northwest of Yamhill to tie in with Highway 47 north of the Yamhill-Carlton Union High School site. In McMinnville, new industrial collectors are provided for in the large industrial park adjacent to Lafayette Avenue and Riverside Drive. While not indicated on the Plan Map, the possibility of improved access between that industrial area and Highway 18 should also be explored. Residential collector ring roads are also projected around the northerly and westerly periphery of McMinnville, with cross-tie radial roads along extensions of Wallace Road and North Evans Street. In Sheridan, a north cross-town collector offset about one-quarter mile north of, and parallel to, 18 Business is proposed, extending from County Road 420 west to Rock Creek Road and a relocated Rodeo Grounds. This recommendation has been under study for some time. Collector accesses involving Jefferson Street extended from Bridge Street to Sheridan Road, and Clark Street extended south and east parallel to Highway 18 to serve a designated light-industrial area, are also proposed. In Willamina, an industrial by-pass route is recommended to extend from the "E" Street intersection with 18 Business southerly across the Southern Pacific Railroad, parallel that right-of-way on the east to serve the designated heavy industrial area adjacent to the South Yamhill River, and tie back into 18 Business near the south city limits.

All classes of road from major arterials to locals serve an access function. Although reference has been made to the need for access control along at least the two major arterial sections in the County, full access control now exists only along that section of Highway 18 west from the McMinnville Interchange to the merging lanes west of the Highway 99W underpass. Partial access control exists on many other sections of Highways 99W, 18, and that section of Highway 219 southeast of Newberg to the Willamette River. However, unrestricted turning movements on and off these highways, with no provision anywhere for the creation of service roads or acceleration and deceleration lanes to serve abutting land uses, and the lack of adequate left-turn refuges at a number of critical points, still create traffic hazards. Cooperation between Yamhill County and the State Highway Division is needed to better serve programmed urban development as provided by the Plan, while preventing compromises elsewhere in the massive public investments already made and yet to be made in the arterial highway system.

In order to realize the fulfillment of all of the projected new alignments provided by the Plan, measures will have to be taken to ensure that buildings and structures are not located in future rights-of-way. The Plan calls for a cooperative effort in firming up the various project proposals in the manner prescribed by previous policy statements and proceeding to carry out ground location surveys to establish precise alignments for designation and ultimate acquisition. A further policy is therefore adopted:

That Yamhill County will establish by ordinance, in cooperation with the State Highway Division, the cities of the County and private landowners, official maps showing projected new road locations in the manner prescribed by ORS 215.110(1)(b), and will include consideration of the needs and costs of preliminary engineering, right-of-way acquisition and access control, as well as construction, in any future setting, of project priorities and capital-improvement programming.

As prescribed by the Statute, preservation of the integrity of the official maps will be assured by controls over construction, by making the official maps part of County deed records, and by other necessary action which will not violate private property rights.

Any road system, to be of maximum benefit to its users, must have a logical naming and numbering system which should be coordinated reasonably well with the cities of the County and adjoining counties. The present naming and numbering systems of the County and its member cities represent a crazy-quilt pattern of alphabetical naming and sequential numbering or no system at all, and no two systems are related. A further policy is therefore adopted:

That Yamhill County will establish by ordinance, in cooperation with the State Highway Division, the cities of the County, adjoining counties, the U.S. Postal Service and all affected special-purpose districts, including fire protection districts, a system for naming all public roads and numbering property as prescribed by ORS 215.110(1)(c), and in so doing will give full consideration to the costs, benefits and timeliness of such action.

A system for naming roads and numbering property is a major task which will necessarily have to be undertaken in stages. Full cooperation with all agencies having an interest in such action is also vital, particularly those agencies of local government involved with police and fire protection, civil defense and emergency services, and the postal service.

A final consideration is the concept of amenity, which goes beyond the basic criteria of efficiency, safety, convenience and economy in our circulation system. The view from the road featuring the remarkable beauty of the rural landscapes of Yamhill County must be maintained for all to enjoy. These are assets which have been rapidly diminishing in our neighboring metropolitan counties, yet Yamhill County is relatively untouched. The prospect of the verdant Valley spread out before the motorist on entering the County over Rex Hill and the view of green pastures, grain fields, row crops and orchards, with mountain backdrops along Highways 99W, 18, 47 and 221, to name a few, are assets which must not be compromised.

During the 1960s, the State Legislature enacted the *Scenic Areas Act (ORS Chapter 377)*, which provides for the designation of scenic areas by order of the State Scenic Area Board. In such designated areas, signs which are visible from public highways are closely regulated, as are junkyards unless they are adequate-

ly screened or located within a zoned industrial area. Provisions are also made for the removal of non-conforming signs within a maximum seven-year period in any designated scenic area. The procedures established for petitioning the Board, holding hearings, reviewing and considering testimony and issuing orders are spelled out in *ORS Chapter 183*. In view of the unique natural beauty and esthetic features of the views from several of the State highways within Yamhill County and the need to preserve these assets, a further policy is adopted:

That Yamhill County will appoint a committee of interested citizens at an early date to study all State highways within the County and inventory and evaluate the esthetic features of the views from such highways, consider the eligibility of specific sections for designation as scenic areas under the provisions of the Scenic Areas Act, and make appropriate recommendations to the Planning Commission and Board of Commissioners in respect to a petition to the Scenic Area Board to hold hearings on the possible designation of scenic areas within Yamhill County.

It is vital to point out the sensitive nature of making determinations on the esthetic quality of land uses, as well as the need to respect private property rights and existing investments therein. It is also important that the true measure of public interest and concern in protecting the unique scenic resources of the County be articulated and given effect in a modest regulatory program, at the same time preserving basic freedoms and choices in the use of property. Specific concerns regarding the esthetic quality and blighting influences of roadside development have been recorded in Chapter VI and will be addressed again in Chapter IX and X.

Rail Transport

Rail passenger service in Yamhill County was effectively terminated in 1929, and for many years the use of rail to move freight declined as the more flexible trucking industry captured an increasing share of the market. In recent years, however, concern for energy conservation has stimulated a renewed interest in rail. A national study based on 1970 figures and published by Oak Ridge National Laboratory⁶⁸ indicated that trucks carried 19 percent of inter-city traffic and consumed 48 percent of the transportation energy, while railroads carried 35 percent of the freight and consumed 21 percent of the transportation energy. Because rail is comparatively efficient in energy use and because recent gasoline shortages and high prices have underscored the potential long-term energy shortage, most new industries or industries seeking new locations are looking for sites served by rail, even if they might not have

⁶⁸ Eric Hirst, *Energy Intensiveness of Passenger and Freight Transport Modes: 1950-1970* (Oak Ridge, Tennessee: 1973), p.20.

immediate plans to use rail. Many industries in Yamhill County which have access to rail now use trucks to haul cargo, but could well change to rail in the future.

Spokesmen for the Southern Pacific Railroad, which serves Yamhill County, say that government and industry forecasts indicate that by the 1990s total freight loads carried by rail are expected to double throughout the nation if the railroads do no more than maintain their present share of the freight market; and energy conservation and environmental factors indicate that railroads will be called upon to provide a substantially greater share of the total transportation service in the future. Southern Pacific does not anticipate that any new main lines will have to be opened to accommodate the increased traffic; upgrading of present facilities should be sufficient to meet the expected demand. An additional advantage to increased reliance on rail would be that substantially more freight could be moved without consuming additional land.

Utilization of rail occurs primarily by industrial users receiving raw materials and distributing finished products. The branch lines serving Yamhill County are owned by the Southern Pacific Railroad; the drill lines running into industrial areas are generally paid for by the land developer, sometimes with a payback arrangement by the Railroad; and the spur lines running to the individual industries are owned by the industries. The considerable costs to developers incurred in building drill lines severely limits the distance which industries can be located from branch lines and still make use of rail.

Yamhill County therefore adopts the following policy:

That within urban areas and in specialized rural areas where industrial development is appropriate, proximity to rail will be an important factor in designating those lands to be used for industrial development.

The Plan Map designates a number of light and heavy industrial areas, most of which are concentrated in the cities. Rail serves all cities within the County, except Dayton, and most urban industrial designations have access to rail. Important existing and potential industrial sites in unincorporated areas are served by rail as well, such as the forest-products companies between Sheridan and Willamina on Highway 18 Business. However, most of the areas shown for industrial use have considerable development already, and of those having room for substantial new development, only the A-dec industrial area in Newberg has access to rail. This could become a very important industrial area if rail assumes the larger role that is anticipated. The designation of industrial areas north and south of Highway 99W between Newberg and Dundee on Plan Alternative "A" was also influenced by the presence of rail.

Encouraging the use of rail by industry does not reflect any intent that all areas served by rail are appropriate for industrial use. To allow rail service to determine industrial use would be to open up a frontage of 50 miles or more throughout the County to industrial development, and to allow a land development pattern contrary to the goals and policies of the Plan, including those for urban growth, agriculture, open space, and industry. Rail and all other services should serve appropriate land uses, not dictate them. Yamhill County therefore adopts the following additional policy:

That access to rail alone will not determine the appropriateness of land for industrial development, but will be considered as an additional asset to industrial development where a particular site conforms to the goals and policies for development expressed throughout the Plan.

Pressures to allow industrial development along the railroad are compounded if highway access is available. Such a combination exists along Highway 99W southwest of Newberg to McMinnville and south of the South Yamhill River to the County boundary, and along Highway 18 Business between Sheridan and Willamina. The latter, especially, now stands as an example of the blight which can occur with no land-use controls in such an area. A mixture of commercial, industrial, residential and agricultural uses exists between the highway and the railroad. The presence of industry and the noise, traffic and pollution it generates preclude any investment in high-quality development, with the result that much of the housing along the strip is deteriorated. The effect of this mixed development pattern is to create an unsightly sprawl characterized by considerable vacant land which is ill-suited for nearly any type of development. With proper land-use controls, rail can be used to serve industrial development where it is appropriate and not in conflict with other uses, as in the industrial area east of Lafayette Avenue in McMinnville; and lands which have high value for open space, agriculture, or other non-industrial uses can be preserved for those uses even if rail is accessible.

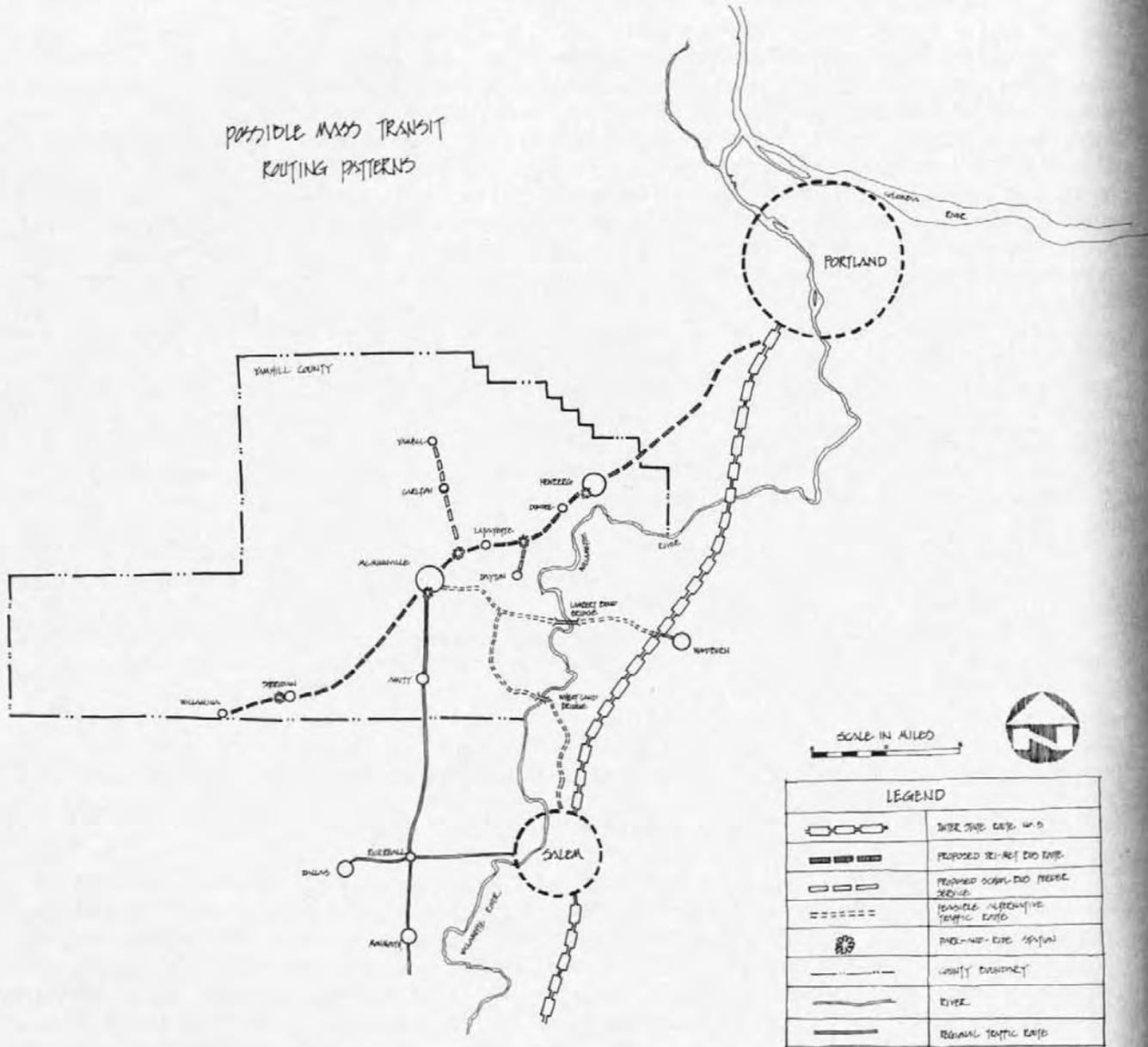
Mass Transit

From December, 1973, through April, 1974, gasoline supplies in Oregon were short and prices jumped, many independent gasoline stations closed, long lines formed during the limited hours of operation at the stations remaining open, and finally a statewide rationing plan was instituted. In parts of Yamhill County the shortage was especially acute, and many residents responded by severely cutting back the use of their automobiles and calling for safe, efficient mass transportation to provide them with mobility without consuming the energy needed for individually operated automobiles.

Gasoline supplies have temporarily at least returned to their normal level, and while prices remain high, it appears that most Oregonians have returned to former patterns of gasoline consumption, and interest in mass transit has waned. Looking to the future, predictions indicate that a long-term national and international shortage of petroleum and other sources of energy is very real, and that although promising new sources of energy are being explored, farsighted efforts to reduce energy consumption are essential if a crisis is to be avoided. Additionally it must not be forgotten that heavy reliance on the automobile has created safety hazards, caused air pollution, and required the consumption of large amounts of land. For these reasons, the following policy for mass transit is adopted:

That Yamhill County will, in cooperation with the cities of the County, and in consultation with the Mid-Willamette Valley Council of Governments, the State Mass Transit Division, the Public Utility Commissioner, and private companies providing transit services, make a comprehensive

POSSIBLE MASS TRANSIT
ROUTING PATTERNS



LEGEND	
	INTER-CITY ROUTE
	PROPOSED IN-CITY ROUTE
	PROPOSED LOCAL-TO-LOCAL ROUTE
	POSSIBLE ALTERNATIVE LOCAL ROUTE
	RAIL-TO-RAIL STATION
	COUNTY BOUNDARY
	RIVER
	REGIONAL TRAFFIC ROUTE

study of mass transit possibilities, including bus and rail, and if economically feasible, will seek such services as are found to be safe, efficient and convenient in serving the transportation needs of the residents of the County.

Because the bulk of long-distance travel by Yamhill County residents occurs in commuting to work in Portland and Salem, mass transit which is frequent and flexible enough to serve commuter needs would go a long way toward reducing dependence on the automobile in the County. Shopping and entertainment opportunities also attract many Yamhill County residents to the metropolitan areas. Greyhound Bus Lines currently run three buses each direction daily through Yamhill County along the main 99W-18 arterial, but they do not run at times appropriate to serve commuters. While passenger rail service could possibly address this need, it is likely that such a service would require new trackage at considerable cost, and would not be feasible without a State commitment to such a plan.

More immediate options have been opened up by the passage of *Senate Bills 209 and 967 (ORS Chapter 451)* during the 1973 State Legislature, authorizing the creation of County transportation districts. Such a district, if created in Yamhill County, could contract with Tri-Met bus service of Portland without becoming part of the Tri-Met district, and could contract for the use of school buses during off hours. Use of Tri-Met services along the 99W-18 arterial offers the possibility of effectively capturing the commuter market, particularly if school buses could be used for feeder lines to take residents of the rural areas to Tri-Met bus stations. Attractive and convenient park-and-ride stations along the main arterial, designed to accommodate those who would find it convenient or necessary to drive to the bus stop, would be an additional attraction of the commuter service.

These and other possibilities, including an intra-city, mini-bus service for both McMinnville and Newberg, will be looked at by a committee on mass



transit made up of representatives of the cities and the County. If study indicates that the formation of a transportation district would have merit in the County, the issue will be put on the ballot. In the meantime, consideration will be given to a State legislative research proposal for an interim mass transit plan to be implemented while the local committee pursues other possibilities. This proposal suggests that Yamhill County

"appropriate sufficient money to lease an over-the-road bus for a trial period of ninety days; to transfer existing County drivers to the bus route for the trial period; to negotiate with school districts for use of school buses in off-peak hours as feeder service; to request Mass Transit Division's help in planning for the immediate introduction of the routes for future possible bus service, purchase, and seeking of federal funds."

Yamhill County will also participate, through its membership in the Council of Governments, in a regional transit services study and plan designed to assess the current and potential transit needs between the Salem urban area and other communities in the tri-County region, and to develop and evaluate means for meeting these needs. Primary concentration will be on the needs of residents outside the Salem urban area in the tri-County region. The travel patterns and needs of persons moving into and out of the region to adjacent metropolitan areas will also be considered as they relate to regional transit service needs.

Bicycle and Pedestrian Ways

Two repeated themes have been the conservation of energy and the preservation of environmental quality. These concerns have recently directed greater attention to the use of bicycle and pedestrian ways for short-distance transportation purposes. While cycling and hiking are recreational activities as well as modes of transportation, their recreational aspect has not been addressed here but in the parks and recreation section of Chapter VIII.

Bicycle and pedestrian ways as an element of the transportation system are generally most appropriately found in urban areas or between closely situated urban areas such as Sheridan and Willamina. Here they can be used by people going to the downtown area, to work, or to recreational activities.

While considerable public interest has been expressed in increasing bicycle use, it does not appear that bicycle or pedestrian traffic is heavy at this time. However, the lack of safe and convenient facilities is a likely deterrent to such traffic, and the County must look ahead to the increasing demand for alternative modes of transportation to the automobile.

The following policy is therefore adopted:

That Yamhill County will encourage bicycle and pedestrian traffic as an element of the transportation system by developing an integrated system of safe and convenient bicycle and pedestrian ways to complement other modes of transportation.

While only a few of the many possible hiking or cycling trails have been indicated on the Plan Map, those which would be particularly suited to transportation purposes would follow Cozine and Baker Creeks in McMinnville and Hess and Chehalem Creeks in Newberg. These trails provide a scenic circulation route through much of the developed areas of these cities. In addition, a bike route is proposed along Three-Mile Lane to provide transportation to the public facilities which are expected to locate adjacent to the Airport (see Chapter VIII).

Pedestrian ways as discussed here do not include sidewalks along roadways, but refer to paths having a separate right-of-way. While many areas, such as the creek beds, would be appropriate for both pedestrian and bicycle traffic, these two uses are not compatible, and pathways will have to be designed and designated for one use or the other.

Several types of bikeways are possible, but bikelanes and bikeroutes would probably be the most feasible to serve the transportation function. Bikelanes employ restricted rights-of-way along existing roads for the semi-exclusive use of bicycles and prohibit through travel by motor vehicles or pedestrians. Bikeroutes share rights-of-way with vehicles and/or pedestrians, and are designated by signs only. Such bikeways would require little public investment, but they are not as convenient and are much more hazardous than bikepaths, which are physically separated from both motor vehicle and pedestrian traffic.

ORS Chapter 515 requires that counties set aside not less than one percent of the total amount received annually from the highway fund for the establishment and maintenance of bicycle trails and foot paths. This money has been set aside since 1971 and can accrue for ten years before it must be spent. As of fiscal year 1975, the Yamhill County fund had reached \$20,628, with no monies so far committed. In order to spend this money wisely and to establish bikeways and pedestrian ways as a viable part of both the transportation and recreation functions, research will be necessary to determine appropriate routes and to provide a benefit-cost analysis of various ways to establish such routes. A bikeway system coordinating committee would be an appropriate body to do such research, with the assistance of the State Highway Division and the State Trails Coordinator.

Air Transport

During the time frame of the Plan, only two airports of any significance will be located in Yamhill County. The McMinnville Municipal Airport will be a combined business-commercial and recreation-instruction, Type II or general utility airport; the Newberg Sportsman's Airpark will be a recreation-instruction, Type I or basic utility airport. All other landing fields within the County are small, private recreational or farm-oriented facilities and are not expected to expand. As noted in Chapter III, only the McMinnville Airport is projected for major expansion.

In 1971, a Regional Airport System Plan was developed by the Port of Portland which recommended a functional definition of aviation facilities; specified the location and role for all existing and new airports within the region (a total of twelve, including the McMinnville and Newberg facilities); provided for the timing, development strategy, and estimated cost of development of the system; and related airport system planning to policy decisions made by the

Port of Portland and other involved agencies.⁶⁹ The Regional Airport System Plan was intended to serve as a basis for definitive and detailed individual airport master planning. Currently, a statewide Oregon Aviation System Plan is also being developed as part of the even broader Federal Aviation Administration's National Airport System Plan.

Under the provisions of *ORS Chapter 492*, an airport in Oregon may be licensed if it conforms to minimum standards of safety, and safe air traffic patterns can be worked out for such airport and for all existing airports and approved airport sites in its vicinity. The Regional Airport System Plan has recommended that the current trend in proliferation of private-use landing strips be reversed and that present facilities be protected and expanded if they serve business, industrial and commercial sectors of activity. The recreation-instruction function is rated of secondary importance, although both functions can coexist successfully at the same airport. The stated objective for all such Type II, general utility airports is thus to reserve space for future expansion of tiedown and hangar areas and provide for other appropriate expansion.

Within the context of these guidelines, the City of McMinnville commissioned a detailed study of the Municipal Airport in 1972,⁷⁰ which recommended upgrading the airport to a Type III, basic transport facility--an airport planned to accommodate turbo jet-powered aircraft under 60,000 pounds gross weight, in addition to the Type I and Type II airports aircraft. Such aircraft would include business, corporate or executive jets. This would mean improvements for the McMinnville facility including an extended main runway to 6,530 feet; extensive aircraft storage capacity; provisions for major repairs; full runway instrumentation; an air traffic control tower; and appropriate commercial backup, such as a motel and restaurant. Despite its recommended "basic transport" classification, however, the *Master Plan* notes that due to the proximity of the Portland and Salem Airports, it is not anticipated that scheduled certificated air cargo or air passenger activities will take place during the study period.⁷¹ And the R/UDAT study group observed that very little commercial and industrial usage is seen to justify major additional expenses, but that improvements necessary for more private recreation usage should be made.

A perspective is established by the *Master Plan*, with a projection by 1992 of "350 aircraft based at McMinnville, of which 265 will be single-engine, 50 multi-engine, 10 turbine or turbo-prop, and 25 rotorcraft. Of the 350 aircraft, approximately 90 will be from the immediate McMinnville vicinity. All aircraft will generate a total of 210,000 annual operations." Should such projections even be approximated, the need for an effective, complementary land-use planning program is apparent and Yamhill County supports the *Master Plan* recommendations which call for:

⁶⁹Port of Portland, *Portland Regional Airport Study* (Portland: Columbia Region Association of Governments (CRAG), 1971).

⁷⁰*McMinnville Municipal Airport Master Plan* (San Francisco: Bechtel, Inc., 1973).

⁷¹A Civil Aeronautics Board rating.

- land-use zoning with respect to the Airport land-use plan and NEF (noise exposure forecast) contours;
- airport height zoning with respect to the approach and clear zone plan;
- a comprehensive capital-improvements program for land acquisition for airport expansion and safety; and
- frequent updating of the Airport *Master Plan* and related land-use plans to keep the planning program current with changes in community goals.

ORS 492.540 grants authority to adopt special airport zoning regulations and ORS 492.550 enables a city and county to establish a joint airport zoning board to carry out this function. Early in 1974, the City of McMinnville and Yamhill County reactivated a Board which had first been created in 1968, and that Board is now considering the needs and requirements for protection by zoning of the flight pattern and approaches to the McMinnville Municipal Airport. In support of the Board's work, Yamhill County adopts the following policy:

That the Plan and zoning ordinance will recognize the need for protecting the McMinnville Municipal Airport as a vital community transportation facility and that every effort will be made to regulate land use in the environs of the Airport with a view to preventing the erection of further airport hazards and obstructions, at the same time preventing any residential encroachment upon the critical noise contours anticipated at full development of the Airport.

This policy statement also sets the stage for protecting the approaches to the Newberg Sportsman's Airpark and the Sheridan Airstrip, near which non-residential development has been projected to extend as far back from the approach zones for the main runways as possible. As studies are undertaken for these facilities, the County will work towards joint city-county cooperative development and zoning efforts consistent with local community goals and the need for local airport protection and expansion. On the other hand, as an expression of concern for the increasing accident hazards and noise pollution attendant with growing aircraft activity generally, the County adopts the following additional policy:

That the status and proposed location or expansion of all airport facilities will be specially designated on the Plan Map, as amended, and, if under County jurisdiction, will be accorded a planned-unit development designation in the zoning ordinance, in order to assure a compatible association of airport growth with surrounding urban development.

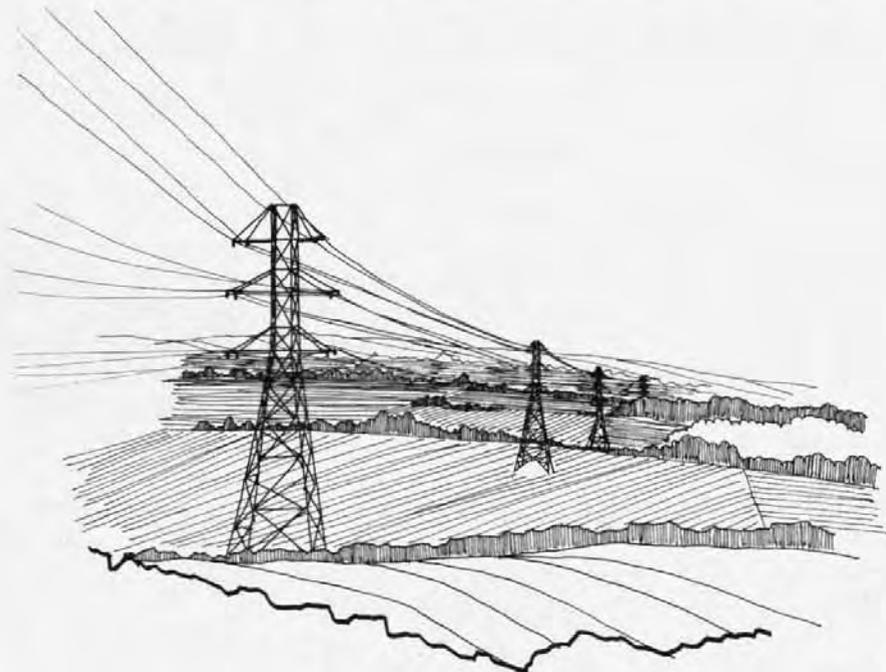
Whether established in special airport zones or as conditional uses within a broader agricultural zone, effective development review and control can be assured to serve the interests of airport managers, users and the public at large.

Utilities

Utilities include all the facilities used to move energy, such as gas and electricity, as well as facilities used for communication, such as telephone, telegraph, radio and television. The demand for energy and communications equipment is projected to increase sharply, and the importance of utility facilities should rise correspondingly. Energy forecasters have indicated a demand over the next generation for the equivalent of ten additional nuclear power plants to serve the needs of the Willamette Valley alone. Barring a technological breakthrough in cooling techniques, several of these plants will likely be located along the Oregon Coast, with transmission facilities crossing the Coast Range at several points to serve the metropolitan and industrial needs of the Valley. While pipelines are now being used in the County only to move natural gas and petroleum, they have been successfully used in many parts of the country as a highly economical method of moving solids in slurry form, and could well be used for this purpose in Yamhill County in the future.

The location of public utilities is now largely determined by the public and private utility companies and the State Public Utility Commissioner, as prescribed in *ORS Chapter 758*. When transmission lines or other facilities are to be built, the utility company makes application to the Public Utility Commissioner. If the proposal is approved, the company may condemn property and begin construction. No local review of the proposal is required.

Because transmission lines and pipelines cross miles of land and consume many acres of right-of-way, they have a significant impact on land use. Transmission lines and facilities, switchyards, substations and communications facilities all create a visual impact, particularly along roadways and in residential areas. Radio and microwave stations usually occupy high ground in order to obtain maximum VHF mobile radio coverage and in order that the "line-of-sight" beam path is available between adjacent microwave stations. Such locations create special challenges to the preservation of esthetic quality. The disruption of the landscape, soil and vegetation which occurs in clearing land and



constructing and maintaining these facilities poses the threats of soil erosion, siltation of stream courses, and destruction of wildlife habitat. Rights-of-way crossing diagonally across several ownerships create undevelopable triangles of land, and transmission towers and pole structures often present obstacles and hazards when farm machinery is maneuvered around them and irrigation pipes are moved.

Recognizing these important effects on land use, Yamhill County strongly urges the State to grant local jurisdictions review power before approvals of utility proposals are granted. The intent of such review would not be to obstruct the transmission of energy or the location of communications facilities, but to ensure that the construction of such facilities takes place with due regard to environmental impacts. Bonneville Power Administration, as a Federal agency, must file an environmental impact statement for all utility proposals under the provisions of the *National Environmental Protection Act of 1969*, and County review for such projects would thereby be solicited. In the absence of County regulatory power over private utility locations, however, it is hoped that close cooperation among the utility companies, the Public Utility Commissioner, local governments and private landowners will take place prior to the development of any utility facilities. Toward this end, a Planning Commission resolution was adopted in March, 1968, which states in part that:

"It is resolved by the Yamhill County Planning Commission that all agencies, whether private or public, intending on locating rights-of-way, easements and installations within Yamhill County be and hereby are requested to present their proposals for said rights-of-way, easements or installations to the Yamhill County Planning Commission for its review and comment prior to the undertaking of the work necessary to implement such programs."⁷²

Whether serving in an advisory or a regulatory capacity, Yamhill County adopts the following policies:

That the route or corridor chosen for any utility facility should have a minimum visual impact along highways and in residential areas, should blend well with the natural landscape, and should create minimum conflict with present and planned uses of the land.

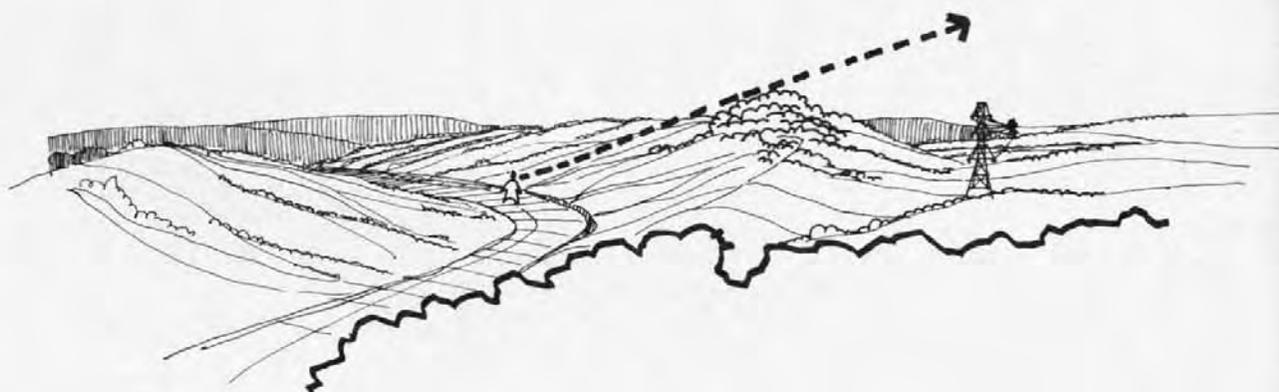
Methods of achieving this policy include following existing property lines; joint use of rights-of-way by two or more utilities to reduce the total number of lines constructed; coordination of the use of rights-of-way among several types of utilities in a common corridor; and, in the case of transmission lines, the retirement or upgrading of existing lower-voltage circuits to allow construction of higher-voltage, higher-capacity circuits on the existing right-of way. Where possible, pipelines should avoid vertical alignments on hills

⁷²Adopted by the Yamhill County Planning Commission, March 19, 1968.

to avoid water breaking out on the surface and causing drainage and erosion problems. A very wide range of techniques can be used to minimize the visual impact of transmission lines. These include avoiding highway crossings at high points, screening with vegetation or terrain, and crossing highways diagonally to avoid long views of structures and conductors. Undergrounding of high-voltage, high-capacity transmission circuits is not yet economically feasible, but low-voltage undergrounding could be used for road crossings or other sensitive areas of limited scope and distance. Other possibilities include locating towers and transmitter facilities to make maximum use of existing topography and vegetation for screening; coloring towers to blend with the landscape; utilizing construction materials such as concrete, aluminum or wood which might harmonize with the natural surroundings better than steel; and utilizing multiple-circuit towers to minimize the effect of two or more circuits at road crossings.

That clearing for, and construction of, transmission lines, pipelines and other utility facilities should be performed in a manner which will maximize preservation of natural beauty and conservation of natural resources, and which will minimize scarring of the landscape or siltation of streams.

Soil stability, the protection of natural vegetation and wildlife habitat, and the prevention of silt deposition in water courses should all be taken into account in determining the timing and methods of clearing rights-of-way. Vegetation should be cleared only when necessary to provide electrical clearance, line reliability or suitable access for construction, maintenance and operation. Where rights-of-way cross major highways and rivers, the clearing should be done in such a way that a screen of natural vegetation is left in the right-of-way on each side of the road or river. Where this is not possible, the planting of native types of plants should be considered to provide screening.



Care should be taken to avoid oil spills and other types of pollution, particularly while performing work in the vicinity of streams, lakes and reservoirs. Borrow areas and rock quarries should be located away from public view and restored to such condition that erosion will be avoided and appearance is acceptable. Soil disturbance during construction should be kept to a minimum and restoration measures should be taken promptly.

Recognizing that even with special care taken in the clearing of right-of-way and the construction of facilities, some damage to the landscape and natural environment will occur, the following policy recommendation is adopted:

That following construction of utility facilities, construction areas will be cleaned up and efforts will be made to restore the landscape and the land capability to its original condition prior to construction.

After pipeline construction, all dislocated field drainage tile lines should be spliced with solid pipe after backfilling to the existing tile grade, and the line should be restored to the original condition before the trench was excavated. Seeding and reseeding in the rights-of-way should take place as soon as possible to reduce erosion, restore natural appearance, and provide food and cover for wildlife. Abandoned or useless buildings, equipment and supplies should be removed, and waste material should be disposed of in a manner that will not create fire hazards.

That a maintenance program for utility facilities should include maintenance of the environmental preservation and restoration achieved during all phases of construction.

If possible, maintenance inspections should take place when access roads are firm, dry, or frozen. Vegetative cover which has been established on a right-of-way should be properly maintained, and where acceptable to the property owner, rights-of-way should be available for uses such as wildlife habitat, recreation areas or hiking and cycling paths.⁷³

⁷³ Many additional suggestions for achieving and maintaining high environmental quality in the development of utility facilities are contained in U.S. Department of the Interior and U.S. Department of Agriculture, *Environmental Criteria for Electric Transmission Systems* (Washington: U.S. Government Printing Office, 1970)

CHAPTER VIII

PUBLIC LAND AND FACILITIES. URBAN SERVICES.

Public lands, facilities and urban services, while serving a variety of basic public needs, also comprise an array of opportunities and tools for the public sector to guide urban growth and institute conservation measures. In addition these public investments provide various government agencies the opportunity to pool administrative and financial resources to provide facilities or services more efficiently, economically and conveniently.

It is the goal of Yamhill County:

To develop a timely, orderly and efficient arrangement of public services and facilities to serve as a framework for urban and rural development, including public lands and buildings, parks and recreation areas and facilities, schools, police and fire protection, domestic water supply, sanitary and storm sewerage and other drainage facilities, and power, gas and telephone services.

Public Land

Publicly owned lands account for roughly one-quarter of the total planning area. Most of these lands are located on the forested easterly flank of the Coast Range and, in the case of Bureau of Land Management holdings, intermix with private holdings. In the settled bottomlands of the County, the amount of publicly owned land is small and urban centered. The large forested holdings have value for timber production, watershed protection and erosion control, wildlife habitat and scenic and recreation use. Opportunities for land exchange between public and private ownerships, especially in the B.L.M. checkerboard pattern of holdings, should be explored in order to promote more efficient timber management. In the urban areas, most public land other than roads is found in parks and school district properties, many of which are undeveloped. The County itself owns relatively little land; and while it is considered a desirable objective to hold all existing public lands in public ownership, action should be initiated to develop a land exchange program between public agencies and private landowners where opportunities exist to improve the public stock of park and recreation areas and school properties. Because Yamhill County owns little property, the initiative for such action must lie mainly with the cities and school districts.

Public Facilities and Programs

Public facilities provide various governmental services to the people of the community. Among such facilities are schools, parks, fire stations, public administrative buildings, libraries, works yards and solid-waste disposal sites. Adequate public facilities are essential to well ordered community life. The adequacy, character and quality of public facilities express the community's collective opinion of itself, as well as its ability to pay for such facilities.

The programming of public facilities can have a profound effect on the pattern and quality of urban development and all such facilities should be planned and programmed on a coordinated basis with land use and urban services to ensure an optimum pattern of urban growth. In the past, too many piecemeal development actions have been taken involving small-scale, isolated projects when integrated centers of development might have been possible. Such opportunities for collective public effort include joint school and park acquisition and development; city-county public buildings which link administrative services and community facilities, such as libraries and recreation centers; or the consolidation of city-county-school district works yards, shops and bus barns. The economies of scale with such arrangements are self-evident.

Civic Centers

City halls, community centers, public auditoriums, libraries, armories, public safety buildings (police and fire facilities), and public health and welfare facilities lend themselves ideally to building groupings. Public building groupings can offer the convenience of centralized services in each community and give cultural vitality to the downtown areas. When two or more facilities can be located or expanded at the same time, larger financial resources can be brought to bear on land clearance and assembly to facilitate appropriate functional groupings involving buildings, parking, open space and landscaping.

In nearly all of the cities of the County, city halls and police and fire facilities are located in the same building, next door or across the street from each other; in McMinnville, the Water and Light Department offices are also located next to the city hall. The cities of Sheridan and Willamina have recently moved their city administrative functions to new buildings and have no pressing needs in the foreseeable future, although Sheridan is somewhat short of public meeting space. Amity and Dayton are expanding and remodeling their facilities to accommodate projected needs, and Carlton will soon move its city services to a new and adequate building. Dundee's facilities are adequate at present, but a new city hall will probably be needed within ten years. The Lafayette and Yamhill city halls are inadequate to meet present needs and adjustments should be made soon. Yamhill has acquired land next to its present facility and will either expand or build a new fire hall which will make more space available. No plans have been made for a new facility in Lafayette, although public meeting rooms are badly overcrowded during large meetings. A modern facility in the center of town, perhaps adjacent to the park, would be appropriate.

Neither McMinnville nor Newberg is feeling a pressing need to expand facilities, but these cities will experience considerable growth, and the demand for services is likely to increase. In McMinnville there is an interest

in building an auditorium and in providing increased space for meetings and recreational activities. Relocation of the County museum from Lafayette to McMinnville, where it would be accessible to a larger population, should also be considered. In Newberg, the recreation center is inadequate and there is interest in locating County offices which provide social services within the city. Thus, integrated city administrative and cultural centers which could fill a variety of purposes would be appropriate in both McMinnville and Newberg.

Opportunities to integrate all such facilities with other community buildings should be recognized and acted on when relocations, alterations or additions are being considered. Over the years opportunities have occurred to create civic centers comprising public offices, public safety buildings, community libraries and meeting rooms to accommodate club activities, public lectures and entertainment. Since several cities of the County now contain obsolete civic office accommodation and will be making important decisions as the years go by to relocate or renovate and expand their facilities, such improvements may be combined with other public offices, well designed urban open space and off-street parking facilities. Such public investments can go a long way toward stimulating further private capital investment and upgrading the central business districts. Night-time public activity downtown can become the touchstone of central city revitalization from Newberg to Willamina. Indeed, in respect to McMinnville, the R/UDAT group observed that the "community center concept involving City and County offices, the central business district (CBD) and Linfield College needs to be cultivated. A multi-purpose building to serve as a community hall, library and auditorium must be located in or immediately adjacent to the CBD if the heart of the community is to survive." In view of the need to take advantage of such opportunities, the following policy is adopted:

That Yamhill County will encourage the consolidation of city, County and state administrative offices, public health, safety and welfare buildings, and community cultural facilities as opportunities permit in order to provide convenient, centralized services and attractive building and open-space groupings.

McMinnville Armory

In McMinnville, recent discussions have been held concerning the location and construction of a new National Guard armory. The Guard has stated its general preference for a location away from the downtown area, a site which is readily available, with suitable access and full utilities, and that is close to a recreation area and possibly an airport. Most important, the public must be able to use it. The facility would require a five-acre site on which to construct a 19,000 square foot building, providing a 6,300 square foot main hall, which would be open and would have no acoustical treatment. Additional classrooms and a rifle range would be included. Roughly 60,000 square feet would be needed to provide off-street parking for up to 200 cars, and a landscaped area would be provided in excess of 6,000 square feet.

The new McMinnville Armory is tentatively programmed for FY 1977, and a location in the area of the McMinnville Municipal Airport is now being seriously considered. A site adjacent to a relocated County Fairgrounds might also be appropriate, the latter facility requiring 100 acres or more. Since the policy

of the State Military Department is to construct armories with a view to making them available to the local community, the location of this major new facility is of vital importance to the entire McMinnville community and no final commitment should be made until full public debate of the issue has been undertaken. The present Armory at 6th and Evans Streets, despite its high maintenance costs, might be ideally located and potentially suited, with extensive renovations, as a future civic auditorium.

Libraries

In recent months, Yamhill County has worked through the Mid-Willamette Valley Council of Governments to extend and improve library services in the tri-County area. Forty percent of the people of the region have been without direct library services, and where facilities do exist, they are inadequate. Yamhill County is served by the libraries of George Fox and Linfield College; and all of the cities except Dundee, Yamhill and Lafayette have city libraries. In the smaller cities, however, hours of service are very limited and no money is budgeted for the acquisition of materials. This reflects the Oregon Library Association's view that an adequate library cannot generally be economically supported by a population of less than 5,000. Because only McMinnville and Newberg fall in this category in Yamhill County, efforts are being directed toward improving these two facilities and expanding the services of the larger libraries in the region, rather than trying to upgrade the smaller ones. In particular, the resources of the Oregon State Library, Chemeketa Community College Library and Salem Public Library are to be fully utilized.

On July 1, 1974, a regional library made up of 17 public libraries and the Oregon State Library began service under the name of the Chemeketa Cooperative Regional Library Service. In Yamhill County, Amity, McMinnville, Newberg, Sheridan and Willamina are participants, with an initial Federal funding grant of \$177,600. The library will feature inter-library loans of books, reference materials and films. A carrier service will be provided to pick up and deliver materials to the participating libraries. The Chemeketa Community College Library and Salem City Library will be the main reference sources, with the Oregon State Library as a backup reference center. A new delivery van will visit each library at least once a week. Materials needed quickly will be transmitted through a facsimile transmission system which uses the telephone lines to transmit printed materials and pictures. This system will be installed at Chemeketa, the State Library and the public libraries at Salem, McMinnville and Newberg, as well as other regional centers. The system also provides for the issuance of a reciprocal borrowing library card, which would make the services of all participating libraries in the region open on a walk-in basis. Eventually, all residents of the tri-County area will be served if the service is fully supported through the property tax base.

The regional library service plan does not call for the construction of any new facilities, leaving this to the recommendation of the local communities. The City of Newberg has recently remodeled its library and no expansion is anticipated at this time. McMinnville needs a new or remodeled facility, and it is recommended that such a facility be located in or near the central business district for maximum accessibility. Its inclusion in a multi-purpose building, such as a civic center, could be detrimental if the other offices in the building were closed in the evenings and on weekends, which are generally peak hours for library users. Ideally the library would be combined with public meeting or

lecture rooms, an art gallery or museum.

Fire Stations

The designation of areas for needed fire protection facilities is made by the Insurance Service Office of Oregon, based on their criteria for optimum fire protection. These recommendations should reflect anticipated population distribution patterns and should also reflect planned land developments which might have an impact on a fire department's effectiveness.

In Yamhill County, most fire stations are located in or adjacent to the city hall, with substations in the outlying areas of the larger districts. All cities, except Lafayette, provide protection for the surrounding rural areas. Dayton and McMinnville provide protection for the rural Lafayette area.

Amity, Carlton, Dundee and Willamina have adequate facilities, with no need for additional facilities anticipated in the foreseeable future. Dayton leases five buildings which are old and need remodeling. Their stations are appropriately spaced, although two of the outlying stations may be combined for more effective service. The Lafayette and Sheridan fire departments have outgrown their buildings and should be planning for new ones. In Lafayette, a new two-story building combining the fire station with the city hall would be a possibility. McMinnville and Newberg will both be needing new substations within the foreseeable future, reflecting the considerable growth expected in these areas. Newberg's new station should be located in the north-central area, and the Plan Map depicts a suitable recommended site at Bell Road and Highway 219 just below the City water-storage reservoir. In McMinnville, substations have been proposed at the Airport and on Riverside Drive where the training tower is now located.

County Fairgrounds

The present County Fairgrounds are located on a 40-acre site on Lafayette Avenue at the northeast edge of McMinnville. In addition to the land and buildings used for fairgrounds purposes, the County Road Department utilizes 15 acres of the site for its shops and equipment storage, and the County Dog Pound also has two buildings. Current fairgrounds activities include Little League baseball games held regularly on four diamonds, rodeos, horse shows, dances, livestock promotion programs and exhibitions. Between 75 and 100 horses are boarded on the grounds, and their owners can use the grounds for riding. The recently constructed sheep barn is used for sheep shows and also for the storage of trailers, boats and campers.

In 1968, a consultant's study recommended a plan for an expanded fairgrounds facility, which would include land to the northeast, presently in private ownership. A race track was included in the design, and with the constraints of a limited site for parking, the expanding needs of the County Road Department works yard, and the incompatibility of the dog-pound facility, an entirely new site was recommended. The County Fair Board secured an option on a 117-acre site in Muddy Valley, however no action to acquire that site has been taken to date by the County. Possible sites near Eola Village and the McMinnville Municipal Airport have also since been considered, the latter being considered highly desirable, owing to the available acreage, level land, proximity to City water and sewer services, and relative isolation from incompatible urban

development. Possible future uses include a horse race track and stock car and motorcycle racing facilities. Although these uses are more commercial in nature, their location in conjunction with a relocated fairgrounds facility could be preferable to a separate facility.

In view of the potential for relocating the County Fairgrounds at some time in the foreseeable future, it is the policy of Yamhill County:

That the County Fairgrounds, if and when relocated, will move to a site which is convenient to the public, has adequate land area, suitability, access and services, and relates to and complements other similar public uses, offers potential for diversified functions and activities, and is compatible with other surrounding development.

Similar considerations must be borne in mind in respect to the proposed relocation of the Sheridan Rodeo Grounds. The present grounds are located immediately adjacent to a substandard elementary school site and in the alignment of the projected north collector by-pass road proposed for the community. While presently lacking water supply and sewerage, a site north of the Sheridan Airstrip has been portrayed on the Plan Map for the relocated rodeo grounds, in keeping with the location indicated in the 1969 Preliminary General Plan for South Central Yamhill County.

Works Yards

With few exceptions, the public agencies and private utilities having shops and works yards in the County have ample space for the storage and maintenance of their vehicles, equipment and construction materials. Most of these facilities are located within existing urban centers adjacent to central business districts and industrial areas, although some are found in incompatible residential and commercial environments. At the present time, many works yards can be expanded in their present sites, although consolidation of such yards with water and sewerage installations, school bus barns, and like uses, offer some prospect for grouping similar uses and realizing economies in land acquisition, development and shared maintenance costs. As city services grow and new works yards are needed, more appropriate locations in conjunction with similar compatible uses should be sought. Industrial areas are better suited to house these unsightly functions. Safe and convenient access, other than through residential areas, should also be available for these facilities, with service roads provided as necessary to ease conflict with through traffic.

In response to the need to capitalize upon such opportunities to consolidate these city-serving functions, Yamhill County adopts the following additional policy.

That Yamhill County will, where practicable, encourage the consolidation of city, County, school district, utility and State works yards, shops, bus barns and equipment and materials storage yards, in order to realize economies of scale in land acquisition, development and operation and maintenance costs, and eliminate present facilities which are incompatible with sensitive residential and commercial areas throughout the County.

Schools

The need for new schools is closely related to residential development patterns and housing densities in a community; it is possible, in fact, to estimate with a fair degree of accuracy the number of school-age children and the number of schools which will be required to serve them in any defined future service area. In planning school site locations, it is important that schools be located with reference to the development pattern projected in community comprehensive plans and provided for in the goals and policies for urban growth and change contained in those plans. Elementary schools, in particular, are often the focus of neighborhood development and can have a significant influence on the location and direction of growth in newly developing areas. They should be centrally located within their service areas and spaced in a way that will permit reasonable locations for future schools as a community continues to urbanize. Although the responsibility of providing schools rests with the local school districts, the Plan recommends a distribution pattern for the various types of schools consistent with anticipated development patterns in the County. In order to ensure sound decisions in school site selection, Yamhill County adopts the following policy:

That close cooperation will be encouraged among the cities, the school districts, and the County in respect to matters of school site selection, acquisition, planning, servicing and joint use in keeping with the anticipated direction and pattern of urban growth within the County.

Despite the close relationship between projected residential development patterns and school location and site requirements, it is difficult to project the demand for additional classroom space, new schools or new site acquisitions over a period of fifteen to twenty years when considering growth patterns based on an anticipated declining birth rate, a net population increase resulting largely from in-migration, and a local distribution of population resulting from both metropolitan overspill and locally generated growth. The best approach initially is to designate new school sites in areas where population concentrations are expected to occur during the projection period. The priority-setting and timing of new construction should then await more detailed review of school district needs and further consultation with local boards. Immediate and projected needs of the individual districts in Yamhill County are outlined below, while a schematic distribution pattern of new school sites is shown on the Plan Map. These locations are not intended to be precise, but indicative of probable future need in each sector of projected community development.

Amity — Both Hopewell and Ballston (Polk County) Elementary Schools are inadequate and a new elementary school in Amity is needed. A new site adjacent to the high school will probably be required, owing to the constraints of topography and existing residential development adjacent to the present site. A new elementary school in Hopewell to replace the existing one may also be needed if growth pressures from Salem intensify.

Carlton — Carlton Elementary School is severely overcrowded and an addition is badly needed. A consolidation of the Carlton district with the Yamhill Elementary and Union High School districts would probably improve administration and service and reduce costs.

Dayton — The Dayton School District is interested in purchasing land for a new elementary school and expanded recreational facilities, perhaps including a pool. The City Plan portrays a future site at the southerly edge of the urbanized area, however additional land southwest of the present school should be adequate for future needs.

McMinnville — Growth in the McMinnville area will probably require several new elementary schools over the long-range time frame of the Plan. Land has already been acquired in anticipation of immediate future needs, although some sites do not coincide with projected areas of residential development. The high school is effectively hemmed in by residential development on all sides, however a new junior high school has been proposed for an adjacent site between McDonald and McDaniel Lanes north of the 19th Street easterly extension, and the present junior high could someday become part of an expanded senior high complex. Adams Elementary School may also ultimately be replaced with a new elementary school on the same site or in conjunction with the proposed new junior high site.

The large Newby Elementary School site on Western Avenue, proposed at one time to be the site for the next junior high, can still be used and will be needed for such purpose within twenty years or so as residential development advances toward Hill Road. The small cramped sites of Columbus and Cook Elementary Schools will continue to serve for some years, but a consolidated service area on a new site may be needed to handle the scattered, small residential neighborhoods now being served.

Four new elementary sites are shown schematically around the periphery of future development of the urban area to the west, north and northeast, while a fifth site will ultimately be needed in the Norton Lane area north of Three-Mile Lane. All of these sites should be located within the interior of future neighborhood units and be suitably linked with city park and recreation areas and each other by bicycle and pedestrian paths, with a minimum of conflict with motorized traffic on nearby collector roads. Finally, a new elementary school in Lafayette is particularly needed, since all Lafayette students must now be bused into McMinnville. A 10-acre tract owned by the school district in the easterly section of the projected Lafayette urban area would appear to serve that need quite well.

A 15-acre tract owned by the school district on the south side of McMinnville near the new Hewlett-Packard plant is not well suited for an elementary school in terms of the configuration of the service area and pedestrian access, but could serve the Columbus, Cook, Brockwood and Three-Mile Lane areas quite well with busing. The other site of 20 acres on Baker Creek Road is ideal for an elementary school, but is too close to Memorial Elementary School.

There are two parochial schools within the district, St. James and the Seventh-Day Adventist, which accommodate a significant number of elementary students. Should they close their doors, it would create the need for the equivalent of an additional elementary school within the district.

Newberg — Several new elementary schools will be needed to accommodate projected growth north and west of the City. Additions and improvements are now being planned for the junior high, and development of the area behind that school presents an opportunity for school-park development. An additional junior high will be needed within fifteen to twenty years to serve the projected

new growth in residential development north to Bell Road. A site in the area of Villa Road and Crestview Drive would appear to be appropriate in serving this need. The high school is almost new, occupies a large site and can expand to accommodate foreseeable needs. The nearby Mabel Rush Elementary School is also adequate to serve the area east to Springbrook Road, although an additional school may someday be required to serve all of the area east of Springbrook Road and south of the Southern Pacific Railroad to the projected south arterial bypass, provided the bulk of that area develops as residential and not industrial as indicated on Plan Alternative "A".

The two downtown elementary schools are hemmed in by residential development and will continue to serve only those immediate service areas. The four new elementary sites to the north and west are shown schematically and do not constitute commitments to specific sites. Location and timing will depend on the direction and rate of new residential growth in these areas. The only rural school location is Ewing Young Elementary on North Valley Road at County Road 99, and that facility can expand considerably. As with the central Newberg schools, the Dundee Elementary School site is very small, but it has ample room to expand. The only parochial school in the district is St. Peters Elementary on Wynooski Street in Newberg. This school has recently announced its closure, but the small number of students will have little impact on the district.

The Newberg school district has development options on two 25-acre sites. The one site south of Highway 99W and east of Springbrook Road might serve the expected increasing population east of Springbrook Road and south of the railroad, but a better site should be sought as this site is in an area designated for very low density residential development. If Plan Alternative "A" were implemented, the area would become light industrial, making a school site there even more inappropriate. Also, a major arterial would separate the school from the bulk of the students, who would be living in the low-density residential area north of Highway 99W. The second site is in Dundee just north of the sewage lagoons. Because this site is in an area designated for agriculture large-holding and because the present Dundee Elementary School has ample room for expansion, development of this site during the foreseeable future would probably be unwise.

Sheridan -- Faulconer Elementary School is on a very inadequate site, and a road realignment and vacation on the north side of the site adjacent to the Rodeo Grounds will improve that situation. Relocation of the Rodeo Grounds to Rock Creek Road would also relinquish additional land for school site expansion, although an entirely new site and facilities may better serve the north section of the community in the years ahead. Chapman Elementary has an ample site area and room to expand, but needs additional classroom space and a gymnasium. The high school has an adequate location, site and physical plant for the foreseeable future. As with the Carlton and Yamhill school districts, consolidation of the Sheridan and Willamina school districts would probably improve administration and service and reduce costs.

Willamina -- The Grand Ronde Elementary School is very inadequate and a new school should be built. Additions to the high school in Willamina are also needed. If the Sheridan and Willamina school districts consolidate, one of the high schools could serve as a junior high and the other as a high school, or, if population pressures demand, a new joint facility could be built.

Yamhill — The Yamhill Elementary School site is overbuilt and if the enrollment shows a significant increase, a new site will be needed. Consolidation with Carlton Elementary and the Yamhill-Carlton Union High School districts would be an economical move. The Union High School is located on a 48-acre site and no need for additional land is anticipated.

School districts can sometimes save considerable money if they purchase land in advance of immediate need and cooperate with the cities, the County or local park and recreation district to acquire a site sufficiently large to incorporate both a school and a park facility. Provision can also be made for acquiring school sites at the time large-scale subdivisions are approved, although few opportunities to realize this manner of dedication or purchase have occurred in Yamhill County. Recognizing the economies of scale and benefit of joint school and public use of shared park and recreation areas, Yamhill County adopts the following additional policy:

That Yamhill County will seek the cooperation of the cities, school districts and Chehalem Park and Recreation District in the joint acquisition, development, operation and maintenance of combined school and neighborhood park and playground sites in harmony with projected neighborhood needs and surrounding uses.

Parks and Recreation

The section on open space in Chapter V pointed out the many recreational resources in Yamhill County and stressed the need to increase access to areas of prime recreational significance. The Plan Map designates all existing parks and offers several possibilities for new park sites. The open space nets and linear parks shown on the map have already been discussed in Chapter V. To address the additional park and recreation needs of the County, the following policies are adopted:

That Yamhill County will seek to offer greater opportunities for water-based recreation by increasing access to the Willamette and South Yamhill River and their tributaries.

Additional boat-launching, fishing and swimming facilities along existing waterways will be encouraged, as will the creation of multi-purpose reservoirs suitable for recreation use. The Bureau of Reclamation has identified possible watershed storage projects on Salt Creek, Palmer Creek, Agency Creek, Willamina Creek (Buck Hollow), Deer Creek (Gopher Valley), the North Yamhill River (Pike and Moores Valley) and Carlton Lake. It is the desire of the County that any of these reservoirs which might ultimately be built include recreational uses. The Bureau's attention is currently directed toward the Moores Valley and Carlton Lake reservoirs, with two alternatives being considered for the Moores Valley project. One would feature high-intensity recreational use to address the needs of the Portland metropolitan area; the other would feature low-intensity use with a trail system, remote camp-sites and a sport fishery. Because the first proposal would generate traffic, commercial development, and possible population growth beyond that desired by area residents, the County is willing to share in the costs of the project only if the low-intensity recreational

development proposal is adopted. The Carlton Lake Project would serve primarily as a waterfowl stopover but would also include low-intensity recreational development. Yamhill County favors this concept.

That Yamhill County will encourage the location of urban parks in scenic areas which are easily accessible to much of the urban population, and which can be developed to provide recreation opportunities for a variety of age and interest groups.

While the location of urban parks must be decided by the cities themselves, a review of the comprehensive plans of the various cities indicate their agreement with this policy. Athletic fields, such as ball diamonds and tennis courts and tot lots for young children are especially appropriate in urban areas where many can reach them by walking. The Plan Map shows several possible future urban park locations, but other sites which could fulfill the above policy statement would also be appropriate. Future urban parks designated in or adjacent to McMinnville on the Plan Map include two dormant quarry sites, one on Western Avenue and one on County Road 282A west of Hill Road; a future ball park site on Riverside Drive; and a small picnic area north of Highway 99W at the north-easterly end of the City. In Newberg, one additional urban park is designated in the residential area north of Highway 99W and east of Springbrook Road. A high knoll north of the present City Park in Lafayette, an open space east of the airfield runway in Sheridan, the area surrounding the sewage lagoon in Willamina, and the area across from Oregon Alder Maple Company between Highway 18 Business and the South Yamhill River are all designated as future urban park sites. In addition, most of the open-space nets described in Chapter V are in urban areas.

The Plan Map suggests that the bulk of the urban park development occur adjacent to future school sites. If the school districts cooperate with the cities in the joint acquisition of land, larger sites can be purchased with the assistance of funds from the Bureau of Outdoor Recreation, and recreation sites can be developed for school and public use both.

Possible urban park sites which are not designated on the Plan Map, but are shown in other comprehensive plans, include three sites in the residential area between the South Yamhill River and Highway 18 in Sheridan, a neighborhood park in the residential area north of Highway 18 Business in Willamina, and a neighborhood park west of 18 Business in Willamina.

That the development of rural parks in sufficient numbers and with appropriate spacing to serve the needs of County residents will be encouraged on sites which have unique esthetic value, appropriate access by road or path, and are otherwise suitable for picnicking and water-related activities.

Rural picnic sites receive heavy use. People from both urban and rural areas who wish to get away from home or from the city altogether drive out to these more remote settings to enjoy their natural environment. Many take advantage of the water access to go fishing, and the heavy use of the boat ramps at Newberg, Dayton and Wheatland suggests that boat ramps at these smaller parks

would also be well used. Floodplains, which are ill suited to most other types of development, are sometimes well suited to park development and can offer this important river access. The development of small, rural parks for use primarily by local residents lies within the County's jurisdiction.

The Plan Map suggests additional rural parks at a point north of Sheridan where Deer Creek and Peavine Roads intersect and at two spots along the South Yamhill River, one at the end of Loganberry Lane and one just north of the Bellevue-Amity Highway. A large site is designated south of the McMinnville Airport, along the South Yamhill River, and in the northeast part of the County rural sites are shown along the Willamette River south of Wilsonville Road, in two areas north of Bell Road and west of Highway 219, and east of Highway 219 adjacent to the County boundary. Several additional rural sites serve not only the resident population, but because of their location along major transportation routes, serve the transient population as well. While Yamhill County does not wish to provide the kinds of recreation facilities which would attract large numbers from outside the County, it is recognized that the high quality of the County's recreational resources calls for some accommodation of the transient and regional populations. The following policy is therefore adopted:

That a modest amount of park and recreational development designed to meet the needs of the transient and regional population will be encouraged.

Stuart Grenfell Park along Highway 18 near Willamina is an example of a wayside park serving both local and transient needs. Visited by many going to the Coast, it is the most heavily used of all County parks. Suggested sites for parks serving a similar function are shown on the north side of Highway 18 in and just east of Sheridan, near the junction of Highway 18 and 99W southwest of McMinnville, and east of Newberg along the proposed Newberg south arterial by-pass. The latter is a large, attractive, treed area which could include overnight camping facilities, trails within the park itself, and other development which is not feasible on the smaller sites. Such parks often attract people from outside the area and are therefore called regional parks. Ash Island and the nearby area, including the Newberg boat ramp and the land southwest of the Island between the Willamette River and the proposed by-pass, is designated as a regional park. Because this is the one segment of the Willamette River which is near a large population center, and because the need for improved recreational access to the Willamette has been cited as a concern by the local citizen advisory committee and the Newberg Comprehensive Plan, it is important that this part of the River be preserved for recreational use.

Other regional parks designated on the map include a site east of Dayton on the Willamette, and the future Lone Tree Bar State Park near Wheatland which, together with the Marion County portion, will cover 1,500 acres. Additional possibilities for regional parks which are not shown on the Plan Map, but which have been included in other regional and city plans, include an area just north of Carlton on Hawn Creek and an area north and south of the South Yamhill River west of Sheridan across Highway 18 Business from the light-industrial designation.

Because regional parks are of a scale to serve more than the local population, financial assistance from the State in their purchase and maintenance would be appropriate. Those parks designated along the Willamette River will

probably be acquired and developed through the Willamette Greenway Program as described in Chapter V. Recreation sites developed in conjunction with watershed storage projects are also regional facilities, and will likewise be supported with State and Federal funds. These have also been addressed in Chapter V.

The Yamhill County Park Board has been established to determine the overall needs of urban, rural and regional parks. This is a group of lay citizens appointed by the Board of Commissioners to assess the recreation needs of the County and to advise the Commissioners on appropriate measures for addressing those needs. An important function of this group will be to inventory and evaluate all existing and potential park and recreation areas within the County and establish priorities for their acquisition and development. In areas and periods where privately held lands intended for acquisition are subject to sharply rising land values or alternative use in the near future, priority should be given to land purchase over development. The full program for park acquisition and development will be encompassed within an ongoing County capital-improvement program.

That Yamhill County will encourage the development of an integrated trail system to provide recreational opportunities and to link open space and park areas.

Trail systems play an important part in recreational development, for they provide access to open lands. Pathways have been designated through all the open-space nets shown on the Plan Map, and additional trail systems are recommended along scenic ridges of Parrett Mountain, Chehalem Mountain, the Red Hills of Dundee and the Amity-Eola Hills. Local area residents have pointed out a scenic pathway between Masonville Road southwest of McMinnville and Erratic Rock, and similar routes over hillcrests and drainage divides would be appropriate. These routes would probably be best utilized as bridle paths and hiking paths, although efforts should be made to separate the two uses. The use of motorcycles is inappropriate in areas where they would damage forested or cultivated lands or interfere with hiking or bridle paths. Motorcycle hill climbs should be designated specifically for this use, and two have been noted on the Plan Map in the west and northwest parts of the County. Bikeways serve a variety of functions, but when used primarily for recreational purposes they should follow lowland scenic routes. Such bikeways, separated completely from vehicular or pedestrian traffic on their own right-of-way, are called bikepaths. Bikelanes and bikeroutes, used primarily for transportation purposes, are discussed in Chapter VII. A bikeway system coordinating committee is currently being considered in Yamhill County to recommend elements of an integrated bikeway system.

That Yamhill County will explore the possibilities of placing a greater share of the burden of park acquisition on new residents of the County who are generating the increased demand for parks and open space.

A number of methods for retaining open space were discussed in Chapter V, including appropriating money in the County budget for park acquisition. Currently no money is budgeted for this purpose. While bond issues, serial levies, or an increased tax base are all possible methods of financing parks, these

methods place the burden of the demand created by new residents on all residents equally. In order to shift this burden more to those who are creating the demand, a number of methods for requiring land developers to contribute either money or land for park purposes are being tried elsewhere. The concept of mandatory dedication requires that a subdivider dedicate a certain percentage of land for park use or pay a fee in lieu of land based on the density of the development. Often fees are more appropriate if the land to be subdivided does not include land which would make an appropriate park site. A property development tax could also be applied either at the time land is partitioned or when a building permit or mobile-home placement permit is issued. Some jurisdictions vary the tax according to the number of bedrooms in an attempt to adjust the cost to the impact created. The tax would then go to a special park acquisition fund.

That Yamhill County will encourage cooperation among government agencies to increase recreation programs and facilities for County residents, and will explore the possibilities of providing recreation programs for the small towns and rural areas of the County.

In addition to park sites, a number of other facilities provide recreational opportunities. The swimming pools operated by the City of McMinnville and the Chehalem Park and Recreation District are now used by the schools and the general public. Gymnasiums, auditoriums and meeting rooms in school buildings can benefit the community at large if agreements can be reached to make the facilities available to the public. The A.S.C.S. recreational farm-access program described in Chapter V has been well received by both sports enthusiasts and landowners, and Yamhill County is very interested in seeing the program continue. Special recreation programs are sponsored by the McMinnville Parks and Recreation Department and the Chehalem Park and Recreation District, which includes the Newberg area. However, the smaller towns and many of the rural areas are without these special programs. The County will explore the possibility of addressing this need.

Historic and Archaeological Sites

Sites of historic and archaeological interest constitute non-renewable resources, for once they have been destroyed they can never be replaced with the same significance. Since many people are interested in preserving these symbols of their heritage for public enjoyment and educational benefit, these sites are included as an important consideration in the parks and recreation system. In an effort to give these sites the attention they deserve, the following policy is adopted:

That Yamhill County will work with the Yamhill County Historical Society, the Oregon Historical Society, the Oregon State Museum of Anthropology, the State Park Historian, and all other interested groups to identify and preserve sites of historic or archaeological interest.

The greatest part of this task lies in identifying such sites. No archaeological survey of the County has been done, although the Curator of Anthropology at the University of Oregon Museum of Natural History has cited some of

the Indian mounds in Yamhill County as worthy of park development, with small museums showing the history of the mounds. A complete survey of the County would be beyond the means of local governments. The State Parks Branch was considering a Willamette Valley study of archaeological resources in 1971, and while this study was not financed, Yamhill County would support similar future efforts. The Federal government is also taking steps to preserve scientific resources, including archaeological resources. The 1974 Congress passed a bill which requires the diversion of funds on construction projects to salvage and preserve such resources if the projects are in any way connected with the Federal Government through financing, licensing, insurance, contract, and the like.

Information on existing historic sites is somewhat easier to obtain than information on archaeological sites. No complete survey has been done, but the office of the State Park Historian intends to cover Yamhill County as part of its present survey effort. Among the sites that the Park Historian has identified thus far as having historical significance are the Amos Cook House, the First Baptist Church, and the Fort Yamhill Blockhouse, all in Dayton; the Francis Fletcher House near Lafayette; the George Kirby Gay House near Wheatland; the Levi Hagey House in Dundee; and the Yamhill River Locks near Lafayette. In addition, local concern has been expressed for preserving the Ewing Young mill site on Chehalem Creek. Many of the sites are in private ownership, and preservation efforts would consist largely of developing a public information system whereby people applying for a building permit to demolish, alter, or construct a building could be advised whether or not the building or site had historic significance. Such factors would also be considered in the granting of zone changes or conditional use permits. In some instances where a site is of special significance and its accessibility to the public is important, County acquisition might be appropriate.



Public and Quasi-Public Institutional Uses

As observed in Chapter III, institutional uses are quasi-public and non-profit, and are of an educational, health service or recreational nature. Certain uses, such as the early grange halls, rural community halls and churches have typically been located in scattered outlying areas, serving what was formerly a substantial rural farm population. Few of these uses are being replaced today or new ones developed as a result of sharply declining rural populations and improved transportation facilities linking rural homesteads with urban centers. With the advent of a burgeoning non-farm rural population immediately surrounding the urban areas of the County, however, a number of new churches have been built in these areas in response to the attraction of low-cost land in close proximity to the populations being served. Small nursing homes, day-care centers, and the like, have also sought rural locations in the past, partly in search of a quiet, rural atmosphere, but also to take advantage of available sites or buildings which are easily renovated. Other quasi-public institutional uses for which rural development sites may be sought include people-intensive uses, such as chronic-care hospitals and nursing homes, and the well known Mid-Valley Workshop and Rehabilitation Center in Amity. While it is debatable whether some of these uses should properly locate in rural areas, distinctions should be made between exclusive day use and overnight, continuous use; the urban service demands the use makes; and the industrial or commercial character of the use and its compatibility with surrounding uses. Camp uses such as Camps Tillikum, Yamhill, Smith and Rainbow Lodge must, of course, locate in rural areas. Although the goals and policies enunciated in Chapter IV apply to the location of institutional uses in the same manner and to the same degree as any other urban and rural developments, a special policy relative to such uses is hereby adopted:

That Yamhill County will accommodate the location of non-profit, institutional organizations as defined by the Internal Revenue Code in the designated agriculture and forestry areas on the Plan Map, provided such uses are compatible with such agriculture and forestry areas, the stated goals and policies of Chapter IV of the Plan are fully complied with, and such uses are established and regulated as planned-unit developments under the zoning ordinance.

Urban Services

The guidance and control of urban service systems, particularly water supply and sanitary sewerage, has been discussed in the relationship of land use and services in Chapter IV. Of fundamental importance is the feasibility and capacity of local governments to provide such services at an appropriate level, now and in the future, to all who need them in a safe, efficient and economical way. In 1968, a comprehensive County sewer and water planning study observed that long-range water needs in Yamhill County would have to be provided largely

by way of adequate surface storage.⁷⁴ In 1972, the Yamhill County Economic Development Committee observed in its annual progress report that the most economically important projects needing Federal assistance are utility facility expansion and development, municipal and rural water supply treatment and distribution, sewage collection and treatment, and solid waste disposal. In 1973, a proposed regional solid-waste management program stated that suitable disposal sites, particularly new landfills to accommodate projected quantities of waste, create numerous impacts in land use, traffic, environmental pollution and other social values.⁷⁵ In 1974, a draft regional water-quality management planning study noted that improved water quality can be achieved either by controlling the distribution of land uses or by coordinating the discharges of area sewage treatment plants, such that the total volume of pollutants is minimized and treated to an acceptable level.⁷⁶ The priorities established and methods of financing selected in providing domestic water supply, sanitary sewerage and solid-waste disposal services is an area of major public policy concern.

Water Supply and Sewerage

The Boatwright study of 1968 observed that future growth and development in Yamhill County has a number of possible sources of water depending upon its location within the County. Growth that occurs in the areas where groundwater is available in reasonable quantities may use this source. Other areas will have to use water from the Willamette River or from storage reservoirs yet to be constructed on the various streams within the County. Significantly, the study concludes that "the only feasible means by which the long-range water needs of the County can be met is through the development of surface storage reservoirs that will make it possible to store the abundant wintertime precipitation until the summertime periods of demands."⁷⁷ And the report suggests that "the people of Yamhill County should unite to provide the financial capacity needed to develop these natural reservoir sites to their ultimate capacity recognizing the limitations of the various sites due to topography, runoff, land use, availability and geological conditions."⁷⁸

In view of these determinations, the following policies are adopted:

That Yamhill County will cooperate with other interested agencies to identify, acquire and/or reserve in advance through appropriate open-space zoning designations suitable watershed areas and reservoir sites to serve the domestic water needs of the emerging urban and rural development areas of the County.

⁷⁴Boatwright Engineering, Inc., *Comprehensive County-Wide Sewer and Water Planning and Engineering Study: Yamhill County, Oregon* (Eugene: Bureau of Governmental Research and Service, 1968).

⁷⁵*Chemeketa Region Solid Waste Management Program: Alternative Regional Plans* (Stevens, Thompson and Runyan, Inc., n.d.).

⁷⁶Mid-Willamette Valley Council of Governments.

⁷⁷Boatwright Engineering, Inc., p. 43.

⁷⁸*Ibid.*, p. 41

This policy is a specific action guideline emanating from the broader policy enunciated in the discussion on water resources in Chapter V. A commitment is made here to seek necessary funds to acquire key reservoir sites and protect such sites from the encroachment of rural residential building or other potential urban uses.

That Yamhill County will assist in the organization of special-purpose districts, such as water and irrigation districts, water associations and county service districts, which would be able to utilize Federal funds to build reservoirs and provide the desired services to their respective communities or clientele.

The provision of domestic water supplies in rural areas and their distribution systems, such as the proposed Perrydale and Grand Ronde domestic water systems, should be limited to areas that have an immediate and pressing need, or for which a large-scale or higher-density development offering a wider range of urban services is planned, and providing the supply and storage systems are sized to accommodate the needs of the service area only. Service to health hazard areas, such as the West Main water association service area west of Sheridan, is justified, but should not create a demand for further services other than possibly sanitary sewerage. Such areas should not be considered suitable for annexation on the basis of the health hazard alone. It is the responsibility of the County to assure that effective land-use policies and controls are implemented in such areas in an effort to prevent such unfortunate land-use problems from intensifying or recurring in the future. Close reference must always be made in these determinations to the urban growth goals and policies spelled out in Chapter IV.

Through support or sponsorship of the creation or improvement of domestic water systems, it is a further policy of the County:

That the establishment of domestic water supply systems will be supported where such systems conform to all applicable water quality and engineering design criteria developed by the Oregon Board of Health; where the supply, storage and distribution facilities are able to satisfy insurance fire-flow requirements and provide a given reserve for maximum daily use and emergency needs; where such systems provide a safe and adequate supply throughout the economic life of the systems; where such systems are developed at a level consistent with the ability of the providing agency to support the services and provide qualified personnel for operation and maintenance; and where the extension of water distribution lines is justified by the users' ability to support the services within a reasonable period of time.

This policy relates to design criteria, administration and finance for which standards and management criteria should be established on a sound basis in respect to the provision of any public services.

Finally, in respect to both surface and groundwater systems, it is the policy of Yamhill County in making land-use determinations,

That groundwater supplies must be protected from critical drawdowns or disrupted flows occasioned by surrounding land use development or activities, such as logging and mining; that surface water supplies must be protected from unusual increases in turbidity and sedimentation caused by logging, mining, excavation or grading; and that both groundwater and surface water supplies must be protected from contamination by subsurface sewage-disposal systems, sewage lagoons, sanitary landfill sites and other sources of pollution.

This policy addresses problem areas which have occurred in the past in different areas of the County and, in answer to these concerns, calls for a greater sensitivity to the environmental impact of urban development, agriculture, forestry and mining within the context of a delicate balance of land and water resources.

Unfortunately, the pervasive non-point sources of pollution caused by logging, agriculture and scattered individual subsurface sewage-disposal systems are not now effectively monitored and cannot be effectively treated. Control of point sources, such as domestic sewage and industrial trade-waste disposal, is much more advanced. The following policies are therefore adopted:

That Yamhill County will assist in the organization of special-purpose districts, such as sanitary districts, sanitary authorities and county service districts, which would be able to utilize Federal funds to build collection and treatment facilities and provide the necessary services to their respective communities or clientele.

At present, the only prospect of creating districts for the purpose of providing sewage collection and disposal services lies in those areas of existing residential development where severe subsurface disposal problems exist, such as Hopewell, Whiteson, Cove Orchard, the West Main water service area in Sheridan and, perhaps, Corbett Acres in the Willamina Creek Drainage and Grand Ronde Agency. Involvement of the County in forming new districts and becoming active participants in rural area planned-unit developments is a questionable enterprise, especially if done in advance of addressing more pressing existing needs such as the described potential health hazard areas. While it is recognized that County endorsement of any proposed new rural area developments will be necessary if the State Department of Environmental Quality is to approve any proposal for a package sewage treatment system, resolution of this dilemma will have to come in the early stages of Plan implementation if new rural area developments of any magnitude are to be realized at all.

It is a further policy of Yamhill County:

That the development of sanitary sewerage systems will be supported where such systems conform to all applicable Federal and State standards pertinent to the

collection, treatment, and final disposal of effluent; that support will be given for the continued separation of sanitary and stormwater collection systems and the development of correction programs to reduce ground and surface water infiltration; that support will be given for the separation and disposal of industrial wastes which differ significantly from normal domestic sewage in strength or composition, or which contain significant quantities of grease, chemicals or suspended metals; and that the planning management criteria enunciated for domestic water systems should be applied with equal consideration to sanitary sewerage systems.

This policy relates to design criteria, system separations and improvements, and administrative and financial concerns which are an ongoing problem with urban and rural systems alike.

In respect to the growth constraints imposed by the technology and regulation of individual wastewater disposal systems, it is the further policy of Yamhill County:

That the development of small biological and physical-chemical plants in areas of existing or planned urban densities in rural environments will be supported, provided they are operated by a public agency or licensed private corporation or homes association and meet established operational and water-quality standards.

Technological improvements in the design of package treatment plants and the evolution of satisfactory administrative and financial arrangements to ensure their proper, continuous operation and maintenance will make possible a more flexible rural development pattern, however such determinations must be grounded in the concerns already expressed for urban and rural area development generally.

It is a further policy of Yamhill County:

That the land disposal of effluent from industries generating an exceptionally large flow of sewage will be encouraged.

Spray irrigation of organic effluents or wastes from food-processing plants is an ideal method of disposing of such wastes in view of their heavy biochemical oxygen demand and otherwise impractical hydraulic loading of domestic sewage treatment facilities. The new cherry-processing plant on Highway 221 south of Dayton will irrigate nearly 100 acres of highly productive grainfield by this method.

Full information on existing urban water supply and sewerage systems is contained in a 1973 publication of the Mid-Willamette Valley Council of Governments, entitled *Regional Water and Sewer Study -- Phase I: Inventory and Problem Identification*. This report identifies the primary deficiencies of muni-

cipal water and sewer systems within Yamhill County and is designed to complement the Water-Quality Management Plan, as adopted, and the various comprehensive plans of the region. The overall study is for the purpose of integrating and updating individual water and sewer facilities on a regional basis; implementing the River Basin Plan for water quality, as required of the Council of Governments by the State Department of Environmental Quality and the U.S. Environmental Protection Agency, programming facility need and timing of construction; and coordinating the design of water and sewer facilities with local and regional plans to assure that the facilities and their impacts are consistent with adopted land-use goals and policies. Since the inventory report pre-dates this Plan, some modification of the plans and programs proposed will need to be considered.

New water storage, treatment and distribution facilities, as well as sewage collection and treatment plants, will be developed within the County as population grows, and especially as regionalization of such services and economies of scale in construction, operation and maintenance become attractive. Recognizing the potential for regionalizing water and sewer systems in the relatively near future, the following additional policy is adopted:

That Yamhill County will support any consolidation of water and sewer facilities to secure the potential economies of scale and organization, providing their potential environmental impacts are consistent with existing land-use plans, related urban growth goals and policies, established water-quality standards, and where separate local facilities are shown to be more expensive.

Recurring discussions have been held over the years which explored the possibility of developing sub-regional water supply systems in various parts of the County. Many of the watershed storage project proposals already alluded to, from Pike to Buck Hollow and the Red Prairie project, as well as smaller-scale proposals now approaching realization, such as Perrydale and Grand Ronde on the Yamhill-Polk County boundary to the south and west, respectively, and the North Chehalem project on the Yamhill-Washington County boundary to the northeast, have addressed the problem of regional water supply at varying scales. McMinnville and Carlton have in the past shared surface-stored supplies from the Coast Range, while Carlton now serves rural areas to the north and east in addition to its own needs. Yamhill, too, while piping water several miles from Turner Creek, has seen fit in the past to supply water to rural areas both to the north and east. Amity is reliant in part upon springs in the Eola Hills, while Dayton, Dundee and Lafayette divide springs and watersheds in the Red Hills of Dundee amidst progressive urban encroachment. Newberg pumps from wells in the French Prairie area of Marion County, Dundee pumps from the Willamette River, while Willamina relies on variable run-of-the-stream sources, and Sheridan secures its water from springs and surface sources nearly nine miles to the north in the Coast Range. Opportunities clearly exist to serve the northeast part of the County from substantial new storage reservoirs in the Coast Range and/or from the Willamette River, while Amity, Sheridan and Willamina stand to benefit similarly from major regional storage projects or run-of-the-river sources utilizing the South Yamhill River. Amity is, in fact, following this option at present.

Opportunities for regionalizing sewerage systems have also been explored in the water-quality management planning study referred to above. Goals and objectives were developed for water-quality management planning, engineering design criteria were assigned and a cost-effective methodology for the evaluation of alternative sewerage arrangements was established. Considered in light of these factors, various regional sewerage arrangements are evaluated according to their cost and environmental impacts. Two of these proposals involve regional collection and disposal systems for Newberg and Dundee and Sheridan and Willamina, with the creation of such systems making possible major land-use changes and intensification of existing uses between those pairs of cities. For a full accounting of those schemes and their alternatives, reference is made to the study report.

Solid Waste Collection and Disposal

Currently the industry generating the most solid waste in Yamhill County is the mobile home and recreational vehicle industry. Large quantities of wood products, paper, insulation and other materials must be hauled from these plants to the Whiteson Sanitary Landfill. The problem has been of such magnitude during peak production periods that reduction of wastes through the use of shredders or compactors is encouraged. If it could be shown that the amount spent on such a program would be less than the amount saved through reduced hauling charges, this approach could prove feasible. The only other industries in the County which have been presenting serious solid waste problems are some of the forest-products mills. With the elimination of the wigwam burner in the forest-products industry, a wood-chip disposal problem is becoming apparent, as evidenced by the stockpiles surrounding the Willamina Lumber Company plant. In that situation, the use of a nearby dormant quarry site to dispose of such wastes is presently under consideration. In Newberg, Publishers Paper Company also generates considerable solid waste, but thus far has been taking care of its own problem.

Three specific items which present problems in terms of disposal are tires, junked autos, and white goods (appliances). All are bulky to handle, do not compact easily, and take up much space in a landfill. Tires are now being taken care of haphazardly. Some are just being piled in hopes that a solution will arrive soon. Others are hauled to the Oregon City landfill where a shredder is used before the tires are buried. In Marion County, some tires are being split and then buried below the water level. Most autos go to existing wrecking yards where they are stripped down and sent on to a steel company in Portland and put through a shredder. The steel is then sold to mills, such as Cascade Steel in McMinnville, which has been taking a small quantity of stripped cars. Most white goods are being compressed and buried. Handling of them is so difficult, however, that rates may be adjusted to increase the cost of disposing of this material. A small part of the white goods are also sent to Portland for shredding.

To address these problems, the Chemeketa Region Solid Waste Management Program prescribes three alternatives plans for the five-county region of Yamhill, Polk, Marion, Benton and Linn.⁷⁹ Although the responsibility for implementation

⁷⁹*Chemeketa Region Solid Waste Management Program.*

of the plans is flexible to some degree, the alternatives emphasize the range of possibilities in resource recovery which could be realized in the region. Through phased implementation, the plans are directed to solving long-range needs over a period of twenty years or more. In Yamhill County, existing and proposed facilities include landfills at Newberg and Whiteson, a transfer station near McMinnville and a drop box in the Sheridan and Willamina area. Demolition sites and resource recovery centers serving Yamhill County are proposed for the Salem area, although one alternative proposes such a facility near McMinnville in about ten years. The advantages and disadvantages of the three alternatives relate to such factors as ease of implementation, use of existing facilities, level of required capital investment and economies of scale in site costs, level of resource recovery and markets for recovered materials, and traffic impact and measure of public convenience. While cost-sharing arrangements have yet to be finalized and future decisions have yet to be made regarding alternative facilities, it is the policy of Yamhill County:

That full support will be given to the Chemeketa Region Solid Waste Management Program as developed in scale with the County's needs and subject to equitable cost-sharing arrangements for each of the services and facilities developed on a regional basis.

In Yamhill County, the old open-burning dumps at Sheridan and High Heaven have now been closed down and replaced by the Whiteson Sanitary Landfill. Life expectancy of the Whiteson landfill is approximately ten years, after which time the site will be used for agriculture or park purposes. As a replacement to Whiteson, a new site will have to be found for landfill purposes or a transfer station or resource recovery center will have to be developed. The Newberg landfill serves parts of Washington and Clackamas Counties in addition to northeast Yamhill County and, being privately owned, cannot be managed as effectively as it would if part of a public regional system for solid-waste collection and disposal serving the described five-county area. The current life expectancy of the Newberg site is ten to twelve years, after which time the regional program may propose the creation of a transfer station on the same site. This might entail the purchasing of a shredder for the site, so that solid waste could be reduced prior to its transfer to other regional disposal sites. The Newberg site has also been proposed as a park within the Willamette River Greenway system and is so indicated on the Plan Map.

CHAPTER IX

ENVIRONMENTAL QUALITY. COMMUNITY APPEARANCE AND URBAN DESIGN.

Environmental Quality

The section on environmental change in Chapter III noted that Yamhill County has retained an overall high-quality natural environment, but that the impact of human activities on this environment has upset the natural ecological balances and the high esthetic quality of the County in the past, and poses the threat of further deterioration in the future. It is therefore the goal of Yamhill County:

To conserve and to protect natural resources, including air, water, soil, vegetation and wildlife, from pollution or deterioration which would dangerously alter the ecological balance, be detrimental to human health, or compromise the beauty and tranquillity of the natural environment.

Toward this end, the following policies are adopted:

That Yamhill County will cooperate with the Mid-Willamette Valley Air Pollution Authority and the State Department of Environmental Quality in enforcing State and Federal regulations designed to achieve high air quality.

The Clean Air Act Amendments of 1970 enacted by the U.S. Congress provided for the establishment of national ambient air standards and required that every state prepare and submit to the Federal government an implementation plan by which it proposed to comply with the national standards. The *State of Oregon Clean Air Act Implementation Plan* was prepared by the Department of Environmental Quality (D.E.Q.) and received approval from the Federal Environmental Protection Agency in March, 1972. This Plan calls primarily for the use of existing and newly adopted regulations to achieve national ambient air standards by 1975. For Yamhill County, adherence to these regulations will be enforced primarily by the Mid-Willamette Valley Air Pollution Authority (A.P.A.), a regional authority with jurisdiction over Benton, Linn, Marion, Polk, and Yamhill Counties. D.E.Q. retains jurisdiction only over pulp and paper mills (Publishers Paper in Newberg) and motor vehicles.

The most serious air pollution concern in Yamhill County is particulate matter, caused primarily by field burning. In the past, wigwam burners used by the wood-processing industries also contributed heavily to this problem, but these burners have been almost completely phased out in accordance with

State regulations. Unless the 1975 State Legislature extends the deadline, field burning will be banned by January 1, 1975. However, grass seed farmers in Yamhill County and elsewhere throughout the State are vigorously opposing this deadline, and it may be that alternative methods to burning or new markets for straw will have to be developed before the ban will be enforceable. Recognizing that the ban on field burning would cause a significant reduction in particulate matter, Yamhill County supports further research efforts into alternatives which would allow an improvement in air quality without economically threatening the grass seed farmers.

Carbon monoxide emissions are produced primarily by automobiles and by field burning. Federal regulations on pollution control equipment for automobiles and an ultimate ban on field burning should effect the reduction of carbon monoxide designated in the Implementation Plan. Most other pollutants of significance are generated from industrial sources, and will be controlled by the permit granting and monitoring authority of the A.P.A. Prior to operation, the A.P.A. inspects an industry's equipment to determine if it can adequately control pollutants. If there is some question, the emissions will be tested, and in serious cases continuous monitoring may be required. The A.P.A. has the power to grant operating permits to most industrial operations, to issue fines when regulations are violated, and in extreme cases to issue injunctions. Yamhill County will cooperate with the A.P.A. by insuring that when a conditional-use permit is granted for a use requiring an operating permit, the acquisition of such permit will be a condition of approval.

That Yamhill County will, in making land-use decisions relative to industrial or other uses likely to pose a threat to air quality, consider proximity of the proposed use to residential areas and meteorological factors such as seasonal prevailing wind direction and velocity.

Industrial areas shown on the Plan Map are in most cases extensions of existing industrial areas. The purpose of directing future development to places where development has already occurred is to prevent industries from blighting new areas and to facilitate the servicing of industries by encouraging their location in concentrated areas. In areas shown on the Plan Map and subsequently zoned for industrial use, it will be largely the regulatory powers of the A.P.A. and the D.E.Q. rather than locational factors which will control air quality. Nevertheless, when Plan changes, zone changes, and conditional-use permits are proposed, the factors stated in the above policy will be given serious consideration.

That Yamhill County will cooperate with the cities of the County and with regional, State and Federal agencies to achieve high water quality as defined by State and Federal standards.

The many benefits of the water resources of the County have been described throughout the Plan and include municipal water supply, recreation, irrigation, esthetics, and wildlife habitat. A critical element in continuing these benefits is achieving and maintaining high water quality. Because the volume and quality of streamflows within a hydrologic basin is directly affected by previous actions upstream, the planning of water resources, including the disposal of

effluent, must be a coordinated effort to address the total requirements of the hydrologic basin. For this reason, a Willamette Basin Plan is now being prepared by the D.E.Q. which will define the major resource requirements of the Basin and provide them as constraints to the areawide Water-Quality Management (WQM) Plan prepared by the Mid-Willamette Valley Council of Governments and referred to in Chapter VIII. This plan develops sewerage recommendations for each of the incorporated places within Yamhill, Polk and Marion Counties on the assumption that, because these areas generate the overwhelming bulk of the domestically and industrially derived sewage, coordination of the collection and treatment of municipally derived waste-loads should measurably improve the water quality of area streams.

An important goal stated in the WQM Plan is

To assure that sewer systems provide for the safe and efficient collection of sewage and that treatment facilities meet the effluent limitation standards of State and Federal governments.

Specific policies for the development of sewer systems in Yamhill County are contained in Chapter VIII. It should be noted that while Yamhill County supports efforts to establish standards for water quality, State and Federal standards and the targets for meeting them have been subject to change in the past, and they should therefore be critically reviewed and understood before recommendations for very expensive wastewater treatment facilities are accepted. Research and planning efforts, such as the WQM Plan, which provide the basis for informed local decision making are supported by Yamhill County, provided they are updated regularly to account for changes in population, economic development, land use, technology and philosophy. Too, the impact and benefit of such a plan can only be determined by way of an effective water-quality monitoring program. The full cost-effectiveness of any regional sewerage services, the net effects of improved water quality brought about by such services, and the relation of abatement measures addressing point versus non-point sources of pollution can only be evaluated through such a program. For these reasons, Yamhill County advocates an expansion of the State's capability and efforts in its present water-quality monitoring program in order to identify more accurately the location, intensity, and causes of pollution wherever it may occur, and to enable better judgments to be made in determining optimum patterns of public expenditures on pollution abatement.

The WQM Plan addresses point sources of pollution, but non-point sources must be controlled as well if high water quality is to be achieved. Toward this end, Yamhill County has signed a contract with the D.E.Q. to enforce standards for subsurface sewage and nonwater-carried waste disposal through the office of the County Sanitarian.⁸⁰ The primary responsibility under this contract is to issue septic-tank permits in accordance with adopted D.E.Q. standards. Yamhill County also supports the State *Forest Practices Act* (see Chapter V) which addresses watershed protection as affected by timber-harvesting practices, and supports efforts like those of the Federal Agricultural Stabilization and Conservation Service to encourage farmers to pursue agricultural practices which are environmentally sound.

⁸⁰ *Rules Pertaining to Standards for Subsurface Sewage and Nonwater-Carried Waste Disposal* (Portland: Department of Environmental Quality, April, 1974).

That Yamhill County will work toward sound watershed management practices by regulating land uses in a manner least likely to impair the quality of surface water runoff.

The Plan Map shows only forest and agricultural large-holding uses for existing watersheds. Higher-density uses which would pose additional threats of erosion and pollution should not be allowed in watershed areas.

That Yamhill County will work to maintain a healthy natural balance among the many life forms existing together within the region.

While all policies previously stated relating to natural resources will support this policy, it is important to emphasize the County's recognition that people are dependent upon nature's life cycles and that development must occur in harmony rather than in conflict with the natural environment. Preservation of air and water quality are important steps in this direction, as are protection of the soil and wildlife resources discussed in Chapter V. The vegetation which grows wild on the hills and in the Valley is fed by the air, water and soil and in turn returns oxygen to the air and supports the wildlife population. This important resource must also be protected from wanton destruction by urban development and from the dangers of injurious pesticides or herbicides which might, over the long range, do more harm than good to the environment.

That Yamhill County will cooperate with the Department of Environmental Quality in implementing noise-control regulations.

While noise pollution has not yet become a serious problem in Yamhill County, excessive noise could seriously disrupt the tranquillity which is highly prized by local residents. Numerous complaints regarding motorcycles and quarrying operations have already been generated. In recognition of the serious threat to the environment posed by excessive noise, the D.E.Q. has recently proposed and adopted noise-control regulations. The proposed regulations define tolerable noise levels for new motor vehicles, in-use motor vehicles, including off-road recreational vehicles, racing events, public roads, and industry and commerce. Those proposed for motor vehicles are effective August 15, 1974, while the other regulations are still subject to review. A range of methods for achieving suitable noise levels are proposed, including prohibiting the sale of new motor vehicles which exceed noise limits, prohibiting the operation of in-use motor vehicles which exceed noise limits, restriction of road location and design which would be likely to generate noise from motor vehicles beyond tolerable limits, and the restriction of noise levels allowed by commercial or industrial operations. The County, as a public agency with jurisdiction over existing roads, will cooperate with the D.E.Q. in determining statistical noise level data or projections for specified roads upon request. In addition, the County will aid in the designation of quiet areas where tranquillity is of special importance and for which special standards may be established.

Community Appearance and Urban Design

Frequent reference has been made throughout this Plan to community appearance. A large part of the development potential of the County and its member cities will rest upon the attractiveness of the total community. The combined efforts of both the County and the cities will be required to retain the quality and livability of the area as growth occurs. The relatively slow rate of population increase anticipated for Yamhill County will make attractive community development possible, but at the same time more difficult to achieve. The slower growth rate may tempt the larger communities of McMinnville and Newberg in particular to lower their standards or forego higher standards in order to obtain new development at any cost. Each new development should be evaluated in terms of its impact on the appearance of the community. It is thus the goal of Yamhill County, along with the cities

To preserve and enhance the charm and amenity values of the County, while accommodating change, through ensuring harmony between urban development and the natural environment, at the same time cultivating more attractive urban environments in which to live, work and play.

Towards this end, the following policy is adopted:

That Yamhill County will, in cooperation with the cities, work to establish high standards for urban development and redevelopment, initiate incentives and regulatory programs to achieve such standards and seek abatement of the esthetic degradation of the environment resulting from conflicting land uses and blighted neighborhoods, indiscriminate waste disposal, offensive outdoor storage and advertising, and the lack of adequate natural and landscaped open space.

Cooperative action programs will be initiated to evaluate and improve community appearance. These will include efforts to improve the appearance of streets and highways by establishing street-tree planting programs in existing and developing urban areas; landscaping traffic islands, median strips, shopping malls and parking lots; and establishing sign regulations in both urban and rural areas. Property owners in both residential and business districts will be encour-



View from Highway 99W, Dundee



City parking lot, McMinnville

aged to maintain and upgrade their properties, and efforts will be made to have utility lines placed underground in existing and proposed developments. Strengthened enforcement of the County's solid waste ordinance will address the removal of old car bodies and other debris from public and private properties throughout the County; and timber harvesting and rock quarrying will be controlled so that they do not detract from the natural beauty of the County, particularly where such activities are visible from highways or residential areas. These

measures can only be achieved through the combined efforts of the County, the cities, the State, the Federal land managers, and private landowners.

Reference was made in Chapter VI to means of improving the esthetics of residential, commercial and industrial development. To further these efforts, specific programs should be initiated, such as street-tree planting along Highway 99W through McMinnville and Newberg and along 3rd Street in McMinnville and Bridge Street in Sheridan, as well as landscaping of several of the large public and private parking lots in McMinnville and Newberg. Sign regulations should also be instituted to provide for the amortization and removal of billboards, rooftop signs and business signs unrelated to the premises on which they are

located, and to encourage attractive signs in all business areas. Incentives to upgrade properties through paint-up, clean-up efforts, replacement of deteriorated roofing and exterior finishes of buildings, and a program of public awards for attractive residential, commercial and industrial development or rehabilitation should also be initiated. Noteworthy efforts to improve individual sites and buildings in several communities of the County in the past year or two have gone largely unrecognized,



View from Highway 99W,
Newberg-Dundee

especially in McMinnville. Utility lines are now going underground in a number of new residential subdivisions, however the blight of power poles and wirescapes along major arterials such as Highway 99W, 18 Business and the main street of almost every community in the County persists. The County maintains a fairly effective regulatory function in solid waste collection and disposal, however when measured against the magnitude of the problem, the clean up has scarcely begun. Finally, timber harvesting in areas such as Parrett Mountain where recent con-



Unsightly premises, Highway 99W

licts have occurred with residential values and the views of passing motorists on Highway 99W, as well as quarrying in many locations adjacent to well traveled highways, have also presented problems of increasing concern. Most of these problems can be resolved through a moderate and flexible program of land-use regulation.

Environmental Impact

The concern for environmental protection which has been growing nationwide in recent years resulted in the enactment in 1969 of the *National Environmental Policy Act* which required that environmental impact statements (E.I.S.) be prepared for all projects having "a significant environmental impact" which are sponsored or financially assisted by Federal agencies. The E.I.S. as described in the *Act* is for the purpose of generating information to public decision makers on a wide range of possible environmental effects. The statement must describe primary and secondary impacts, long-term and short-term effects, possible alternatives when available resources could be allocated to conflicting uses, and any irreversible and irretrievable commitments of resources generated by the project.

Since passage of this *Act* a number of states, including Washington and California, have enacted laws requiring the environmental assessment of development projects subject to State approval. The 1973 Oregon Legislature considered a bill (*House Bill 3113*) which would have required environmental impact analyses for land development proposals containing 50 or more lots, and would have allowed local planning commissions to require such analyses for proposals involving 20 or more lots. While this bill did not pass, it seems likely that as other states refine the scope and procedural aspects of the E.I.S. to make it more workable than it is now, the State of Oregon will also adopt similar legislation.

In support of the environmental impact review concept, Yamhill County adopts the following policy:

That consideration will be given to adopting an ordinance requiring environmental impact review of all major public and private development proposals and that the social and economic costs and benefits associated with any particular development proposal will be properly evaluated prior to public endorsement or approval.

Yamhill County can adopt such an ordinance under its own ordinance-writing authority. However, should State legislation on this subject be passed in the future, the local ordinance would have to comply.

CHAPTER X

IMPLEMENTATION. EVALUATION AND UPDATE.

The Plan is a single, coordinated, long-range plan for Yamhill County and its ten member cities. To have any meaning, it must be implemented. Although the goals and policy issues occasionally relate to areas of separate or mutually exclusive political jurisdiction, the Plan making, amendment, updating and implementation processes must always be a combined county-city effort whenever the effects of growth and change transcend political boundaries. Implementation is not an easy process and requires constant vigilance and commitment on the part of both county and city governments and the citizenry at large. The Plan should be reviewed, evaluated and updated as conditions require so that it remains a viable and useful tool for guiding growth and development. The various means for implementing the Plan are as closely interrelated as the elements of the Plan itself.

Implementation and Administration

In identifying the Plan as a body of goals and policies woven together with appropriate narrative and expressed in map form, a complex public policy statement results. The Plan cannot therefore be construed as a single map of desired land uses. While the Plan Map is the visible result of the array of goals and policies enunciated in the Plan document, it is the policies themselves which contain the vital commitment to attract, accommodate, divert or discourage growth or to seek desired change in the development pattern. The Plan is then better defined as a *policies plan*, and every development action which occurs in the County should be accommodated or rejected on the basis of one or more of the policies expressed in the Plan. If any development proposal or activity is not anticipated by the Plan, a revised or altogether new policy may need to be formulated in the context of the underlying statement of goals. Continual reference to and test of the strength and relevance of all the goals and policies comprising the Plan is a vital aspect of Plan implementation. If the goals or policies fail, then so does the Map and the very Plan itself. Adoption of the Plan by ordinance as a statement of community policy is therefore essential to its effectiveness. When the Plan is officially recognized as a guide to future growth patterns, public and private community actions must be evaluated in terms of the Plan.

Continual reference has been made throughout this document to intergovernmental cooperation. *ORS Chapter 197 (Senate Bill 100)* mandates cooperation in planning by requiring counties to coordinate all planning activities affecting land uses within the county to assure an integrated comprehensive plan for the entire area of the county. The coordinating function relates to the prepara-

tion and adoption of comprehensive plans consistent with statewide planning goals and guidelines approved by the State Land Conservation and Development Commission, as well as enactment of zoning, subdivision and other ordinances or regulations to implement such plans.

Yamhill County, as a member of the Mid-Willamette Valley Council of Governments, recognizes the need for all members to inform each other of "proposals, plans, developments and operations of significance which have regional impact,"⁸¹ including major annexations of territory to cities, the formation of county service districts, significant capital improvements, and the like. The Council's *Charter and Agreement* enables member governments to identify jointly those issues and needs which are regional in scope, achieve concurrence for cooperative actions, and plan, approve, and recommend governmental action in areas of intergovernmental concern, such as public health, safety and welfare, transportation, parks and recreation, water supply and sewerage facilities, and planning. The focus is clearly as much on city-county as inter-county relationships, and Yamhill County recognizes and supports both perspectives.

The permanent Regional Planning Committee of the Council is given the charge of formulating and recommending regional goals and objectives; recommending regional, comprehensive plans for land use, transportation, community facilities and utilities; studying regional problems identified by and referred from the Council; recommending uniform codes and ordinances; and recommending a regional capital-improvement program. Yamhill County advocates full regional cooperation and a renewed effort in fulfilling these tasks.

Inter-county or city-county compacts or cooperative agreements may also be entered into for any of a wide variety of purposes under *ORS Chapter 190*, including the coordination function under *ORS Chapter 197*. This allows for the formalization of planning coordination between or among counties which are not members of the same regional planning agency or council of governments, such as Yamhill and Washington, Clackamas or Tillamook counties. *ORS Chapter 215*, the general county planning enabling statute, now also authorizes the creation of joint city-county planning commissions or other intergovernmental agencies for planning as authorized by *ORS Chapter 190*. The opportunity to create joint planning commissions between Yamhill County and each of the cities of McMinnville and Newberg should most certainly be explored in light of the many issues of mutual concern enumerated in this Plan. Yamhill County urges consultations on this subject with the cities of McMinnville and Newberg at an early date.

For the purpose of obtaining citizen participation in coordinating planning for all lands situated within the County, *ORS Chapter 215* also provides that the County may establish advisory committees on land-use planning for each area of the County composed of a city located principally within the County and such lands surrounding the city and located outside the boundaries of the city as the County determines to be a reasonable land-use planning unit. This was done by Yamhill County in advance of such legislation in October, 1969, with the creation of nine such committees (now reduced to eight), whose study areas

⁸¹*Charter and Agreement: Mid-Willamette Valley Council of Governments* (Salem: August, 1971), p.2.

cover the entire County. State law further provides that the Board of Commissioners and the Planning Commission must consult with each advisory committee so established in respect to the preparation, adoption, revision and implementation of the comprehensive plan for the County. This has been done with considerable commitment of time and effort in the Plan preparation phase and will be sustained as part of the ongoing planning program.

Finally, the rules governing the conduct of business of the Yamhill County Planning Commission provide that when the Commission considers docket items within one mile of any incorporated area or the Planning Director considers the docket item to be of critical interest to that city, the chairman of that city's planning body, or his representative, shall be invited to participate in the Planning Commission's deliberations.

The above listing leaves no doubt that ample measures have been prescribed by State law and incorporated into regional agreements and local by-laws to create the setting for effective intergovernmental cooperation and citizen participation in land-use planning matters. Yamhill County supports these measures and will continue to seek improved intergovernmental cooperation and public participation in all planning activities as the County grows.

The enactment of new ordinances and codes is an important step in implementing the Plan. On adoption of the Plan, Yamhill County will establish modern, comprehensive development regulations which will provide direction, flexibility and incentives for balanced land uses, good layout and design, quality development and open space. The traditional concentration on negative restrictions typified by the standard-form zoning ordinance of a generation ago will not be a part of the implementation program. The present zoning ordinance, which was enacted in August, 1968, will be repealed and replaced with a new countywide ordinance which will give effect to the goals and policies of this Plan. Regulating provisions will express the latest standards for land development, and practices and procedures will comply with all restraints and guidelines enunciated in recent Court decisions in respect to compliance with State enabling legislation and the tests of constitutionality. In addition to segregating broad land-use categories, the zoning ordinance will prescribe development standards and incentives to encourage good layout and design, at the same time ensuring compliance with approved development schemes through the negotiation of performance agreements. Development standards will also vary across the County in accordance with prevailing standards and needs. In no way will the standards prescribed work to inflate unreasonably the cost of land for building. It should be cautioned, however, that land development, as distinct from land subdivision, is a business in its own right requiring a substantial amount of capital and expertise. There is no justification for expecting every landowner to be able to carry out all of the site planning, development and marketing tasks on his own. Land must often be sold in blocks to those who are capable of satisfactory performance in the creation of both a marketable product and an attractive addition to the community urban setting.

As a specific concern addressed in Chapter VI, mobile homes will require special development standards, whether in scattered locations on their own sites, in subdivisions, or in mobile-home parks. Standards relating to exterior finish, skirting, permissible additions and screening of outdoor storage areas are problems requiring sensitive design treatment. Signs will also be

accorded special status as unique structures. Since outdoor advertising too often goes beyond the necessary function of informing the interested viewer to creating a blight upon an otherwise attractive urban or rural landscape, special development standards regulating their location, size, height, setback and number will be instituted.

On July 1, 1974, the County enacted new building, mechanical and plumbing ordinances which adopt by reference the *Uniform Building Code*, the *Uniform Mechanical Code* and the *Uniform Plumbing Code* of 1973, published by the International Conference of Building Officials. The County now maintains a vigorous enforcement program under these codes. While these codes are now being administered statewide under the requirements of *ORS Chapter 956*, with the State providing enforcement services in many areas, Yamhill County has chosen to enact and administer the codes using its own inspectors, thus demonstrating its commitment to keeping its regulatory programs under local control and providing the best service possible on a personal basis to local area builders. As an additional effort, Yamhill County intends to explore the need for, and public response to, initiating a uniform housing code to ensure a reasonable degree of upkeep of buildings once constructed under the various building codes. In this respect it is important to note that both housing and building codes relate specifically to the maintenance of basic health and safety requirements of substandard dwellings and do not deal with design features of an esthetic nature. With nearly all inspections being made at the time of initial construction or later at a change of tenancy, there is virtually no review or regulation of personal living conditions or life styles or any invasion of privacy. Any code which would go beyond addressing itself to essential health and safety considerations would not be acceptable to the people nor supported by Yamhill County. Further, such inspection procedures and remedies to upgrade substandard buildings must not work to increase unreasonably the cost and availability of housing to lower-income people.

While continuing to work with a basic subdivision ordinance enacted in 1959, which has recently been updated in a number of respects to comply with recent changes in State law, an entirely new subdivision ordinance will be drafted and enacted within the coming year. This ordinance will regulate subdivision and partitioning so that high standards of layout and design will be maintained. Such factors as the alignment, gradient and configuration of streets, site grading and drainage, control of erosion and sedimentation, preservation of views, tree and ground cover, regulation of parcel shapes, sizes and orientation, and provisions for adequate performance by developers will be adequately addressed. Special regulations will also be invoked as necessary to control mining activity if State-prescribed measures governing reclamation or restoration and alternate use are not required or adequately enforced.

Given an identification of potential natural hazard areas, such as floodplains, mud-slide areas and areas of geologic hazard, development will be regulated in such areas to avert or reduce the potential loss of life or property. With County participation in the National Flood Insurance Program, it is incumbent upon the County to specify by ordinance all known natural hazard areas and regulate or prohibit uses in those areas which are intolerant of any hazards which may occur. Through the preparation and implementation of a flood-plain management plan and ordinance, long-range hazards and losses of prime natural resources will be reduced. In addition, immediate regulation of uses through zoning and building safeguards, such as floodproofing or special foundation design, will be utilized. A flood hazard overlay will become a special supplement

to the zoning map and all proposed building development within the identified flood hazard areas will be subject to special review and permit approval under the building ordinance.

CTD

Virtually every city of the County and the County itself carry out capital-improvement projects each year. These may range from extensions of utility lines and sidewalk and pavement improvements to construction of major public buildings. Such projects can do much to influence and stimulate private development. Many projects may also have significant relationships to other projects. The construction of a school addition may be used as credit towards the local share of the cost of an urban renewal scheme. Savings might be possible if a sewer main replacement is scheduled to coincide with reconstruction of a street. Many dissimilar projects compete for funds which are all too limited. The wealth of federal incentives and matching grants tends to distort and confuse the efforts of public officials to set local priorities. It is also far too common for projects to be selected for action solely in response to local pressures or vested interests or to meet requirements for aid from the State or Federal government. Although fewer strings are attached, Federal revenue-sharing funds have a similar effect.

Capital programming is useful in balancing competing pressures for limited funds and in demonstrating that fairness and objectivity are being exercised in public spending. The systematic review of proposed projects also affords an opportunity to coordinate them in respect to timing, location and financing. It also presents the opportunity to schedule projects over time so that the various steps in the development of an area logically follow one another. It further gives a picture of future needs and development activities. In 1962, an American Institute of Planners planning policy committee made the recommendation that comprehensive plans for the development and growth of communities should include financial plans for the realization of plan recommendations. The committee proposed that for every comprehensive plan, there should be a corresponding capital-needs list, intended as a comprehensive listing of all capital-improvement recommendations contained in the comprehensive plan. Yamhill County supports this concept and strongly urges all of the cities and special-purpose districts in the County to initiate in cooperation with the County, rational and effective capital-improvement programs. By setting appropriate public-investment priorities, the cities, special-purpose districts and the County can achieve a stronger presence in their plan implementation efforts.

The capital-improvements program consists of three steps: the listing of necessary public improvements, determination of priorities and a financial analysis. A list of all capital improvements that will be needed in the foreseeable future is first established. Contributions are made to the list from each city or county department and special-purpose district together with preliminary cost estimates. Based on an evaluation of projects submitted by these departments, a priority is assigned to each project based on the apparent need. A financial analysis is prepared to determine existing and anticipated future sources of revenue which can be applied to capital-improvement programs. From these projections it is possible to estimate the amount of revenue available annually for capital expenditures and to allocate these funds to appropriate projects. Capital-improvement programs are usually prepared on an overall basis for ten years and they are revised annually as funds are expended and priorities are changed. As part of the financial analysis, Federal programs

should be investigated to determine which improvements might qualify for Federal financial assistance.

The preparation and adoption of the Plan and the enactment or initiation of its implementation measures is only the beginning of a new planning program. The effectiveness of the Plan will be proven by the force of political and citizen commitment behind it and the strength of the implementation program. The Plan is not the end, but only the beginning. The manner in which it is interpreted and administered on a day-by-day basis will determine its true value to the citizens of the County. The quality of staff assistance is thus of equal importance in Plan implementation as Plan preparation. The County and its member cities should explore the possibility of jointly maintaining a staff to administer their respective Plans, develop and enforce the various city and County codes and ordinances, perform site plan review work, provide continuing public information, and review and update Plans. The Yamhill County Department of Planning and Development now fulfills this function for the County, however McMinnville and Newberg presently support consulting services on a once-a-month or call-in basis only and the small communities have little or no planning assistance. Yamhill County therefore urges the cities to join with the County in establishing a joint planning program. A single, coordinated Plan could be effectively administered by a single planning agency. Staff services could be extended beyond the continuing basic administrative functions to include the preparation of site plans, outline plans of subdivisions, and the layout and design of areas designated anywhere in the Plan for any kind of urban development. Consultation with private landowners in respect to the development potential and alternatives for their lands can set the stage for a properly understood and publicly supported planning function. The benefits of this kind of partnership accrue to both the individual and the public at large by achieving a more efficient use of land and resources, yielding a higher return on both private and public economic investments and generating a higher level of tax revenue with which to support needed services.

Evaluation and Update

As the Plan is implemented, certain strong points and shortcomings of the Plan will become apparent. The need for additional research, public consultation and debate, and political deliberation will be necessary in the process of continually refining the Plan. Studies to be given high priority are a flood-plain management plan for the Yamhill River and its tributaries, an inventory and evaluation of the mineral resources of the County, a schools and parks plan, a transportation needs study and plan, and background studies for specialized aspects of each of the above-recommended implementation measures. More precise plans must be developed for the various watershed storage project proposals, for future arterial highway by-pass alignments, and for urban commercial and industrial districts in McMinnville and Newberg. While a wide variety of standards will be developed for incorporation in the various ordinances, continual refinement of these standards will be required as new research on land-use characteristics and performance is gathered and analyzed.

Some of the basic research for the Plan itself is already dated. For example, the land-use inventory is nearly two years old, and the last Federal census is now more than four years past. Information on population, employment

and land-use changes must be kept up to date if adequate insight into current trends is to be secured. The base mapping program will continue and all maps must be kept current, especially those showing records of subdivision and partitioning activity, housing starts, and school enrollments and service areas. Continuing records will also have to be kept on groundwater yields and subsurface sewage-disposal conditions in all areas of the County to enable better evaluations and judgments to be made of land development suitability in rural areas. As development trends continue and patterns of growth and service needs change, goals and policies for future growth and change will be amended, as will the Plan Map. A full-scale updating of the Plan should be undertaken every five years and new basic information generated every ten years. In the interim, Plan amendments will be made in response to unforeseen change and inflexible policy statements will need to be newly articulated. The Plan should not be treated lightly, however, and amended without cautious reflection on the broader implications of proposed change. The Plan is not a zoning map, but a broad public policy document guiding all aspects of physical development of the County -- development which has important social and economic ramifications which we must all live with.

Citizen Participation

No one aspect of the Plan preparation, review and adoption work has been more significant than the citizen involvement and decision-making process. Citizen advisory committees have been functioning in the County for nearly five years, the last two of which have been devoted to the current comprehensive planning effort. These committees include a total of some 110 persons, maintain no membership requirements other than residency in the local study area and personal interest and commitment, and display a remarkable degree of membership stability. Special attempts have been made to represent all interests and geographic areas. The committee organization is intended to function continuously, beyond the Plan-making function, as a development review body to advise the Planning Commission and Board of Commissioners on all land-use matters and related social and economic development issues. The planning function in Yamhill County is therefore open, accessible and solidly supported by the citizens of the County, and every effort will be expended to keep it that way.

The citizen advisory committee members, the Planning Commission and the Board of Commissioners have been continuously involved as a team with the staff in developing the Plan. Through numerous committee meetings over a period of two years, several in-house work sessions, and six public hearings, the community at large now considers the Plan as a true community plan. The underlying goals and policies are therefore grounded in a broad consensus of what problems are paramount in the County's current development pattern. Any major development activity now taking place is as much subject to the scrutiny of the citizenry at large as of their elected and appointed representatives. It is therefore fair to say that the people themselves have become both the advocates and watchdogs of land-use planning in the County -- not the passive respondents to development after the fact.

The citizen committees, Planning Commission and Board will next review and recommend upon a continuing program of Plan implementation measures, foremost among these being the new zoning ordinance. In their subsequent development review capacity, the citizen groups can spearhead action and stimulate community

interest in various elements of the Plan and in different phases of the planning program. It is self-evident that only through an informed and active citizenry can the Plan be effectively implemented. Yamhill County welcomes and supports such citizen participation in determining our directions for the future. The strength of our democratic institutions and local government itself can only be sustained by a people who are willing and able to dedicate their time and efforts toward improving the future of their community and seeking a better tomorrow.

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Yamhill

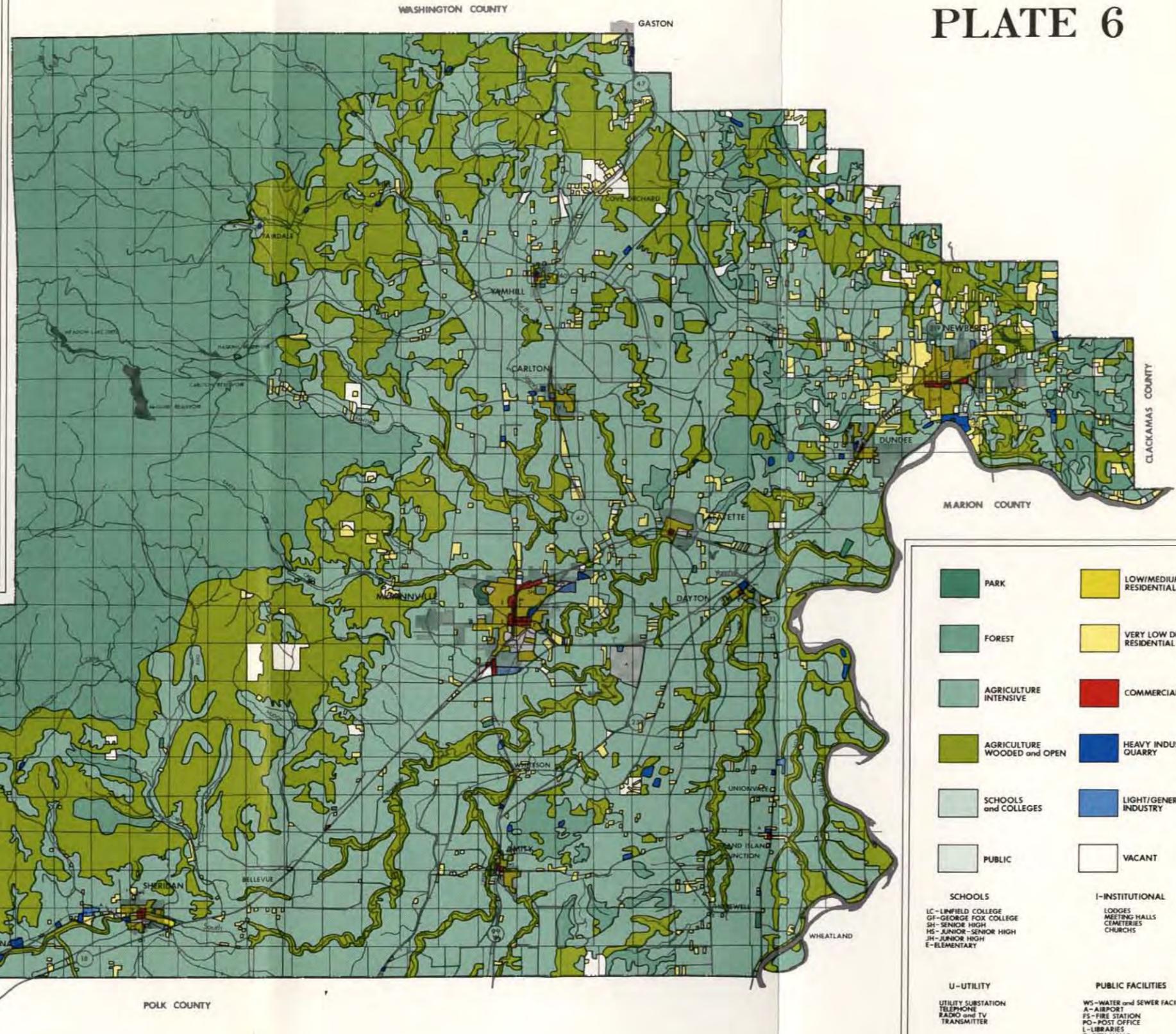
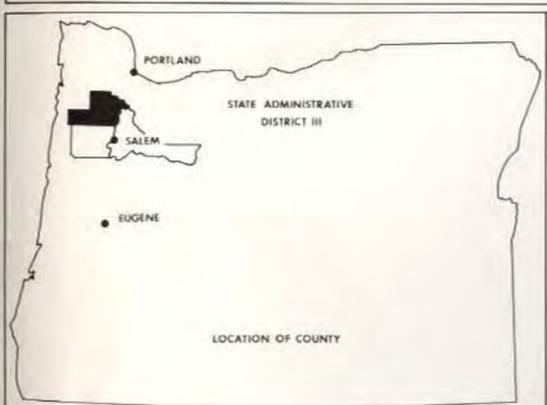
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EXISTING LAND USE

YAMHILL COUNTY, OREGON

YAMHILL COUNTY
DEPARTMENT OF PLANNING AND DEVELOPMENT

PLATE 6



	PARK		LOW/MEDIUM DENSITY RESIDENTIAL
	FOREST		VERY LOW DENSITY RESIDENTIAL
	AGRICULTURE INTENSIVE		COMMERCIAL
	AGRICULTURE WOODED and OPEN		HEAVY INDUSTRY/ QUARRY
	SCHOOLS and COLLEGES		LIGHT/GENERAL INDUSTRY
	PUBLIC		VACANT
SCHOOLS		I-INSTITUTIONAL	
LC-LINFIELD COLLEGE		LGDGES	
GF-GEORGE FOX COLLEGE		MEETING HALLS	
SH-SENIOR HIGH		CEMETERIES	
JH-JUNIOR-SENIOR HIGH		CHURCHES	
JH-JUNIOR HIGH			
E-ELEMENTARY			
U-UTILITY		PUBLIC FACILITIES	
UTILITY SUBSTATION		WS-WATER and SEWER FACILITIES	
TELEPHONE		A-AIRPORT	
RADIO and TV TRANSMITTER		FS-FIRE STATION	
		PO-POST OFFICE	
		L-LIBRARIES	
		C-CITY HALLS	